

# Assessment of the Implementation of 1972 Udoji and 2003 Obasanjo Public Service Reforms in Nigeria: A Neo-Public Management Paradigm

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## Abstract

*This Paper is a comparative study between the 1972 Udoji Public Service Review Commission and the 2003 Obasanjo Public Service Reform. The objective of the study is to identify the similarities between the 1972 Udoji Public Service Review Commission and the 2003 Obasanjo Public Service Reform as New Public Management Paradigm. The study uses documentary evidences relating to Public Service Reforms as its methodology. The Study revealed that 'The New Style Public Service' recommended by the Udoji Public Service Review Commission, was the early stage of the 'New Public Management' because the contemporary 'New Public Management' is a call to operate the Public Service like the private business. In conclusion, it was clear from the study that the lack of full implementation of the 1972 Report of the Udoji Public Service Review Commission was the reasons why we had the 1988 and 2003 reforms. The paper therefore recommended that government should always implement the recommendations in the Public Service Reforms to avoid a repeat of the reforms encompassing what had earlier been recommended in a previous reform. In addition, the Bureau of Public Service Reform should always monitor the implementation of recommendations emanating from reports.*

**Keywords:** Public Service, Reforms, Management Paradigm, implementation

## 1. Introduction

The Nigerian public service was started by the British colonialists as far back as 1900, when the British formally established her authority in most of the area that had then become Nigeria. The British colonialists divided the country into three for administrative purposes as follows: Colony of Lagos and the Protectorates of Northern and Southern Nigeria. Later, in 1905, Lagos colony was merged with the Southern Protectorate (Obikenze & Obi, 2003). However, with the amalgamation of the Northern and Southern Nigeria in 1914, public service in Nigeria became fully established. The Nigerian Public Service was developed and patterned after the British Public Service with its doctrine of anonymity, impartiality and neutrality. In Britain and most Commonwealth countries, the term public/civil Service is very often used as synonymous with government. As such Nigeria is not an exception. The colonial public service was designed to service the interest of the British colonialists in the areas of the maintenance of law and order; ensuring that the natives pay their taxes as and when due and at the same time pay their full allegiance to the British Monarchy; in addition to ensuring that raw materials required by the British industries were supplied on time. The post colonial public service on the other hand services the need and interest of Nigerians. Therefore, from the colonial period to date, Public Service in Nigeria had undergone various reforms which started from the Tudor David Commission of 1945 to the Mbanefo Commission of 1959 and the post colonial reform which started with the Morgan Commission of 1963 to the Chief Allison Ayida Panel of 1997 and the 2003 Obasanjo Public Service Reform with its main emphasis on Service Delivery. The objective of this study therefore is to identify the similarities or otherwise between the 1972 Udoji Public Service Review Commission and the 2003 Obasanjo Public Service Reform. It is against this background that this study seeks to compare the 1972 Udoji Public Service Review Commission with the 2003 Obasanjo Public Service Reform based on the New Public Management Paradigm.

## 2. Conceptual Issues

In order to properly comprehend the analysis in this study, certain concepts need to be clearly understood. Public Service refers to the totality of services that are organised under government authority, which included Ministries, Departments, Boards, Commissions, Authorities, Statutory Corporations and the Security Agencies like the Police, the Department of State Security Services, Army, Navy, Air force and other Para-military agencies. In short all those who worked for the government are members of the Public Service (Obikeze & Obiemeka, 2004). The Civil Service which is also part of the Public Service is defined as a body or departments in the executive arm of the government responsible for the execution of government policies and programmes. The Public/Civil Service perform purely administrative, technical, professional, executive and security functions, which assist in the formulation and implementation of government policies and the maintenance of law and order (Johnson, 2005). The Public Service as earlier stated refers to the totality of

services that are under the government which included services in Ministries, Departments and Security Agencies. This therefore means that Public Service and Civil Service can be used interchangeably in this study.

