

**ASSESSMENT OF THE EFFECTIVENESS OF LOCAL GOVERNMENT SERVICE
COMMISSION IN MANPOWER DEVELOPMENT IN KADUNA AND NIGER STATES**

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ZARIA

FEBRUARY, 2020

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A THESIS SUBMITTED TO THE SCHOOL OF POSTGRADUATE STUDIES, AHMADU
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FEBRUARY, 2020

DECLARATION

I declare that the work in this thesis entitled An Assessment of the Effectiveness of Local Government Service Commission in Manpower Development in Kaduna and Niger States has been performed by me in the Department of Local Government and Development Studies. The information derived from the literature has been duly acknowledged in the text and a list of references provided. No part of this thesis was previously presented for another degree or diploma at this or any other Institution.

Abbas BashariAminu

Date

CERTIFICATION

This thesis entitled An Assessment of the Effectiveness of Local Government Service Commission in Manpower Development in Kaduna And Niger States by Abbas Bashari AMINU meets the regulation governing the award of the degree of Doctor of Philosophy (PhD) in Local Government and Development Studies of the Ahmadu Bello University and is approved for its' contribution to knowledge and literary presentation.

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ABSTRACT

The study is an Assessment of Local Government Service Commission (LGSC) in Manpower Development in Kaduna and Niger States. The overall question to be asked in this study is why is it that despite the various Local Government efforts in reshaping, refocusing and reorganising the Local Government for effective service delivery, the skilled manpower capacity is still very low? The objectives of the study are to; examine the manpower development effort of the LGSC, assess the effectiveness of the recruitment process adopted by the Local Government Service Commission; examine the effectiveness of training in enhancing manpower development, examine the relationship between motivational factors and manpower development and determine how funding affects manpower development in the Local Government Service Commission of Kaduna and Niger states. The null hypotheses are; there is no significant relationship between Recruitment process and Manpower Development in Kaduna and Niger States Local Government service. There is no significant relationship between training and Manpower Development in the Local Government Service; there is no significant relationship between staff Motivation and Manpower Development in Kaduna and Niger States Local Government Service and there is no significant relationship between funding and Manpower Development in Kaduna and Niger States Local Government Service. The study used the Survey research method, which was conducted in a total of Six Local Governments from two States, namely Kaduna North, Kachia, and Ikara from Kaduna State, and Chanchaga, Bida, and Suleja from Niger State i.e three from each. The study employed the use of both questionnaires and interviews as the primary sources of data collection while annual reports, bulletins and official documents were the secondary sources. Both purposive and stratified sampling techniques were employed to arrive at our sample, while Data was analysed and hypothesis tested using both

regression analysis and Pearson Product Moment Correlation. Findings reveal that, there is poor manpower planning on the part of the LGSC of both States, exacerbated by erratic recruitment by the Junior Staff Management Committee (JSMC); there is a growing incidence of interference by politicians in the LGSC's recruitment , posting and discipline of the senior staff; presently there is a penchant for running seminars and workshops which are not intended to inculcate specific but mere routine lecture delivery to staff and finally; there is virtually no motivational factors in place for the staff of these Local Governments. From the above findings the followings were recommended; there's a need for the LGSC of both Kaduna and Niger states to plan and structure the allocation of manpower of the establishment based on its functional needs and volumes of work.; there should be enforcement of strict merit based recruitment exercise bereft of any form of intervention from state and non-state actors. The exercise must be widely publicised to attract capable and skilled applicants that can positively affect the capacity of manpower in the local government. Others are; there is a need for a comprehensive training policy in the LGSC through a training needs assessment which will reveal areas of greatest performance deficiency and identify what skills that need enhancement most. Training policy should be comprehensive, forward looking and should have benchmarks for performance; and finally there is the need for general improvement in staff motivation this must include but not limited to increment in staff remuneration, Housing and furniture allowance car loan, cafeterias to mention a few.

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CHAPTER ONE

INTRODUCTION

1.1. Background to the study.

Skilled manpower occupies an indispensable position in any modern organization, be it in governmental or non-governmental sectors. Without adequate manpower no organization can function effectively. In other words, human effort is greatly desirable and crucial in achieving the goals and objectives of any organization. Therefore, the importance of manpower development in the long term viability of any organization cannot be over-emphasized. Although, other resources, such as finance, information, physical equipment and infrastructure are also essential, human resources are virtually boundless in their potential impact on the organizations.

It therefore goes without saying that the development of indigenous manpower, as noted by Ake (1989), to serve as the propelling force for national growth and development is no doubt a key to Nigeria's socio-economic and political development. Therefore how well we develop and employ human resources and skills is fundamental in deciding how much we can accomplish as a nation. Even in the developed and industrial nations of the world where the use of machines and technology is at an advanced stage, manpower is still very essential. Thus, it is equally true to say that human resources are the highest asset of any organization, because no matter the amount of capital invested in an organization, its success or failure depends on the quality of people who plan and execute its programme (Nwankwo, 2000).

Uchenna (1982) argues that the manpower challenges for Nigeria is not in finding the people; it is rather in finding the people with the right types of skill at the right time and in the right places. As he argues, we most often find specialized talents in wrong kinds of activity and highly capable people in fields, which offer little incentive or challenge. This situation according to him creates constraints, which sap labour morale, erode productivity and lead to low turnover.

Organizations today both public and private are fast becoming more complex and operate in turbulent environment that managers in such organizations are required to have greater technical competence in recruiting, training and motivating their employees and minimizing labour turnover. To achieve maximum efficiency in individuals and jobs, organizations must constantly rely on scientific methods rather than the old system of the rule of the thumb in managing organizations. The proliferation of both public and private organization, e.g. Government agencies, parastatals, and Institutions e.g. state and private universities, polytechnics, colleges of education and private corporations such as banks, oil and telecommunications companies etc has brought about increase in competition in the search of capable staff, as well as developing and retaining them.

Constitutionally, the essence of government and administration at both the central and the local level is to ensure effective service delivery to the people particularly at the grassroots. Consequently, governance at this level draws more closely to the needs of the people. Therefore, effective dispensation of this responsibility largely depends on the capability, knowledge and expertise of the manpower available in the local governments. Nevertheless, service delivery at this level of government in Nigeria is highly deficient because of several factors, which ranges from low level of capacity of staff, corruption, absence of political will, lack of autonomy and poor finances. (DFID, 2007)

Furthermore, the neglect of local government staff and its resultant poor conditions of service has further encouraged the mass movement of competent staff from this tier to other sectors where prospects are brighter. However, manpower development cannot be possible without training and retraining of staff, therefore the need for training institutions cannot be overemphasized in both private and public institutions. In view of these arguments, the need for manpower development institutions becomes imperative in any aspect of national endeavor.

The need for training institutions in Nigeria can be traced back to the Ashby Commission set up in 1959 to conduct an investigation into Nigeria's needs in the post-secondary and higher

education. (Alao, 2010). Post-independence efforts to develop a training system for the Nigerian civil service can be traced to Professor C.P. Wolle's survey of 1967 on the Training Needs of the Federal Civil Service. (Erero&Ayeni, 1992). From the survey, the Federal Government produced a white paper in April 1969, titled "Statement of Federal Government Policy on Staff Development on the Federal Public Service" with its key elements as; the establishment of the Administrative Staff College of Nigeria(ASCON) and the Centre for Management Development (CMD); the appointment of Training Officers with the responsibility of assessing staff development needs and implementing programs to meet these needs; and the reorganization of the Federal Ministry of Establishment to give greater priority to training; (Oluand John, 2005).

Due to the importance of manpower development in Local Government, the Federal Government of Nigeria in 1979 established; the Department of Local Government Studies in Ahmadu Bello University (ABU), Zaria; ObafemiAwolowo University (OAU), Ile- Ife; and University of Nigeria (UN), Nsukka to cater for the training of the ever increasing personnel of the local government councils in their respective regional catchment areas. (Olu&John, 2005).

The 1976 Local Government Service Reform, in its spirit of modernization and standardization of the system, ushered in a uniform system which was developed for the whole country; it conceptualized local government as the third tier of government operating within a common institutional framework with defined functions and responsibilities. In this light, the 1976 reform created the Local Government Service Commission (LGSC) in the various states across the federation which were charged with the responsibility of among others to; ensuring that the day to day operations, routines and procedures of local governments can be effectively undertaken and properly understood by the staff; to provide training to the level which is necessary to equip the staff to meet the more extensive and ever growing

management administrative, financial and service problem of the future; and also the appointment and promotion, staff discipline and posting of officers on GL 07 and above (KDLGSC 2012).

The establishment of the Local Government Service Commission was to facilitate accountability of the employees of the local government, by putting all the senior staff of the Local Government under supervision and control of the commission to entrench standardization of the service, productivity, discipline, utilization control and overall manpower development. This allows the commission to check the excesses of the senior staff which informs the rationale for the establishment of the Local Government service commission, (Gboyega, 1986).