Comparative Public Administration is the theory of Public Administration that is applied to diversified cultures and national setting and the body of factual data, by which it can be examined and tested (Sharma, Sadana and Kaur, 2011). But Polinaidu (2004) posited that Comparative Public Administration is the study of Public Administration across and within governments around the world, using the method of comparison to better describe and evaluate bureaucracies in them. This CPA concept captures its essence. But the definition by Sharma, et al (2011) was not explicit on public organisations; this assertion was supported by Polinaidu (2004). Reform on the other hand means the transformation of a whole system. It also means the process of making a system better or to rebuild a broken down system. Reform further means a means of bringing a better way of sustaining a system that is deficient. Reform can be propelled by radical changes in world view, by domestic, national or international forces on how to conduct governmental affairs and also the part career public service should play (Dauda, 2008). Public Service Reform therefore refers to a process put in place to improve both human and material structure and to provide opportunities for growth and development of the Public Service (Akinwale, 2007).

New Public Management is the transfer of business and market principles and management techniques from the private sector into the Public Sector (Drechsler, 2005) It is also a deliberate change of and processes of public sector organisation with the objective of getting them to run better (Monica, 2008). Furthermore, it is a management culture that emphasises the centrality of the citizen or customer as well as accountability for result (Amoako, 2003). The New Public Management is also known as Re-inventing Government; Managerialism; Entrepreneurial Government and Market based Public Administration (Polinaidu, 2004). The New Public Management shift emphasis from the traditional public administration to public management and its goal is to achieve a slim, reduced, minimal state in which public activity is decreased and exercised according to business principles of efficiency.

### 3. Theoretical Framework

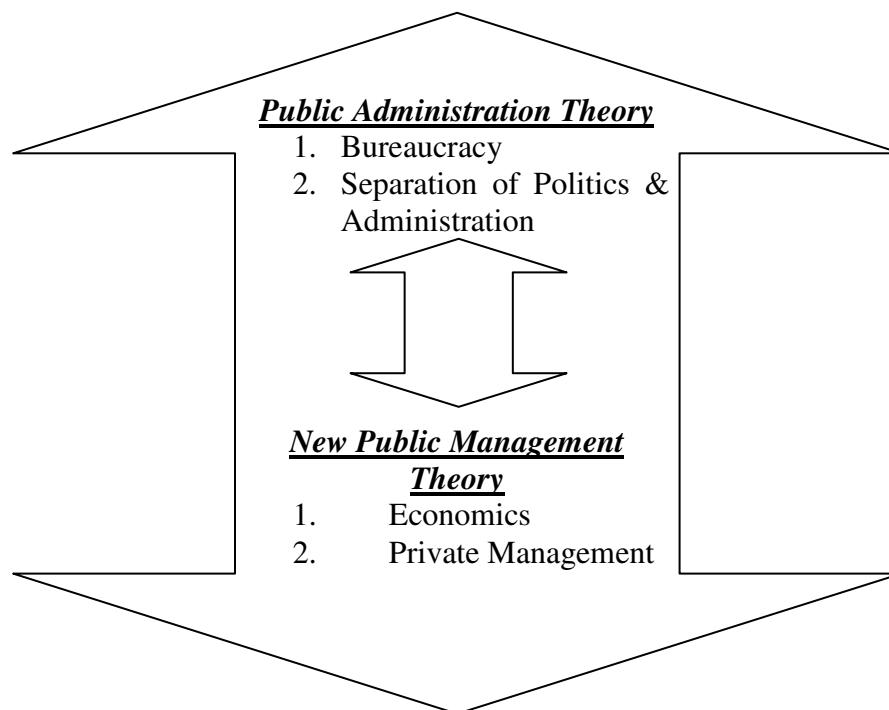
The Theoretical approach to this study is two-fold. First the study shall be theoretically analysed from the comparative public administration view and secondly, from the New Public Management view. From the Comparative Public Administration view, the Universalist theory which seeks to find certain commonalities among public bureaucracies in various countries in the world by conceptual means suffices. This theory is illustrated by the Weber's bureaucratic model and the Wilson's transfer of administrative practice model. Weber developed the field of bureaucracy as part of a comparative typology of the form of authority such as charismatic, traditional and legal. Each authority has its matching type of administrative staff. Bureaucracy is capable of attaining the highest degree of efficiency. As a form of organisation, the ideal type of bureaucracy is made of these features: hierarchy, specialisation, delimited responsibilities, achievement-based recruitment and promotion, rules, impartiality, predictability, rationality (behaviour dominated by organisational goal) and office. Bureaucratic ideal type became the dominant topic in the analysis of public and private organisation in the modern state and is a useful tool for cross-cultural and historical studies.