The unified Local Government Service system through the Local Government Service Commission was to provide experienced and dedicated staff to support the setting up of a vibrant, qualitative and efficient civil service at the Local Government level to enable it to function effectively as the third tier unit of Government. To achieve this objective, the LGSC was allocated a statutory training fund of 1% of the monthly statutory allocation from the Federation account that accrues to the Local Governments. However today, the situation on ground is a far cry from this objective and its 'side effects' are now taking their toll on the effective and efficient administration of LGAs. Indeed one area which has suffered several dislocations is the aspect of human resource capacity building and staff welfare. This has helped in instituting low morale in many workers resulting in low productivity and corruption. (Onyishi, 2012).

In view of this, this research focused on the assessment of the effectiveness of the Local Government Service Commission in enhancing manpower development in local governments in Kaduna and Niger States.

1.2 Statement of the Research Problem

The employees of the Nigerian Local Government System are believed to have poor work ethics with some reasons which range from economic, sociological, managerial and technological factors.(Ikejiani,*et al*, 2009). These factors indicate the numerous and multi-faceted nature of the problems of manpower development in Nigerian Local Governments, which account for the decay in the Local Government system.

In the same vein, Ogunna (2007) posits that productivity in any organization is dependent on a number of factors such as the use of appropriate technology, adequate motivation, and adequate resources which includes optimum use of fund, materials and personnel, positive work ethics and the professional and technical competence of the workers.

The 1976 reform and subsequently the 1985 and 1989 Local Government Reforms were aimed at instituting a unified Local Government service as a Third Tier of Government in the nation's federation. Hence the need for a highly skilled staff base needed to support the setting up of an efficient and effective civil service at the Local Government level to enable it to function effectively as the third tier unit of government. This involves the recruitment, training and staff motivation. This necessitated the establishment of the Local Government Service Commission (LGSC), to specifically achieve this mandate, it therefore was saddled with the responsibility of employment, training, discipline, promotion and manpower development of all the senior staff of the local government and thus allocated a statutory training fund of 1% of the monthly statutory allocation from the Federation account that accrue to the Local Governments. This is to be deposited in a special fund called Training Fund under the custody of the Local Government Service Commission.

In spite of this, the Nigerian local government system as indicated by DFID (2007), is confronted with problems which ranges from poor motivation of workers, attributed primarily to low remuneration, to lack of funds, and high rate of corruption among the officials. Others are high degree of manipulation of the local government affairs by the State Government through the Local Government Service

Commission. Hence, the shortage of skilled manpower as a result of politicized nature of the recruitment procedure. Furthermore, other considerations, such as politics, quota system, political affiliation etc, influence selection and posting of staff which leads to nonchalance, low productivity and the negative work ethics common among the employees of the Local Government system in Nigeria (DFID 2007).

The ability of Local Government manpower to contribute to the achievements of its goals depends on their skills, capacity and their educational qualification which is subjected to an effective recruitment process in order to provide a vibrant and efficient workforce into the system. However, the highly politicized recruitment procedure, staff posting and interference from the state actors compromises the standards expected by the Local Government Service Commission (DFID 2007). Accepting such interference in service of the LGAs amounts to condoning mediocrity, in addition to this, LGA remuneration is the lowest amongst the three tiers of Government, which is a major hindrance to motivation (DFID 2007).

Various training programmes organized by the LGSC in its bid to enhancing manpower development are associated with poor methods of trainee selection, e.g. Studies indicates in Niger State only staff from two Departments i.e. Administration and Treasury Departments benefitted mostly from the in-house training organized by the Commission within the period under review 2004-2015 (Shehu, 2016). Inadequate training organized by the LGSC is another problem. Only about 3,275 staff from a total of 10,345 benefitted from 34 in house training conducted in 2007 in Kaduna State (KSLGSC 2007). Other issues are the poor coordination of training programmes, and the interference from the State Government on issues of recruitment, promotion and transfers. In Kaduna state, for example, staff posting was upturned by the State Government in the LGSC in 2015. The consequence of this is general lack of interest and care in the job, overstaffing, poor workmanship, absenteeism and general weakening of the civil service at the Local Government level.

In view of the numerous weaknesses associated with the local government system, successive governments embarked on a number of manpower development reforms to address these problems. A comparative institutional reforms analysis conducted by Nwanolue&Iwuoha (2012) showed that the Nigeria's Local Government System has enjoyed more reforms than any other tier of Government in the history of Nigeria, yet the system is still marred by ineptitude.

The various reform efforts have focused on the search for a more responsive, re-oriented, restructured and effective manpower development and its attendant utilization. To this effect the LGSC was to enjoy full autonomy as evident from the 1999 constitution as amended, in spite of this effort, it is sad to note that in reality the efforts have not yielded the desired result. For instance, the Nigerian local government system has often been accused of being short sighted, inefficient, incompetent, insensitive and conservative; and lack of imagination.

Our research problem therefore, is why is it that despite the various Local Government efforts to reshape, refocus and reorganise the Local Government for effective and efficient service delivery, the skilled manpower capacity that is expected to achieve this objective is still very poor? The focus of this research work therefore, is to find out the extent to which the Local Government Service Commission has enhanced Manpower Development in Kaduna and Niger States. Towards this end, we have formulated some multi-pronged questions focusing on recruitment, training of staff and motivation of workers and funding.

1.3. Research Questions

- a. What have been the various manpower development efforts by the Kaduna and Niger States Local Government Service Commissions?
- b. How has the recruitment process affected Manpower development in the selected States?
- c. How effective are the trainings conducted by the Local Government Service Commissions in enhancing Manpower Development.

- d. How effective are the motivational factors of the Local Government service of Kaduna and Niger States to Manpower Development?
- e. How has funding affected Manpower Development programme of the Local Government Service Commission of the selected States?

1.4. Objectives of the study

The major objective of the study is to find out how manpower development can be achieved through effective recruitment, training and motivation in Nigerian Local Governments. The specific objectives are to;

1. Examine the Manpower Development effort of the Kaduna and Niger States Local Government Service.
2. Assess the effects of the recruitment process on manpower development in the Kaduna and Niger States Local Government Service Commission.
3. Examine the effects of training in enhancing manpower development in Kaduna and Niger States Local Governments service?
4. Examine the effects of motivation on manpower development in Kaduna and Niger States Local Governments.
5. Determine the effects of funding on manpower development in the Local Government Service.

1.5. Hypotheses

The following research hypotheses were tested within the body of the study:

Ho1. There is no significant relationship between Recruitment process and Manpower Development in Kaduna and Niger States Local Government service.

Ho2. There is no significant relationship between training and Manpower Development in the Local Government Service.

Ho3. There is no significant relationship between staff Motivation and Manpower Development in Kaduna and Niger States Local Government Service.

Ho4. There is no significant relationship between funding and Manpower Development in Kaduna and Niger States Local Government Service.

1.6. Significance of the study

Without adequate investment in developing the human capital which is the process of increasing knowledge, skills and the capacities of people in the country, the possibility of the growth of a nation might be minimal.

In spite of the emphasis on the need for manpower development, there seemed to be a declining effect on the significance of manpower development among the political leadership and civil servants. This is reflected in the inability of the political leadership to either articulate the ideological component of the manpower development system in the country or to relate the governments' management training programmes closely to the development objectives of their various regimes. Consequently, public (Management Development Programmes) in Nigeria have continued to experience the constraints of inadequate funding as well as comprehensive programming (Nwankwo, 1988).

Thus, this research work highlights the need for top level administrator / civil servants to focus more on manpower development, while at the same time realizing greater satisfaction of individual needs and aspirations. Manpower development is also related to employee motivation because employees who know and understand their jobs and who feel that management values them enough to prepare them for future assignment are more likely to demonstrate higher morale and greater interest in the job.

Various studies conducted on manpower development in Local Governments have fallen short by focusing mainly on the Local Governments while not bringing on board the Local Government Service Commission which is the primary institution mandated with the responsibility of manpower development in the Local Governments. Other studies conducted on manpower development basically focused on training of staff in organizations as constituting manpower development.

Madubueze, (2015) conducted a study on Manpower Development and Utilization in Nigeria's Local Government System: A Study of Ayamelum Local Government Area, Anambra State. The study's limitation however is the consideration of training as the only component of manpower development. Again, Aguyai (2014) conducted a research on manpower development and capacity building and service delivery in Ife East Local Government of Osun state, the study however streamlined manpower development to only staff training. Other works are Omodia (2009), who examined conceptual and methodological perspectives of manpower development in Nigeria. Onuka, & Ajayi, (2012) which examined the effect of manpower development on workers' job performance.

The major significance of this study is that it focuses on Local Government Service Commission as the institution mandated with recruitment and training of Local Government staff which are the factors in manpower development in Local Governments in Nigeria. It therefore is of immense benefit to both the state and local governments in trying to produce and maintain a highly skilled and productive workforce that will be able to propel the desired level of development needed in the Local Governments, States and Nation in general.

The importance of this cannot be overemphasized, especially as the Local Governments are strategically situated at the grassroots and the tier of government that has the most direct contact with the poor and vulnerable people in the society. This warrants the need of a highly skilled, technically competent and efficient work force.

1.7. Scope and Limitations of the study

This work is a study of the effectiveness of Local Government Service Commission in manpower development in Kaduna and Niger states. This was done with a view to assess its effectiveness on staff recruitment, training, motivation and funding on manpower development of Local Government employees in Nigeria.

The study chooses two states in the country in trying to have a wider assessment of manpower development efforts of the various LGSC. These states are chosen from different geographical regions in the federation which are North Western and North Central Regions. Assessment of training conducted was carried out in each of the LGSC of the selected states from these regions. Survey research was conducted in a total of Six Local Governments from these States, namely Kaduna North, Kachia, and Ikara from Kaduna state while Chanchaga, Bida, and Suleja from Niger state i.e three from each. The choice of Six Local Governments for our sample size is anchored on the belief that they are a representation of both urban semi urban, and rural classification of Local Governments, furthermore it represents the three senatorial zones of the chosen states. Therefore research findings would be of general application.

The time frame of the study covers a period of 2004-2015. The choice of this period is based on the assumption that 12 years will give us the needed time to assess the effectiveness of manpower development efforts of the Local Government Service across three different administrations. Specifically, the study's focus is limited to recruitment, training, motivation, and funding as the variables explaining the LGSC as our independent variable while the dependent variable manpower development has high productivity, efficient service delivery, and positive attitude to work as its proxies.

The limitation of the work is that of difficulty in collecting or having access to data or information relevant to this research work particularly as it affects funding. This was due to the issue of confidentiality

which the public sector is known for. However, this limitation does not really affect the content of the research work as we were able to use research assistants whom were also staff of the commission to get relevant data needed.

1.8 Operational Definition of Concepts

The definition of the key concepts and terms used in this study is meant to provide the basis and direction for the understanding of their usage in the main text. This is necessary because some of the concepts may have a wide range of connotations and theoretical implications beyond the way they are used in this study. For the purpose of this study, the following interpretations of the identified key concepts were applied.

i. Manpower Development:

Operationally, this means the development of staff capacity at the work place. Multitude of activities seen as part of manpower development could be in form of training, conferences workshops and motivation of staff. The smooth interplay of these variables enhances manpower development.

ii. Recruitment Process:

Operationally, in the context of this study this is an effective system of employing capable and competent hands into the work organization and placing them in suitable positions, where training can be effective and meaningful.

iii. Training:

This indicates a formal coaching of staff at work in order to teach new ideas and methods and or refresh their memories on how tasks are performed more efficiently so as keep abreast with counterparts around the world. Training which starts from induction, refresher, short-term, long-term and continuous can be either on the job or off the job.

iv. Motivation:

Motivation in this study could be seen as any direct or indirect, positive or negative inducement, influence, suggestion or other stimuli that can mobilize and direct the attitude and behaviour of an individual or group toward the accomplishment of some specific goals and objectives. Eg Health care package/ benefits, conducive working environment, timely payments of incentives, and promotions etc.

v. Efforts of Local Governments Service Commission

Operationally, efforts in this study refers to the attempts, or amount, or the extent, of attention given by the LGSC to Manpower Development of the Local Government staff to effectively carry out its functions in terms of recruitment training and staff motivation etc. for effective service delivery.

vi. Effectiveness

Operationally, it means the accomplishment of goals and objectives efficiently within set timelines, high productivity, efficient service delivery, and positive attitude to work.

Chapter Two

LITERATURE REVIEW AND THEORETICAL FRAMEWORK

2.1 Introduction

The chapter is divided into two sections. The first section contains the literature review. This is an analysis of views of scholars on the concept of Manpower Development and its relationship to, assigned functions/ mandates of the Local Government Service Commission. This involves various definitions of Manpower Development, Manpower Utilization, Manpower planning, and the aims, importance and methods of Manpower Development in Nigeria, especially by the Local Governments Service Commission. An empirical review of literature and analysis of previous studies and their limitations are also conducted.

The second section contains the theoretical framework of the study which is an adoption of David Easton's System theory (1962) with a view to conceptualizing the relationships that exists between the Local Governments Service Commission and manpower development in Nigerian Local Governments.

CONCEPTUAL REVIEW

2.1.1 Concept of Manpower Development

Wilson and Ibietan (2013) are of the view that, it is traditional for scholars and writers on organization to treat training, education and development of manpower or human resources either as synonyms or complements. Adequate care must be taken not to confuse the terms with one another.

Rao&Narayana (2007) were of the view that Manpower Development is an attempt to bring a change in an individual's attitude and behavior by improving their knowledge, skills and job performance so as to achieve a better fit with the system as well as accomplishing the goals of the organization and that of the individual. They contended that manpower is just an aspect of organizational development which is broader. Training and development is a mode of tilting or a process of altering employees' behavior and attitudes in a way that increases the probability of goal attainment.

Gulris (2016) explains that manpower development in an organization can be provided in two ways. An organization may decide to select the best outstanding performers or those within the firm can be trained and developed to bring out their full potential. Once an individual is selected, he must undergo some training regardless of his qualification. To them therefore, the basic objectives of training and development for sustainable job performance are to alter the thinking and behavior of the employee, in the direction desired by the management. He noted that training that does not accomplish these goals may be worse than useless. It may actually damage the organization and that training programme must as a result be tailored to the needs of specific company for specific position. Cole (1996) posits that education implies basic instruction in knowledge and skills designed to enable people improve their services, and it

is personal and broad based. Training implies preparation for an occupation or for specific skills; it is narrower in conception than education or development, and it is job-oriented rather than personal.

Development suggests a broader view of knowledge and skills acquisition than training. It is career-oriented and concerned with employee potential than with immediate skill. It thus sees employees as adaptable resources. Cole (1997) clarified the above arguments further by asserting that education will be taken to mean any long-term learning activity aimed at preparing individuals for a variety of roles in society as citizens, workers and members of family groups.

Manpower development is directed towards future needs and it is concerned more with career growth than immediate performance. It is established that manpower development focuses on organization's future manpower requirements and employee's growth needs to strengthen the managerial competence to grapple with the changing management environment. The common principle linking each of these three learning activities are acquisition of knowledge, understanding skills and attitudes which derives from the organizational manpower policy objectives, and dependent on synergy and partnership between the organization and educational, vocational, professional and research/development centres.

Ojo (1997) equates manpower development with human resource development (HRD) or human capital formation as the process of increasing the knowledge, skills and capacities of people for the purpose of achieving socioeconomic development of a country. Human capital formation is thus associated with investments in human beings and the development as creative and productive resources. It transcends expenditure on education and training to cover costs aimed at enhancing capabilities and increasing human productive efforts.

Manpower development broadly refers to job enrichment that has an intrinsic mechanism to motivate an employee to accept and play challenging organizational tasks.

Specifically, Caroline and Charles (1997) argue that manpower development involves activities that enable an employee to comfortably and conveniently perform organizational tasks. Job performance, on

the other hand, is more than a narrow economic measure (Cohen et al., 1995) as it connotes how well a group performs its required tasks to satisfy its customers inside and outside the organization, which suggests effectiveness and efficiency of the employees. Beardwell and Helen (2011) on their own part view manpower development as the process of becoming increasingly complex, more elaborate and differentiated by virtue of learning and maturation. It is also seen as a planned process to modify attitude, knowledge or skill behavior through learning experience to achieve effective performance in an activity or range of activities. Hamlin (2004) examines different views and definitions of Manpower Development and submits that it implies any activity which deliberately attempts to improve a person's skill in a job. It also creates learning in the areas of knowledge, skill, experience and attitudes. This tends to suggest that the essence of manpower development goes beyond job skills but extends to personal development in terms of knowledge acquisition. In fact, it can be interpreted to mean a transformation of men. Furthermore, Conroy (2000) defined manpower development as a purposive effort intended to strengthen the library's capability to fulfill its mission effectively and efficiently by encouraging and providing for the growth of its own human resources. He described manpower development as a factor that improves the competence of personnel through opportunities for learning on the job. This implies that manpower development can be achieved through training and education of staff. Okoli (2011) in his own perspective said that the discontentment of staff also poses a challenge. Discontentment he says emanates from such issues as inadequate promotion and career enhancement opportunities as well as the dominant use of mediocrity in staff elevation. These factors leads to lack of commitment to duty on the part of civil service personnel and this lowers productivity and militates against effective human resources utilization. After all, it is only a contented staff that will put in his/her best, willingly in discharging his/her duty. However, the continual enrichment of staff with knowledge is to the mutual benefit of the individual and the organization.