It is said that bureaucracy is useful to explain the structural similarities between the bureaucracies of the developed nations of Europe and North America, but that it is of little analytical value for explaining bureaucratic problems in the developing countries of Asia and Africa, i.e. it cannot deal with problems arising from development and national building in the third world (Polinaidu, 2004). Nigeria which had embraced Weber's bureaucratic model right from colonial period to date has applied it in its organisational and administrative activities. However, it is yet to get it right hence the various reforms that took place from colonial period to date. This informed its decision to try the New Public Management approach to the Public Service.

The second aspect of the Universalist theory is the Wilson's transfer of administrative practices model. This model is of the view that administrative practices from one political system can be transferred to a different kind of political system. This model was developed by Woodrow Wilson, where he stated that Public Administration is a science with universal principle which can work well in different political system. He further argued that the administrative principles developed under European authoritarian monarchies could be employed in the United States democratic system which should be focused from the democratic point of view. This Wilson's transfer of administrative practice model within the Universalist theory is relevant to this study because the study is dealing with the adoption of the New Public Management reform paradigm which was transferred from the Western world to Africa and Nigeria in particular and used in the 2003 Public Service Reform. The Weber's Bureaucratic model is not ideal for this study because it cannot match the globalisation trend of the contemporary world. This led to the adoption of the New Public Management that is universally accepted and adopted (Polinaidu, 2004).

The New Public Management came into being as a result of the perceived shortcomings of the bureaucratic and scientific management theories (Drechsler, 2005). While the traditional Public Administration

is based on the theories of bureaucracy and the separation of powers between the Politicians and Administrators, the theoretical basis of the New Public Management is Institutional Economics which was built from the Public Choice theory, Principal Agent theory and Transaction cost theory (Gruening, 1998 & Solomon, 2008). These theories viewed market phenomenon.



**Fig. 1. The Basis of Public Administration and New Public Management Theories**

*Source: Modified from Hughes, 1998 and adapted from Umaru, 2013.*

The New Institutional economics was built on the Public Choice Theory, Principal Agent Theory and Transaction Cost Theory. All these theories viewed politics as a market phenomenon. However, for the purpose of this study, analysis shall be limited to the Public Choice theory. The Public Choice Theory is the application of methodological and behavioural assumptions of economics to the subject matter of political science, which was applied to the government sector. Polinaidu (2004) refers to the Public Choice Theory as the theory of public goods and services provided to the people. The theory emphasises on choice with the citizens as the consumers, thus favouring the choice of the citizens in the provision of goods and services. Based on this theory, it was assumed that first, the individual can make rational decisions about his social, economic and political needs or demands, and secondly, he can also act in accordance with his self interest in order to maximise his decision. It is therefore required that public agencies and organisations should give the people what they want. As such the actions of government should be consistent with the values and interest of citizens.

The Public Choice theory is highly critical of the monocentric hierarchical traditional bureaucratic administration. Because, instead of being motivated by the public interest, bureaucrats are assumed to be motivated by their own selfish interest, maximising their own interest and not necessarily public interest (Solomon, 2008). While the traditional bureaucratic system directs administration towards centralisation, which cannot sufficiently meet the people's demand for goods and services, the public choice theory directs administration towards democratic decentralisation system of administration and organisational competitiveness, because decentralisation provides opportunity for the promotion of competition among government agencies, and in the process, the choice of individual citizens increases (Polinaidu, 2004). This theory (Public Choice theory) is relevant to this study because it is expected that every government should work consistently to satisfy the need and interests of its citizens based on their choices. As consumers of services, the citizens of Nigeria have the right to good service delivery based on their choices (Gruening, 1998). This therefore informs the decision of the 2003 Obasanjo Public Service Reform to focus on qualitative service delivery as required by the citizens who were hitherto referred to as customers.