Building on the works of Crawford (1984) and McFarland (1968), Ojo (1998) examined the distinction between training and manpower development. To the scholar, training implies the ways in which specific

knowledge and skills necessary to perform a specific job are taught and learnt, while development implies a parallel process in which people acquire more general abilities and information, but in ways that cannot always be tied directly to a particular task they perform. Training further implies the process through which organizations build the skills and abilities of non-managerial employees. Manpower development includes the process through which managers and executives acquire skills and competence in their present jobs, in addition to increasing capacity for future managerial tasks and uncertainties of different ramifications. This distinction between manpower training and development tend to create more difficulties and blurring of the terms as it purports that manpower training is for junior staff, while manpower development is for executives and managers, and it will be misleading to accept this with finality. However, it is important to underscore that training and development activities form both integral and important aspects of human resource management. The activities embedded in both concepts enable possible and necessary adjustments/enhancement of skills at every level of the organization.

A well-articulated manpower development policy, programme and activities will offer the under listed potentials to an organization:

- (a) Maintenance of adequate and suitable quantity and quality employees' skills.
- (b) Development of knowledge/skill based workforce.
- (c) Coordination of work experience and other forms of on-the-job development.
- (d) Attaining improved job performance and productivity/product quality.
- (e) Enhancing service delivery.
- (f) Increasing employee motivation.

Nwankwo (1988), summarized the problems associated with manpower development as those related to the bureaucracy, the socioeconomic and technological environment of public administration in Nigeria. He also associated the problem with the institutional framework and management education.

Hilgert and Towle (1978) views human resource development as not only capable of reducing organizational or employee conflict but also of motivating staff in their work place. This is because “a well-conceived training and development programme can contribute to a lessening or reconciliation of conflict.

From the forgoing it is safe to say that manpower development basically entails two main features which are training and staff motivation in order to spur up job satisfaction that will boost their level of Commitment and productivity. Thus, the issue of manpower and its utilization becomes uppermost in any effort to improve efficiency in service delivery and performance.

2.1.2. Manpower Utilization

Madubueze et al, (2015) described manpower utilization in its simplest connotation, as the manner of usage of manpower in an organization. It is used to include how personnel are deployed to perform jobs that are in tandem with training obtained.

Utilization therefore is at the heart of any development and training exercise and as such, both have implications for productivity that depends generally on the relevance of human assets to needs and their subsequent optimization through prudent utilization.

In the same vein, Ezeani&Onah (2002) posits that manpower utilization relates to the maximum use of competent staff, their deployment at strategic places, and the creation of the enabling environment for the practice of acquired skills. Therefore, the attainment of organizational goals is a factor that depends wholly on manpower utilization.

This is why Harbison (1973) rightly points out that the appropriate utilization of manpower is essential factor that can be inducing economic development. In the words of Harbison (1973), deployment or utilization of human resource in position where they have been properly trained encourages efficiency and improved productivity. By so doing, there is no doubt that both time and skill development on the job are conserved (Mbat, 1992).

Deepening further the meaning of manpower utilization, Udo-Aka (ibid) sees it as a sequence in the relationship between the development and utilization of organizations manpower, which emphasizes their relevance to the manpower requirement and their actual deployment in their appropriate mix to meet national needs. Therefore, the relevance of any manpower development effort is dictated by the utilization strategies since we know that it is one thing to develop and another bigger issue is to sustain the gains of such development efforts by deploying accordingly such manpower in a manner that they can be properly utilized in positions where they can bring their new found knowledge to bear on assigned duties. This is why Egungwu (1992) agrees that the issue of utilization should be seen from the from the point of view of systemized job assignment during working life, which in its bid, is a process of ensuring an improvement in the performance ability on the job.

Justifying the need for proper utilization of manpower in organizations, Egungwu (1992) notes; systemized manpower utilization schemes requires the placement of only employees in the right job, at right time and places irrespective of their origins; and adequately motivating them through appropriate management techniques to make them productive. It ensures that every employees' talent are used to the fullest benefits of the enterprise and of the employees by taking these steps, there is the avoidance of the talented employees' display of disenchanting and disruptive work attitudes, which never augurs well for any enterprise.

Ezeh (2013), points out that whenever employees are not well utilized by placing them in the appropriate positions in line with their training in line with their training , the following are bound to occur; It can

lead to discouragement; Leads to reduction in abilities; It may result in huge financial losses to the organization and lastly Loss of confidence on the part of the employees.

Nevertheless, the overall implication of the various opinions on the concept buttresses the fact that bulk of organizational success does not just rely on development of manpower alone but ensuring an effective, efficient and judicious usage of the trained or developed manpower by a transparent placement of the staff in order to achieve the optimum organizational goal.

In Nigeria, human resource utilization practices cannot improve outside the orbit of the prevailing system of human resource training and development characteristics.

This is why it is important to note that human resource utilization policies and practices are usually based on certain human asset principles and as such, whether the over-riding problem will be that of optimum utilization or even none utilization as the case may be depends on their relevance to national needs.

2.1.3. Local Government Service Commission and Manpower Development in Nigerian Local Governments

The issue of personnel management recruitment, training and manpower development in Nigerian local Governments is a function of the Local Government Service Commission which is mandated with the powers to take care of all manpower development related functions of the all senior staff of the local governments within a particular state.

The stages of manpower development involves recruitment, training and motivation of staff, These are largely determined by the objectives of particular Local Government Service Commission (LGSC), the idiosyncrasy of management staff of LGSC, the organizational policy of the LGSC in terms of availability of funds, as well as the organizational environment of the LGSC and Local Government to mention a few. Thus, it is a common feature to see methods of manpower development varying from one State to the

other, just as a given LGSC can give preference to one strategy as against adopting all methods or a combination of all techniques at the same time.

However, functions of the Local Government Service Commission as relates this study manpower development are stated below:

1. Recruitment
2. Training
3. Staff Motivation:

1. Recruitment

The chartered institute of personnel management of Nigeria (CIPM 2007), gave the definition of recruitment as the process of identifying and attracting or encouraging individuals with the requisite skills and profile (potential candidates) to apply to fill existing or future vacant positions in the organization by making them aware that such vacancies exist.

According to Eze (2002), recruitment is the process of finding and attempting to attract job candidates who are suitably qualified and therefore capable of filling vacancies in job positions effectively. The purpose is to encourage them to apply for the vacant position. Costello (2006), affirm that recruitment is a set of activities and processes used to legally obtain adequate number of qualified applicant at the right place and time to enable applicant and the organization to select each other for their own optimum interest

From the above various definition of recruitment as given by professional and scholars, it is apparent that recruitment deals with the planned advertisement of exiting vacant position in an organization in order to attract suitable and qualify applicant to apply for the vacant position or offices for employment in the said organization.

Recruitment is the first step in manpower development; it deals Hiring/posting and firing decisions in organizations. Employing qualified and competent hands are key component of human resources management any in organizations. The ability of Local Governments Administration (LGA) staff to contribute to the achievements of these aims depend on the quality and relevance their education and training (measured in terms of recognition, acceptance, depth, breadth, how current and the institution obtained) both at entry level and for those already in the system. Relevance is concerned with the appropriate application of the knowledge – ‘putting round pegs in round holes’. In other words ensuring or emphasizing merit in employment and posting of staff. As noted earlier, this function is subsumed by the Local Government Service Commission by virtue of the unified service.

a) Sources of Recruitment

Every organisation has the option of choosing the candidates for its recruitment processes from two kinds of sources:

- I. Internal sources
- II. External sources.

The sources within the organisation itself (like transfer of employees from one department to other, promotions) to fill a position are known as the internal sources of recruitment. Recruiting candidates from all the other sources (such as outsourcing agencies etc.) are known as the external sources of recruitment.

I. Internal Sources of recruitment

Internal sources refer to recruiting employees from within the organization. In deciding requirement of employees, initial consideration should be given to a company's current employees, which is concerned with internal recruitment. They include those who are already available on the pay roll of the organization. This is an important source of recruitment as it provides opportunities for better development and utilization of existing human resources in the organization. Armstrong (2010) proposed

that first consideration should be given to internal candidates, although some organizations with powerful equal opportunity policies (often local authorities) insist that all internal candidates should apply for vacancies on the same footing as external candidates.

Aspects of recruitment under internal sources are as follows:

- a. Promotions: It refers to promoting or upgrading an employee who is already existed in the pay roll and contributed to the organizational performance. It is shifting an employee to a higher position with high responsibilities, facilities, status and pay. This is due to fact that it has a great psychological impact over other employees for their motivation towards better performance. Internal recruitment efforts very often result in promotions. Promotion signifies reward for past performance and encourages employees in their efforts (Sherman, Bohlander, & Snell, 1998).
- b. Transfers: Transfer is a lateral shift causing movement of individuals from one position to another. Langseth (1995), consider transfers as being effected when the need for people in one job or department is reduced or increased, if the work load reduced employees would want to relocate to other areas where they can have enough tasks to perform. Under it, employees are recruited internally through transfer from one work place to another. It refers to the process of interchanging the job duties and responsibilities of employees from one place to another or from one department to another without any promotion in their position or grade. It is a good source of generating qualified employees from over-staffed departments (Keshav, 2013).
- c. Job Posting: Job posting is an open invitation to all employees in an organization to apply for the vacant position. It provides an equal opportunity to all employees currently working in the organization. Under this, vacancy announcement is made through bulletin boards or in lists available to all employees. Interested employees, then apply for the post being advertised. In this way, it has become one of the cost saving techniques of recruitment (Keshav, 2013).
- d. Job bidding: is more effective when it is part of a career development program in which employees are made aware of opportunities available to them within the organization. For example, HR departments

may provide new employees with literature on job progression that describes the lines of job advancement, training requirements for each job, and skills and abilities needed as they move up the job-progression ladder.