#### 4. Public Service Reforms in Nigeria

In order to improve the quality of services delivery by the Public Service in Nigeria, various reforms were adopted and carried out by study groups, commissions and panels on behalf of the Government of Nigeria. On the basis of these, there were various commissions and committee or panel reports dealing with the problems of the Public service from the colonial periods to date. Some of these reports' main objectives and recommendations as provided by Akinwale (2007) were as follows:

- i) Tudor-Davies Commission: This commission was established in 1945 to review wages in the Provinces. At the end, the Commission recommended that the Provincial Committee should be replaced by the Collective Bargaining procedure, which resulted in the establishment of the Whitley Councils which was advisory in nature;
- ii) Harragin Commission: The Commission was established in 1946 to Review Wages and Conditions of Service. The Commission restructure civil servants into senior and junior service categories and recommended the expatriation pay which represented a deduction of a specified sum from the expatriate officers' pay; provision of varied and valuable welfare packages for senior officers including indigenous public officers in the senior service category like the provision of government quarters in the Government Reservation Areas (GRA);
- iii) Foot Commission: This commission was appointed in 1948 to make recommendations on recruitment and training of Nigerians for senior posts in government. To achieve this, the commission further recommended the establishment of a Central Public Service Board which comprised Civil Service Commissioners, Director of Education and One Unofficial Representative per Regional Board.
- iv) Gorsuch Commission: The commission was set up in 1954 to examine the nature of Lyttelton Constitution of 1954 in relation to salary packages of the Nigerian public service. The commission introduced five grading structure in the civil service as follows:

**Table 1: Gorsuch Five Grading Structure**

	Generalist Class	Specialist Class
1	Super-scale	Super-scale
2	Administrative class	Professional class
3	Executive class	Technological/Higher Technical Class
4	Clerical class	Technical Class
5	Sub-clerical class	Operatives

Source: Akinwale, 2007.

- v) Hewn Committee: The committee was set up to integrate departments into Ministries. This was done in 1959 by ensuring that departments become full fledged Ministries.
- vi) Mbanefo Commission: This commission was set up in 1959 to review the salaries and wages of Public Officials. The commission recommended better conditions of service and increases in wages and salary structure of established and daily-rated staff.
- vii) Morgan Commission: This commission was also set up in 1964 to improve the salary structure of civil servants. The commission recommended improved salary conditions for public servants.
- viii) Elwood Grading Team: The team was set up in 1966 to look at the disparity of incomes of junior and senior staff categories in the civil service. The team recommended scales for administrative and professional class officers.
- ix) Adebo Commission: The commission was set up in 1970 to review salaries and wages. The commission recommended improvements in salaries and wages and the setting up of the Public Service Review Commission.
- x) Udoji Commission: This commission was set up in 1972 to examine the organisation, structure and management of public services. The commission recommended the Unified Grading and Salary Structure (UGSS); a professional public service staffed by professionals who were conversant with human resources management and the training of public servants.
- xi) Civil Service (Reorganisation) Decree 43 (1988): This decree ensures the professionalisation of the civil service. This made it mandatory for every ministry to have three mandatory departments: Personnel, Research, Planning and Statistics and Finance and Supply. It also recommended that the tenure of Permanent Secretaries should be modified whereby their tenure will expire along with the government that appointed them. In addition, ministries were empowered to set up a personnel management board which comprises Junior staff committee and Senior staff committee.

These reforms were either put in place to solve the problems of wages and salaries or to deal with reorganisation and restructuring of the public service. However, one thing is clear and that is most of these commissions objectives are similar, which shows that it was as a result of non-implementation or partial implementation of recommendations that always gave birth to the next commission.

#### **4.2 Comparison of 1972 Udoji Public Service Review Commission and 2003 Obasanjo Public Service Reform**

##### **i) Objectives**

A careful analysis of the 1972 Udoji Public Service Review Commission and the 2003 Obasanjo Public Service Reform based on service delivery and a product of the New Public Management will provide for detail comparison of these two reforms. Udoji (1996) gave the background for the setting up of the 1972 Public Service Review Commission as follows:

*The service continued to hire colonial type of officer in lack skin. But what the expanded service needed most was no longer the jack-of-all-trades type of officers but specialists in management, development economists, agricultural economists, industrial engineers, cost accountants, physical planners, project evaluation experts, etc. By 1970, every aspect of human life was ruled by science. The computer had taken the place of the punch card and every aspect of the administrative process was affected. These changes called for different methods of planning. If the service was to be efficient and serve the needs of the new society, it had to keep itself abreast of technology and the new techniques of management (Udoji, 1996).*

The objective of the 1972 Udoji Public Service Review Commission therefore were to examine the organisation and structure of the Public Service; to investigate and evaluate their methods of recruitment, condition of service and staff development programme; to examine existing pension and superannuation schemes in the public and private sectors; to make recommendations that would facilitate inter-sectoral mobility, without detriment to the retention of efficient and qualified personnel in the public service; to undertake the regarding of all posts in the public services and establish appropriate salary scale (Obikenze & Obi, 2003).

The objectives of the 2003 Obasanjo Public Service Reform on the other hand is meant to reposition the agencies of government and make them more effective and more responsive to the needs of the citizen, thus eliminating poor service delivery (Akinwale, 2007). It should be noted that the Obasanjo reform is based on planning, budget and procurement reforms; structural re-organisation; modernisation of internal administrative process; waste reduction and e-government solutions; performance measurement; monitoring and evaluation; privatisation of services and promoting public private partnerships; pension reforms; training and re-professionalism strategies, all aimed at improving service delivery (Obasanjo, 2003). It is clear from these two objectives that the Obasanjo 2003 reform objective encompasses lots of other reforms in it than the 1972 Udoji Public Service Review Commission.

##### **ii) Public Administration and New Public Management**

Public Administration is an administration that is under the formal control of the political leadership, based on a strictly hierarchical model of bureaucracy, staffed by permanent, neutral and anonymous officials, motivated only by the public interest, serving any governed party equally, and not contributing to policy but merely administering those policies decided by the politicians (Hughes, 1998). It was based on theoretical foundations that were derived from several countries: from Woodrow Wilson in the United States; the Northcote-Trevelyan Report in the United Kingdom and the bureaucratic model associated with Max Weber. Max Weber's organisational bureaucracy theory is the most established theory on public service. Weber emphasises the notion of strict adherence to bureaucratic framework with an emphasis on efficiency in the public service.

New Public Management Reform approach to the Nigerian Public Service in 2003, hitherto referred to as 2003 Obasanjo Public Service Reform, was based on the New Public Management Paradigm, with emphasis on Service Delivery. Umaru (2007), quoting Osborne and Gaebler (1993), stated that these scholars viewed the New Public Management as a movement towards more market and less bureaucracy, this was because to them, market enhances economic efficiency in a democratic domain that promotes equality. The components of the New Public Management include management decentralisation within the public service, downsizing and right-sizing, outsourcing of government services, public-private partnerships, performance based contract for civil servants, granting of greater autonomy to state managers, especially those that run State-own enterprises, and establishment of autonomous agencies, some of which were made to compete among themselves within the state.

The New Public Management also entails devolution of budgets and financial control and the rise in the use of market competition in the provision of public services as well as increasing focus on efficiency, outputs



and customer orientation. Other key elements of the New Public Management include commercialisation, decentralisation and privatisation (Edigheji, 2008). Henry (2007), on his part stated that New Public Management is a form of administration that advocated the adoption of private sector techniques in the provision of high quality goods and services by public organisations to the citizens. It is also the introduction of market mechanisms into the public sector and linking pay to performance. This definition emphasises contract management (Derry, 2011). While the 1972 Udoji Public Service Review Commission was based on the need to reform the Bureaucratic theory, the 2003 Obasanjo Public Service Reform was based on the need to adopt the New Public Management paradigm to the Nigerian Public Service.

iii) **Comparison**

The 1972 Udoji Public Service Review Commission reviewed every aspect of the Nigerian Public Service, including recruitment, career and staff development, superannuation and salary gradings etc. The Commission submitted its report in 1974. In summary, the Commission's report deals with the following:

- i) that the concept of result oriented management be adopted;
- ii) that unified structure be introduced;
- iii) the "Administration" be transformed into "Management";
- iv) that pay be dependent upon job content and performance;
- v) that promotion be based on merit and not seniority;
- vi) that public sector compensation be related to private sector compensation;
- vii) that financial management be strengthened and modernised;
- viii) that personnel management practice be modernised (Obikenze & Obi, 2003).