II. External Sources of recruitment

External sources of recruitment refer to attracting applicants from outside a particular organization to fill vacant positions. Like internal sources, they are useful to attracting competent applicants to apply for advertised positions in various organizations. Broad varieties of methods are available for external recruiting.

External source of recruitment include advertisement, e-recruitment, employment agencies, labour office, education and training establishment (Beardwell, 2007; Cober& Brown, 2006). Details of these sources are discussed in this section.

- a. Advertisement: is the most common form of external sources of recruitment. Organizations advertise vacant position on both electronic print and media to access a larger pool of applicants. As cited by Nel et al. (2009:226), an advertisement has communication as its basic underlying principle and it should be worded in a manner that triggers responses from job seekers. Recruiters should formulate the wording of advertisements in a manner that is not discriminatory. Advertisements are expensive but attract a larger pool of applicants than internal recruitment processes. It is, however, more difficult to evaluate external applicant than those that are already employed within the organizations.
- b. E-Recruitment or online recruitment: uses web-based tools such as a firm's public internet site or its own intranet to recruit staff. The processes of e-recruitment consist of attracting, screening and tracking applicants, selecting, and offering jobs or rejecting candidates. Cappelli (2001) has estimated it that it costs only about one-twentieth, as much to hire someone online. The internet has become a way for employers to display company image and advantages over competitors (Rotella, 2000).
- c. Employee Referrals: An employee referral program is a system where existing employees recommend prospective candidates for the job offered, and in some organizations if the suggested candidate is hired,

the employee receives a cash bonus. Under this method, a candidate is appointed on the recommendation of some currently working employees. Hence, the HR managers of various companies depend on the present employees for reference of the candidates for various jobs. This source reduces the cost and time required for recruitment.

- d. **Employment Agencies:** Employment agencies sometimes referred to as labour brokers, which tend to be fast and efficient in recruiting applicants for specialized positions. For a fee collected from the employer, these agencies do some preliminary screening for the organization and put that organization in touch with applicants.
- e. **Educational and Training Establishments:** Managers of organizations may visit educational institutions such as universities and colleges to attract top students, especially during their final years of study to apply for vacant positions. This method of recruitment is also referred to as campus recruiting and is one of the cheapest methods of recruitment. It introduces final year students to the institution. The recruiter normally makes a presentation to final year students and invites desirable students to visit public institutions exposing them to different areas within the organization (Nel et al., 2009).

2. Training

Training is a dominant component of manpower development in organization; it's often regarded as the only form of manpower development. But as discussed earlier, a trained staff needs to be motivated in order to boost his morale and productivity, and no matter how much training staff are given the requisite background need for understanding and implementing what is learnt is equally important, hence the consideration of recruitment as part of manpower development. The following are forms of training in organizations at different stages

- a. **Orientation:**

This method of training could be said to be an integral part of the recruitment exercise in that once an employee has been found suitable, it is expected that such an employee need to be positively oriented in

line with the vision and aspiration of the organization for effective discharge of function. Since employee function in an organization is basically affected by his perception of the organization vis-à-vis the rules and principles that exist in the organization. It therefore follow that an employee undergoes formal and informal orientation in a place of work.

While the formal orientation focuses on job specification and occupational demands placed on the employee, the informal orientation involve the social interaction that take place in the place of work which could either boost productivity or be detrimental to it (Koontz et al. 1980). Orientation therefore as a method of manpower development, is quite indispensable because it helps in boosting the productivity of workers which is needed for competing in the global market of the 21st century.

b. On-the Job Method of Manpower Development:

This method is basically different from the orientation method in that while orientation is at the point of entry into the organization or on new assignment; on the job method is a process through which knowledge and experience are acquired over a period of time either formally or informally. This process involves the following:

(i). *Coaching*: This is a method of on the job training and development in which a young employee is attached to a senior employee with the purpose of acquiring knowledge and experience needed for the performance of tasks. (Yalokwu 2000).

(ii) *Job Rotation*: This method either involves the movement of an employee from one official assignment or department to the other, in order for the employee to be acquainted with the different aspects of the work process or through job enlargement – That is given additional responsibility to an employee who has been uplifted as a result of the acquisition of additional skill or knowledge (Yalokwu 2000; Lawal 2006).

(iii) *In House Training*: This involve a formal method of on the job training in which skills and knowledge are acquired by employees through internally organized seminars and are conducted regularly within the organization.

c. Off-the Job Method of Training:

This thenormal formal long term or short term training embarked by a staff that is done away from the work office which usually is allowed permission to be away for the training. There are several types of this, which include

- i. Study Leave with or without Pay:Staff can apply for this leave to study a course of choice with the recommendation of the employee's immediate boss. Study leave with pay attracts full salary while study leave without pay does not.Study Fellowship:This is granted to employees to enhance the development of the institution. This is also called organizational development approach or learned centre approach e.g. seminars, workshops, etc.
- ii. In-Service Study Fellowship:It is only granted to a staff that has been confirmed. It takes the form of on-the-job training used for both old and new employees.
- iii. Sabbatical Leave:Granted to administrative and professional officers on salary grade level 14 and above to take a year off in every five years of service.
- iv. Leave of Absence:Granted with pay to employee whose services may be needed by the local, state or federal government or recognized international body.
- v. Weekend Programme:This is also being used by most Nigerian universities for professional courses ranging from teaching to banking and accounting. However, not much is known for librarianship in Nigeria under this programme, especially at the undergraduate level. The most popular of such is the long vacation training (LVT) programme started by Ahmadu Bello University (ABU) Zaria in mid-1980s
- vi. Vestibule Training Method:This is a method of manpower development through the acquisition of skills in a related working environment (Nongo 2005). Under this method the trainee practices his

skill with identical equipment that he uses or he is expected to use in his actual place of work. This method is most suitable for sensitive operations where maximal perfection is expected. The purpose is therefore to enable perfection at work place.

vii. Apprenticeship Method: This method of manpower development involves the acquisition of skill through extensive practice for over a period of time by the trainee. This type of manpower development device could either be formal or informal. In the informal environments the trainee is attached to the trainer, and he/she is expected to pay for an agreed period of apprenticeship (Nongo 2005). In the formal environment on the hand, an employee of an organization could be placed under apprenticeship in the organization with pay.

3. Staff Motivation:

The term motivation was developed in the early 1880's, prior to that time, the term "will" was used by well-known philosophers as well as notable social theorists when talking motivated human behaviours (Forgas, Williams and Laham 2005). According to them motivation is believed to be; an entity that compelled one to action.

Recently, many researchers have offered unique definitions of motivation. It has been defined as; the psychological process that gives behaviour purpose and direction. Kreitner (1995). While Higgins (2004) states, it's an internal drive to satisfy an unsatisfied need (Higgins 1994).

Williams (2011), who writes for Psychology Today, defines motivation as, "predisposition to behave in a purposeful manner to achieve specific, unmet needs and the will to achieve, and the inner force that drives individuals to accomplish personal organizational goals". A person becomes motivated in order to achieve their own personal goals as well as the organizational goals. The more motivated an employee is, the more likely they are to have organizational commitment and identify themselves with the organization. This will meet some of the unmet needs, and connect them with the organization. If willing, the manager is able to give the employee incentives to meet their own goals and the goals set by the organization.

Staff motivation is the final stage of manpower development in organizations. It is the catalyst that boosts resultant effects of a combination of all the three components of manpower development. Staffs are motivated so as to induce a sense of satisfaction in performing their duties. It is the form of provisioning incentives to staff so as to make them satisfy their individual needs, thereby being more committed with their jobs which will in turn, boost productivity. This involves basic things like satisfying ones needs while working towards achieving the organizational goals. There are basically two types of motivation which are:-

a. Intrinsic

b. Extrinsic:

i. Intrinsic Motivation

Intrinsic motivation means that the individual's motivational stimuli are coming from within i.e. individual needs and desires. The individual has the desire to perform a specific task, because its results are in accordance with his belief system or fulfills a desire and therefore importance is attached to it. e.g Order, Power, Social contact, Social Status. This was succinctly captured by Abraham Maslow in his hierarchy need of needs theory.

ii. Extrinsic Motivation

Extrinsic motivation means that the individual's motivational stimuli are coming from outside. In other words, our desires to perform a task are controlled and induced through organizational policy deliberately designed to enhance commitment and job satisfaction. Note that even though the stimuli are coming from outside, the result of performing the task will still be rewarding for the individual performing the task.

Extrinsic motivation is external in nature. The most well-known and the most debated motivation is money. Other examples may include Employee of the month award, Benefit package, Bonuses, and Incentives.

2.1.4. Problems of Manpower Development in Nigeria

Agaja (2000) examined the nature of professional's continuing education in Nigerian universities and looked at the reasons why they are unable to capitalize on available opportunities. These according to him include lack of finance, obsolete equipment for practical, apathy toward further training by employees, delay in remuneration of beneficiaries and wrong perception of development by the society.

He submitted that training prospects are good if the problems associated with it are reduced to a minimum level. Other problems like poor linkage between school and work, lack of encouragement on research work, etc also militate against manpower development in Nigeria.

However Omodia (2009) summarily captured the problems of manpower development in Nigeria as follows;

1. Colonial Experience: There have been several arguments regarding the distortions in manpower development of national growth in Nigeria as a result of colonialism which was fashioned towards economic exploitation (Ekpo 1989; Ake 2001; Dauda 2003). It could be recalled that the advent of colonialism led to the integration of the Nigerian economy into the World Capitalist System thereby placing minimum premium on labour when compared to other factors of production. This poor performance of indigenous labour by the colonial government no doubt has persisted in the post-colonial Nigerian State. As a result, this problem account for the lack of adequate attention given to labour as a critical part of the production process in Nigeria.

2. Poor Political Leadership: Closely related to the problem of colonial experience as a problem of manpower development in Nigeria is poor political leadership which is further deepening the problem of manpower development in Nigeria. This factor has manifested itself in poor funding of education over the years (Baikie 2002), disparity or class in manpower development between children of the rich and the poor (Omodia 2006).

3. Poor Manpower Planning: This problem is associated with the poor data base that is needed for manpower planning in Nigeria both in the rural and urban centres. These problems no doubt constitute a major hindrance on effective manpower development in Nigeria (Baikie 2002; Oku 2003).

2.1.5. Manpower Planning

Manpower planning is concerned with budgeting for the most effective use of an organization's labour resources. Manpower planning has been described as "the process by which an organization ensures that it has the right number of people and the right kind of people, in the right places, at the right time, doing the right things, to serve the purposes of the organization" (Chandler & Piano, 1982:263). It may also be described as an attempt to forecast how many and what kind of employees will be required in the future, and to what extent this demand will be met (Graham, 1980:121). Similarly, Bowey describes the concept as "the activity of management which is aimed at coordinating the requirements from, and the availability of, different types of employees. Usually this involves ensuring that the firm has enough of the right kind of labour at such times as it is needed. It may also involve adjusting the requirements to the available supply." (Bowey,1974:1).

Every organization plans its manpower needs just as it budgets the amount of

Money it needs to spend. Those organizations (private or public) which do not have well established personnel departments or planning units in the administration fall into the error of looking for staff when necessary. All organizations determine their manpower needs either on a short-term (one yearly) basis or on a long-term (from two years to ten) basis. However, for most organizations long-term manpower planning rarely exceeds five years. Short-term planning is a yearly adjustment of the figures on the current payroll, which goes with the ritual annual budgeting in organizations. Manpower planning is important for the growth of any organization and should be made part of organizational planning. In most organizations that undertake comprehensive manpower planning, the personnel department is made

responsible not only for preparing the plans when there is no special planning unit but also for assisting the other departments in their use of them (Dunn & Stephens, (1972).

2.1.6. The Manpower Planning Process

Although organizations differ in the degree of sophistication they exhibit in their manpower planning process, scholars agreed that manpower planning is made of five major series of interrelated activities. (Beach, 1980) The five stage manpower planning processes are:

- (a) Identification of the goal and plan of the organization;
- (b) Anticipating manpower needs.
- (c) Preparing job analysis and job description
- (d) Selecting adequate sources of recruitment
- (e) Evaluate plan effectiveness through audit and adjustments.

a. Identification of the Goal and Plan of the Organization;

Manpower plan is part of the overall corporate strategic plan and should base its forecast of personnel demand and supply on the strategic plan of the organization. If the corporate strategic plan for the next five years is designed toward rapid agricultural development, activities involving mechanized farming, new techniques and procedures which will ultimately usher in industrialization, the manpower plan should show adequate preparation for provision of requisite workforce to implement the corporate strategic plan.

b. Anticipating Manpower Needs:

Anticipating manpower needs provide basic premises on which the manpower planning is built. This is a way of taking the real inventory analysis of the staff spread within an organization, which presents the actual number of employees needed to fill the existing vacancies. Here manpower requirements are forecasted annually or as the case may be, for which heads of different units responsible are asked to present annually in prescribed forms about current manpower available, of different categories of

personnel number of vacant posts-, requirement of new posts to be filled with reasons for arising such new posts etc. to In this way an inventory of the existing manpower of different units, vacant posts and new posts to be filled is taken.

c. Planning Job Analysis and Job Description:

After having decided how many human resources would be needed, next important step is planning job analysis and job description. In order to fill up a post for the job, information about the duties to be performed in that job is essential. Hence under this step, requirements of the duties to be performed in a particular job are planned, which demands job analysis and job description.

Job analysis is detailed and systematic study of information relating to the tasks, operations and requirements of a specified job i.e. complete study of nature of job. In other words, it reference to the anatomy of the job.

Job description is a written record of the duties, skills, responsibilities and conditions of a particular job. It contains a statement describing the job in such terms as its title, location, duties, working conditions, hazards, and relationship with other departments, supervision to be exercised etc. By study of job analysis and job description selection committee can clearly know the type of person to be selected. So job analysis and job description provide a realistic basis for recruitment.

d. Selection of Adequate Sources of Recruitment:

After determining manpower requirements and preparing job analysis and job description, different sources of recruitment are selected.

There are two sources of recruitment:

i. Internal sources: Internal sources refer to the employees who are already on the pay roll of an organization. Major internal sources are promotion, transfer and demotion.

ii. External sources: Major external sources are advertisement, employment, educational institutions, professional and trade associations, friends and relatives of employees etc.

e. Audit and Adjustments

The last stage of manpower planning process is the evaluation of the plan to assess and ascertain if the plan goals are met, if not, determine the reasons for failure. Evaluation may entail modification of the goals and strategies so as to achieve success. This is necessary because the effectiveness of manpower planning depend on how well human resources needs are anticipated and met.

In the Local Governments, these processes are well domesticated as a part of functions of the LGSC and the LGs these are discussed below.

2.1.7. Manpower planning in the Nigerian Local Government System

The processes of manpower planning and development for the local government system in Nigeria involves the collaboration of a multitude of institutions in Nigeria as contained in the 1976 Local Government reforms, in its bid to unify the Local Government system delegated the function of manpower planning and development to the LGSC and the LGs. While a host of other institution are involved in the decision making aspects at different levels, some are more concerned with their financial functioning. Some variations may however be evident in some states but in most states a uniform pattern subsists. Atakpa, Ocheni, and Nwankwo (2013) conduct reappraisals on Nigerian Local Government System and effective manpower planning and pointed out that Manpower Planning and development for the local government system in Nigeria is done by a range of institutions such as:

- a. Ministries of Local Government;
- b. Local Government Service Commission;
- c. Local Government Council Chairman;
- d. Directors of Local Government and Heads of Service Local Government Administration; and
- e. Directors of Personnel Management (DPM)

General policies on the conditions of service of local government employees are made by the states and local government affairs department and the meeting of the key functionaries in charge of local government (Okoli, 2000:42). The interpretation and implementation of these conditions of service are left to the various local government service commissions, the directors of local government and heads of service in the various local governments where they exist. The relationships between the various bureaus for local government on the one hand, the local government service commissions, the directors of local government and heads of service on the other are not clearly spelt out (Okoli, 1977:13). The authors regretted that the Local Government Service Commission charged with responsibility of personnel matters, particularly the recruitment, training, development and general staff development cannot decide on the critical determinant of staff development strategy. The commission lacks the much needed fund to follow logically and conclusively manpower development plan. For purposes of illustration, let us briefly discuss the roles of the local government service commission (LGSC), the Executive Chairman of the Local Government Council, and the Director of Local Government in manpower planning and development at the local government level.

2.1.7. The Importance of Adequate Manpower Planning

The importance of manpower resources planning to organizations cannot be overemphasized. For instance, it will enable organizations to keep accurate and detailed personnel records, rather than forecast intuitively (Obi, 2002:53). It will also permit manpower planners to monitor the action rates in various departments of the local government. Such vital records/data can provide information for recruitment and hiring as well as clues about morale of employees. These information and clues could be useful to local government human resources planners. Also, adequate manpower planning is important because it will not only help organizations to use their manpower resources optimally but also to ensure that organization's manpower resources can meet up with the demands of the prevailing socio-economic, political and technological changes at all times.