Based on the contents of the report, the Commission arrived at the following recommendations:

- i) the Commission recommended the adoption of management techniques like the Planning, Programming, Budgeting system (PPBS), Management By Objective (MBO) and Project Management in the service;
- ii) that the nomenclature of Permanent Secretary be replaced by a new nomenclature of Director-General and below it were Head of Divisions/Departments;
- iii) that Unified Grading and Salary Structure (UGSS) which comprised salary grade levels 01-17 be introduced;
- iv) that the Public Service needed qualified skilled and motivated people, as such recommended that a professional public service staffed by professionals who are conversant with human resources management be put in place;
- v) that training of individuals be relevant to their work;
- vi) that government should provide opportunities either within or outside the service to close the gap between present qualifications and those required (Akinwale, 2007).

Most of these recommendations were not implemented to bring about a modified public service. For example, it was in the Civil Service Reform of 1988 that the nomenclature of the Permanent Secretary was replaced with Director-General and even this, did not last long as it was later reverted back to Permanent Secretary.

The 2003 Obasanjo Public Service Reform focused on Service Delivery and was one of the key components of an economic reform programme – the National Economic Empowerment and Development Strategy (NEEDS). The ranges of public sector reforms within the NEEDS as a national development strategy were Economic Management Reform, Governance and Institutional Strengthening Reform, Public Service Reform and Transparency, Accountability and Anti-corruption Reform. However, for the purpose of this study, emphasis will be on the Public Service Reform (Obasanjo, 2013). In order to achieve an effective reform programme, the Bureau of Public Service Reform (BPSR) was established in 2003 as an independent agency in the Presidency to ensure the form of all Ministries, Departments and Agencies (MDAs) of all arms and branches of the Federal Government. The BPSR focuses on the following in order to achieve a successful reform: Procurement system review; Institutionalisation of fiscal responsibility; Accountability in government transactions; Establishment of service charter and Institutionalisation of quality service delivery; Institutionalisation of compliance enforcement; Human resource management; Personnel records and Payroll cleaning; Staff cadre review; Remodelling of recruitment and promotion procedure; Installation of new performance management scheme; Capacity development and training; Pay reform; Injection of new competences personnel including relevant professionals with rare skills and young and bright graduates'; Work process redesign and Value re-orientation and ethics (Obasanjo, 2013).

The following are the achievements of the 2003 Obasanjo Public Service Reform:

- i) **Pay Reform and Monetisation:** In 2000, the salaries of civil servants were increased to a total of over 600%. For example, the salary of a Director on Grade level 17 step 9 which was ₦328,860.00 per annum as at April 1999, was raised to ₦1,094,346.00 in May 2000; it was further raised to

- ₦1,975,024.00 in October 2003 and then to ₦2,271,280.00 in January 2007. In the area of Monetisation, Government Official Vehicles were withdrawn and sold to civil servants at 50% discount after depreciation. In addition, government houses were sold to the public servants occupants.
- ii) *Integrated Payroll and Personnel Information System:* This is a computerised, biometric platform that provides a reliable and comprehensive database of employees in the public service to facilitate manpower planning, eliminate headcount and payroll fraud.
  - iii) *Review of Rules and Regulations:* The Public Service Rules and Financial Regulations which guide public servants in their performances and other benefits were reviewed, such that Duty Tour Allowance (DTA) were raised as follows: Duty Tour Allowance for Junior and Middle level officers were raised: Grade level 01-06 were increased from ₦1,000.00 per diem to ₦5,000.00, while the DTA for officers on Grade level 07-09 were raised from ₦2,000.00 per diem to ₦12,000.00. Similarly, the overseas duty tour allowance known as Estacode for officers on Grade level 07-09 was raised from USD 205 per night to USD 381 per night.
  - iv) *Restructuring of Ministries, Departments and Agencies (MDAs):* Complete restructuring of MDAs was first achieved in the State house, Capital Territory Administration, Ministry of Solid Minerals Development, National Planning Commission, Ministry of Foreign Affairs, Ministry of Internal Affairs, Federal Inland Revenue Service, Federal Ministry of Aviation, Commerce, Education, Information and Transport. There was also a structural re-alignment of Ministries such that the hitherto 31 Ministries were merged into 21.
  - v) *Ministry of Solid Mineral Development:* In this Ministry, there were four general service departments to only one professional department, such that 85% of the officers had practically nothing to contribute to the development of Mining. The reform led to the establishment of an autonomous Mining Office for the administration of mining titles and creation of two departments, namely, Mines Environmental Compliance and Artisanal and Small Scale Mining. There was also massive capacity building through a new National Institute of Mining and Geosciences. All these led to upsurge activities including foreign investors visits.
  - vi) *The Ministry of the Federal Capital Territory:* The reform ensured the abolition of the Federal Ministry of the Capital Territory. This ensured the correct interpretation of section 299 of the Constitution which required that the FCT should operate as if it were one of the States of the Federation.
  - vii) *Severance Criteria:* Following the submission of the report of the Presidential Committee for Review of the Public Service Rules and Financial Regulations, eight criteria were approved as the basis for the personnel clean up in the public service as follows: officers appointed without due authorisation; officers with cases of serious misconduct; officers that were medically unfit; officers whose jobs or services were already monetised, outsourced or abolished (e.g. cleaners, drivers, cooks, security men, messengers etc); staff that had become redundant due to the scrapping or restructuring of their organisations; officers without entry qualification or mandatory skills for their job; staff adjudged to be inefficient or that possess unsatisfactory characters and officers wishing to proceed on voluntary retirement (Obasanjo, 2013).

#### 4.3 Theoretical Comparative Analysis and styles of Public Service

The 1972 Udoji Public Service Review Commission was based on the Traditional Public Administration that existed within a strictly hierarchical model of bureaucracy, staffed by permanent, neutral and anonymous officials, serving any governed party equally and not contributing to policy but merely administering those policies decided by the politicians. The Traditional Public Administration is based on the theories of bureaucracy and separation of powers between Politicians and Administrators. (Hughes, 1998). The Traditional Public Administration is based on the theories of bureaucracy and separation of powers between Politicians and Administrators. However, in order to improve the Public Service and make it a result oriented one, The New Style Public Service was advocated by the 1972 Public Service Review Commission. The attributes of “The New Style Public Service” as presented by Adibe (1999) are a public service that:

- i) is a result-oriented service, is a service with a purpose, is a service that is out to achieve certain well-defined and well-articulated objectives;
- ii) is a service whose performance can be measured and assessed;
- iii) is run by specialists and professionals and not by amateurs;
- iv) welcomes experts in every field and at all levels of its hierarchy;
- v) concrete performance in the achievement of predetermined departmental or organisational goals and targets is the main criterion for advancement and not the ethnic group, language, or sex of the officer concerned;

- vi) remuneration and other compensations depend not only on paper qualifications and seniority but on performance or proven ability to meet the demands of the job;
- vii) advancement to the very top is open to all officers, their particular disciplines notwithstanding;
- viii) takes pride in excellence and jobs well-done;
- ix) constantly updates itself and keeps abreast of the latest technique's in public management;
- x) professionalism is extolled and amateurism discouraged;
- xi) is modest enough to recognise that modern government is big business and therefore requires the use of experts both in the formulation of policies and in their implementations;
- xii) does not ask for conditions that are not applicable in other walks of life;
- xiii) does not surround itself with protective regulations and orders against easy removal for incompetence, obsolescence, or any other cause;
- xiv) permanency of tenure depends on efficient performance and continued ability to meet the demands of one's position;
- xv) adopts modern methods of management in three key areas, such as the definition of its objectives and programmes, recruitment and development of staff to carry them out and the execution of projects that constitute the programmes.