Finally, adequate manpower resources planning is very important in order to prevent severe budget crises, because, if this situation arises, the only option usually left for management is retrenchment of large number of employees, or induce voluntary retirement by offering financial incentives. Alternatively, management could freeze employment or combine all the alternatives highlighted above. It is, therefore, necessary to plan manpower resources in such a way to avoid all adverse consequences.

However, as it concerns the local government system in Nigeria specifically, effective manpower planning is necessary because it will assist the local governments in the following ways to:

- a. Obtain and retain the quantity and quality of manpower needed for effective use.
- b. Ensure the optimal use of human resources currently employed, through training and career planning.
- c. Avoid waste by eliminating redundancies.
- d. Provide for the future manpower needs of the organization in terms of needed skills, experience, locations, numbers, ages and sex; establish and recognize future job requirements.
- e. Be better prepared to cope with the human problems associated with increases or decreases in manpower.
- f. Enable the local government service commission to identify areas where a shortage or excess of manpower will likely occur in the future and to take advantage of the impending situation.

The achievement of the purposes, aims, or objectives of the local government system depends to a large extent on the quality of personnel employed in it. According to a United Nation's publication, "lack of systematic personnel planning has in many cases given rise to duplication of work. In most developing countries, it has resulted in an increase in pressure of work at certain levels in administrative hierarchy". (UN 1982).

2.1.8. Need for Manpower Development

It is important that all employees be inducted into training and development programmes in order to improve their job related knowledge, skills and performance. The need for training and development in organizations as noted by Yalokwu (2006), Sentoo (1997) and Ezeani (2006) are given thus:

i. Increased Productivity: Adequate human resource training and development increases skill, which improves the quality as well as quantity of output, this result to increase in the level of performance.

ii. Improvement in Employee Morale: Training and development improves needed skills, which builds up confidence and satisfaction. This in turn develops enthusiasm and pride, which are indicative of high morale.

iii. Availability of skilled workforce for future personnel needs of organization: Good training and development programmes develop employees and prepare them for future managerial and executive responsibilities positions. Accordingly, when the need arises for personnel changes, the internal sources can be utilized more effectively

iv. Improvement in Health and Safety: Proper training and development programme can help prevent industrial accidents and create a safer work environment, since experience and knowledgeable workers are less prone to accidents.

v. Reduced Supervision: Trained employees supervised themselves, they are responsible and expect more freedom and autonomy and less supervision. This, therefore, promotes the spirit of participation and teamwork in hospitality industry.

vi. Personal Growth: Training and development programmes give the participants a wider awareness, a sense of self-satisfaction and fulfillment, an enlightened perspective and value system that support personal growth.

vii. Organizational Stability: Training and development programmes can foster the initiative and creativity of employees, which increase the sense of inquisitiveness and improved skills as it prevents

manpower obsolescence. There is no greater organizational asset than that of trained and motivated employees.

2.1.9. Manpower Development in Nigeria

Post-independence efforts to develop a training system for the Nigerian civil service can be traced to Professor C.P. Wolle's survey of 1967 on the Training Needs of the Federal Civil Service. (Erero and Ayeni, 1992).

The federal government commissioned the then Institute of Administration, University of Ife, Ile-Ife to carry out a survey on the training needs of the civil service. The study was conducted and a report was submitted. The federal government came out with a White Paper on the Report in April 1969. The document titled "Statement of Federal Government Policy on Staff Development on the Federal Public Service" has the following key elements:

- The appointment of Department of Training Officers with responsibility for assessing staff development needs and preparing and implementing programmes to meet these needs;
- The reorganization of the Federal Ministry of Establishments to give greater priority to training;
- Establishment of a Standing Committee on Staff Development;
- Encouragement of every large ministry/ department to establish a training unit commensurate with its size and function; and
- The establishment of the Administrative Staff College of Nigeria (ASCON).

Despite the recognition of the need for training and staff development, the Public Service Review Committee PSRC report of 1974 noted that there was deficiency in training programmes throughout the public services. To this end a substantial section of the report was devoted to

training. Amongst others, it recommended the “reactivation of the Standing Committee on Staff Development, and the Administrative Staff College of Nigeria (ASCON) and Centre for Management Development (CMD) brought within its coverage.” Today, there are not less than forty-seven (121) universities, comprising twenty-five (36) federal Universities; fifteen (38) state universities and seven (47) private universities. Besides, there are numerous polytechnics and colleges of technology/education to serve as training and development centres for manpower in the country. Most of these institutions have designed or modified their programmes to accommodate the training needs in the public services. According to the public service training document, all arms of the Service are strongly advised to approach the polytechnics and universities, particularly those of technology, with specific requests to design courses that are of special relevance and necessity for their professionals.

From the above, individuals and organizations can adequately develop themselves and its employees through various national institutions and agencies responsible for human resource development.

2.1.10. Review of Empirical Studies

In this section, some empirical studies done on the effects of training and development on productivity and organizational performance are presented.

Early writers in the field of scientific management in the Neo classical school of thought have argued that the most important factor in any human organization is the human element; they believe without the input of the human element in any form of organization, the organization will simply not function. The neoclassical theory was an attempt at incorporating the behavioral sciences into management thought in order to solve the perceived inadequacies of the classical theory practices. The premise of this inclusion was based on the idea that the role of management is to use employees to get

things done in organizations. Rather than focus on production, structures, or technology, the neoclassical theory was concerned with the employee. Neoclassical theorists concentrated on answering questions related to the best way to motivate, structure, and support employees within the organization.

Studies during this time, including the popular Hawthorne Studies, revealed that social factors, such as employee relationships, were an important factor for managers to consider. It was believed that any manager who failed to account for the social needs of his or her employees could expect to deal with resistance and lower performance. Employees needed to find some intrinsic value in their jobs, which they certainly were not getting from the job that was highly standardized. Rather than placing employees into job roles, where they completed one specific task all day with little to no interaction with coworkers, employees could be structured in such a way that they would frequently share tasks, information, and knowledge with one another. The belief was that once employees were placed into this alternate structure, their needs for socialization would be fulfilled, and thus they would be more productive. This formed the bedrock for manpower development in organizations; hence this falls in line with the focus of this research endeavor, in trying to finding out the effectiveness of Local Governments service commission in manpower development in Nigerian Local Governments.

Recently scholars have attempted to conduct research works in the same perspective, few are discussed thus;

Madubueze, et al (2015) conducted a study on Manpower Development and Utilization in Nigeria's Local Government System: A Study of Ayamelum Local Government Area, Anambra State. A quantitative research using a descriptive survey research adopted and four hypotheses, using a Likert scale structured questionnaire and analyzed with the simple percentage data analysis method. The hypotheses were tested using the chi-square statistical tool. Findings showed that, there is manpower development programmes in the local government council, that selection of staff for training are not the true reflection of actual manpower training needs of the council, selection of staff for training are not based on merit and trained

manpower are not properly placed in areas that will enhance their acquired skill. The study further recommended above all, that there is a need for the establishment of “Manpower Utilizations Evaluation Board, (MUEB)” to help checkmate the excesses of politicians as well as curb the incident of corruption in the system. This study is relevant to our study but its obvious limitation is its sample was only from one LG and the LGSC was not included in the research, which is inadequate for generalization.

Anyanwu (2012) studied the effects of training on employee productivity. The research provides a review of the current evidence of such a relationship and offers suggestions for further investigation. They reviewed extensive literature in terms of research findings from studies that had attempted measuring and understood the impact that training have on employee productivity across various sectors. The focal point of their review was on training practices and employee productivity and their relationship. The outcome of their findings varied. While some studies reported a positive association between training and employee productivity, some reported negative and some no association whatsoever. This study demonstrated that there other factors responsible for improving productivity apart from training these factors may be intrinsic which could include capacity and motivation. Again this is a pointer to the importance of an effective recruitment process. However it was only limited to secondary data which poses a limitation on validity.

Ugoji (2008) conducted a research on the effect of training and development on organizational performance. The study used secondary data. Four hypotheses were developed to see the impact of all the independent variables on the overall Organizational Performance. The results show that training and development, on the job training, training design and delivery style have positive significant effect on organizational performance.

The European Centre for the Development of Vocational Training (CEDEFOP) Presented a report on the impact of training (and vocational education) investments on company productivity and other performance indicators using a meta-analysis. The study yields a clear result that investment in training

have a positive and significant impact on company performance indicators. This result confirms the key role attributed to the investment in skills in the European strategy for smart and sustainable growth, Europe 2020, and the initiative agenda for new skills and jobs (CEDEFOP 2011). This provides advance understanding of the effects of training on organizational-level outcomes by reviewing the results of previous studies that have investigated the relationship between training and human resource, performance, and financial outcomes. The results of meta-analysis from 67 studies suggest that training is positively related to human resource outcomes and organizational performance but is only very weakly related to financial outcomes. Furthermore, training appears to be more strongly related to organizational outcomes when it is matched with key contextual factors such as organization capital intensity and business strategy, in support of the contingency perspective. The report had a wide coverage which in terms of sample adopted because of the Meta analysis of conducted which adds to its credence and validity however, its limitations are that the study was basically European based and it focused mainly on private organizations.