The 2003 Obasanjo Public Service Reform is mainly on service delivery, based on a globalised market oriented management known as "New Public Management". The theoretical basis of the "New Public Management" is the Institutional Economics theories built from the Public Choice theory, Principal Agent theory and the Transaction cost theory (Grueing, 1998). The attributes of the New Public Management reflect a public service where:

- i) there is professional management;
- ii) administrators are involved in matters of policy and also matters of strict politics;
- iii) standard and measure of performance were by defining of goals and performance target set;
- iv) a service that encourages greater competition by encouraging term contracts procedures justified based on the use of rivalry as the key to lower costs and better standards;
- v) there is stressed on the use of the private sector style of management;
- vi) operation focuses on customers satisfaction and standard of service delivery should be in line with citizens expectations in terms of efficiency, reliability, credibility and timeliness;
- vii) permanency in service is based on expertise and good performance;
- viii) public private partnership in the execution of capital projects etc are encouraged;
- ix) outsourcing as a means of achieving efficiency in non-core functions are encouraged;
- x) privatisation and commercialisation are promoted;
- xi) original efforts should meet or exceed customers' expectations;
- xii) measure of success is in the customers satisfaction with service;
- xiii) a public service in which rules and regulations that slows down the operation of government are de-emphasised;
- xiv) experts and professionals from outside the service can be brought in to improve its efficiency and effectiveness;
- xv) institutional machinery should solve the problems and improve administrative process;
- xvi) there is transparency in the decision making process in order to guard against the abuse of power and to attain credibility in public service delivery;
- xvii) production, structural improvement of the services through the elimination of duplication and obsolete functions of the public service with emphasis on right-sizing are focused;
- xviii) emphasis should be from justifying cost of service delivery to expansion of customers choice and the provision of incentives to hard working staff;
- xix) result of service delivery must be measurable and analysable (Grueing, 1998, Hughes, 1998 & Oyeyinka, 2006).

### Similarities

The "New Style Public Service" recommended in the report of the 1972 Udoji Public Service Review Commission Report and the 2003 Obasanjo Public Service Reform almost has the same attributes. The New Style Public Service encourages the adoption of Private Sector styles of management in the Public Sector just as the New Public Management. This implies that had the recommendations of the 1972 Udoji Public Service Review Commission's Report implemented, there might be no need for the 2003 Obasanjo Public Service Reform. Some of the specific similarities are:

- i) Both reforms (1972 and 2003 reforms) did not support permanency of tenure for top public officials;



- ii) Both reforms encourage the injection of experts from out the service into the public service in order to achieve efficiency and effectiveness. For example, Obasanjo's government brought into the Public Service during his tenure (1999-2007) Mr. Bode Augusto and and Oby Ezekesili to the Budget and Monitoring Office; ; Mr. Ufueko Omoigui Okauru to the Federal Inland Revenue Services and Mal. Ibrahim Dankwambo as the Accountant-General of the Federation.
- iii) Both reforms advocated for qualitative service delivery to the citizens;
- iv) Both reforms further encourage the adoption of modern management styles in the definition of objectives and programmes, recruitment and staff development.

## 5. Conclusion

It is clear from this study that both the 1972 Udoji Public Service Review Commission and the 2003 Obasanjo Public Service Reform have the same features. It is thus clear that the major problem confronting Public Service Reforms in Nigeria is that of none implementation of recommendations emanating from their various reports as in the case of the star recommendation of the 1972 Udoji Public Service Review Commission, i.e. "The New Style Public Service" which was not implemented, until 1988 Civil Service Reform when the nomenclature of Permanent Secretary was replaced with Director-General (which was later reverted back to Permanent Secretary) and Tenure Policy for Directors and Permanent Secretary introduced (this again facing rejection). This showed that the idea of the "New Public Management" was not a recent development as the issue has been on since 1972. This is evident from the fact that the Chairman of the 1972 Udoji Public Service Review (Chief Jeromi Udoji) is a highly celebrated technocrat from the Private Sector.

## 6. Recommendations

Arising from the above assessments, it is hereby recommended that all recommendations contain in reports of Public Service Reforms should be fully implemented by the government. This is to avoid leaving out very important recommendations, like the New Style Public Service, that was recommended in the report of the 1972 reform but was not implemented. Furthermore, the scope of the Public Service Reform, Committee or Commission should not be many and should be explicitly explained to avoid a situation whereby issues outside the scope are brought in. In addition, government should always insist in having an interim report before the main report, so that areas which it cannot implement are not reflected in the main report or are noted for implementation at a later specified date in the main report. Finally, the Bureau of Public Service Reform (BPSR) should be legally mandated to monitor the implementation of recommendations emanating from reports and also monitor the progress of reforms.

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