Rastogi (2000) examined the role of training and development on workers' productivity in both public and private organizations in Nigeria. The study also pointed out the problems of human resource management and personal managers. The study concluded that training and development is a long term and very sensitive function of an organization. Finally, the paper recommended that proper implementation of training enhances individual performance and productivity. This study shows a positive relationship between human resource development and productivity but its main focus wasn't the Local Government which is considered its limitation.

Richard (2001) conducted a study to determine if productivity is a driving force for investment in training and management development in the Banking Industry in Nigeria. The study relied on both qualitative and quantitative analysis of data, using descriptive and inferential statistics. The entire staffs of the 25 commercial banks as at 2001 in Nigeria were the population of the study and a total of 320 questionnaires were administered. The study found that productivity is really one of the driving forces for investment in

training and management development. This survey research methodology adopted adds to the validity of this study but the limitation here is the study only relied on primary data. However it's closely relevant to our research.

Obasan A .K (2012) conducted a study on to investigate the relationship between training and development and organizational productivity in Nigeria, using a sample of local Government employees in IkosaEjiri Local Government for the study. The study revealed that training and development resulted into increase in employee efficiency, skill and knowledge which accounted for improvement in performance in the organization. This study has a direct relationship with our research direction but the obvious limitation is that the sample was too little for generalization. The research sampled only one Local Government.

Thang (2009) in his study on human resource training, organizational strategy and firm performance in Vietnam, confirms that a positive relationship between training and firm performance exist. Not only at the level of the individual employee, as demonstrated in previous studies, but also at company level. More specifically, training will improve the knowledge, skills, abilities and behaviour of employees leading to positive organizational performance. The major findings indicate that companies that implemented training in 2006 have increased sales, productivity of manufacturing companies by 0.18 percent. The manufacturing companies that implemented training programmes after 2005 found it lead to an increase of 0.32 percent in total sales and productivity per year between 2005 and 2006. They concluded that organizations should pay more attention to human resource training policy if they wish to succeed. Apart from the fact this study was particularly aimed at private firms or organizations, this study was conducted in outside Nigeria. These facts are obvious limitation for application particularly to Nigerian Local Governments.

Dess (2000) conducted a study on impact of people management practices on business performance. The fundamental aim of the study was to aid managers in determining where to direct their efforts in order to

have most impact upon the performance of their companies. They gathered data from an intensive ten year study of over a hundred small and medium-sized manufacturing enterprises in the United Kingdom. The results of the study demonstrated the relationship between employee attitudes and company performance. Overall, these results very clearly indicate the importance of people management practices in predicting company performance. The results suggest that, if managers wish to influence the performance of their companies, the most important area they should emphasize is the management of people. The result of this study wasn't very specific on what actually affects staff productivity and again another limitation is the fact that it's a foreign based research.

Grant (2000) sought to determine the impact of training and development on public sector organizations using Ghana Ports and Harbors Authority (GPHA) as a case study. The study assessed the training and development process of GPHA and whether training has improved employee performance. He designed a structured questionnaire and distributed it to employees of GPHA. Personal interviews were also held with some management staff of the organization. The results indicated that GPHA's employees were not well informed about training and development programmes in the organization. Most of the employees were of the view that training and development were effective tools for both personal and organizational success. This study provided a similar approach to our research using both interviews and questionnaire however, the limitation here is the study was conducted in GPHA which results will most likely be difficult to adopt for Nigerian Local Governments.

Sanusi (2002) carried out study on the impact of capacity building on employee productivity in commercial banks in Kenya. The study argued that 37 failed banks in Kenya in 1998 would have been averted if some of the problems like weak supervision and equipping employees with expertise, necessary skills and knowledge were addressed through employee training to improve performance of the banks. Their findings from the study reported a

significant positive effect of training and development on employee productivity and organizational performance which is relevant to our study but the limitation which we need to ameliorate is the foreign standing.

Other studies also explored if there is a relationship between skills and other organizational outcomes. Haskel (2003) found that higher skill (qualification) levels support innovation and more sophisticated production processes and were associated with the production of higher quality products. Colombo et.al (2008) found connections between more training and higher labour productivity across a number of UK sectors; while Adeniji (2002) found that increasing investment in training reduces the chance of firm closure. Grip (2010) found that training of agents had significant effects on the productivity of workers in the organization. In the same vein Amir and Amin (2013) concluded that training programmes are the stimulant that workers require to improve their performance and capabilities which consequently increase organizational productivity.

Harel and Tzafirir (1999) attempts to find out whether staff training has any implication in job performance, behaviour, attitudes, skills, knowledge and achievement of the goals of a business organization in Nigeria. The sample size was determined on the basis of three categories of staff namely: general staff, senior staff and management staff. He used chi-square to test the postulated hypothesis. He showed that effective training leads to acquisition of skill and knowledge required for employee to perform effectively on the job. His result reveals that training has a high positive impact on employee and reduces the nature of hazards on the job in the accomplishment of corporate objectives. This study used the productivity indicators which are similar to our research focus but had been based on a private organization which is considered a limitation.

2.1.11. Limitations of Previous Studies

Even though there are numerous studies on the effect of manpower development on organizational performance, the existing evidence suggests that research in this area is promising. Result of studies shows both positive and negative relationships between manpower development and productivity in organizations within and outside Nigeria. One of the major limitations of most of the studies reviewed were carried out outside the shores of Nigeria, while others were mostly done outside the Public Sector. The few studies done on the Public sector such as Madubueze, et al (2015) and Obasan A .K (2012), apart from basing their sources of data on mainly secondary data, they used only one LG as a case study while, Grant (2009), did not focus on Local Governments.

2.1.13. Review of Relevant Theories

A. Human Capital Theory

Human Capital Theory is propounded by Gary Becker (1964). The theory posits that education can function like an investment. Human capital theorists argue that an educated population is a productive population. Human capital theory emphasizes how 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 an investment in human capital, which proponents of the theory have considered as equally or even more worthwhile than that of physical capital. (Woodhall, 1997).

Analysis of education and development as investment in human capital are dealt in the works of such outstanding economist as G. Baker, E Denison, S Fabricant, J. Mincer T. Schultz. (Nafukho, et al 2004). According to G. Becker, human capital starts with the assumption that individuals decides on their education training and medical care, and other additions to knowledge and health by weighting benefits and cost. Education training and medical care and personal development activities are included in the capital as the improved health, increase income or give satisfaction for long life learning. (Becker, 1992).

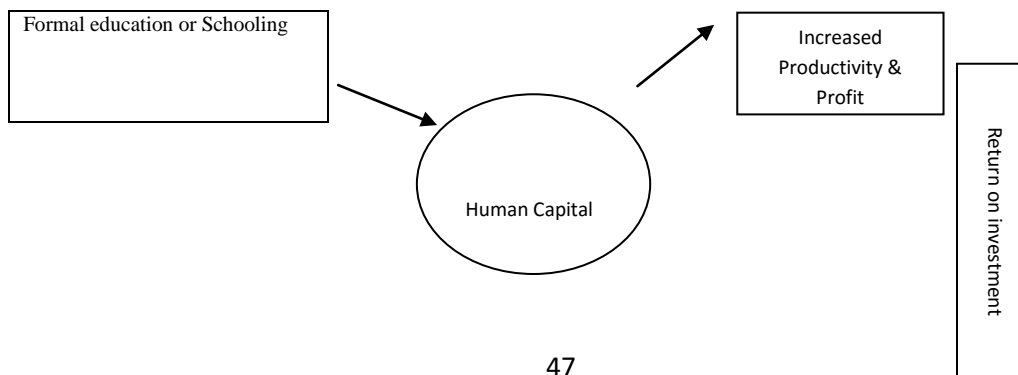
Becker recognized that education and training is the most important components of investing in human capital and that income of a better educated and trained person is usually higher than average wage rate. (Becker, 1993). There are three types of training or education which are closely related to the return rate and human capital. (Dubra, 2010):

- i. Education at school – to gain knowledge in the institution that concentrates its activity on training process and offers education as a product.
- ii. Training at work place – to gain new skills and improve the gained skills at work place
 - a. Training – skills that can be used at any enterprise;
 - b. Specific training – it makes no impact on the employee’s productivity if the employee works for another enterprise.
- iii. Other knowledge, medical care and personal development – access to proper medical care and any other information obtained by an individual to improve own economic situation.

Becker emphasizes that one of the most effective theoretical concepts in human capital analysis is a difference between general and specific training and knowledge. This difference helps understand why employees with good specific skills rarely tend to quit work and are the last to be fired in the situation of economic recession. This difference also reveals why usually existing internal cadre are promoted instead of attracting new employees from outside. (Becker, 1992).

Figure 1: Human capital model, Zula, Chermanck, (2007).

Kenneth Zula and Thomas, shows in a diagram where investments or inputs (Training) interact with (Productivity) production capacity and output below;



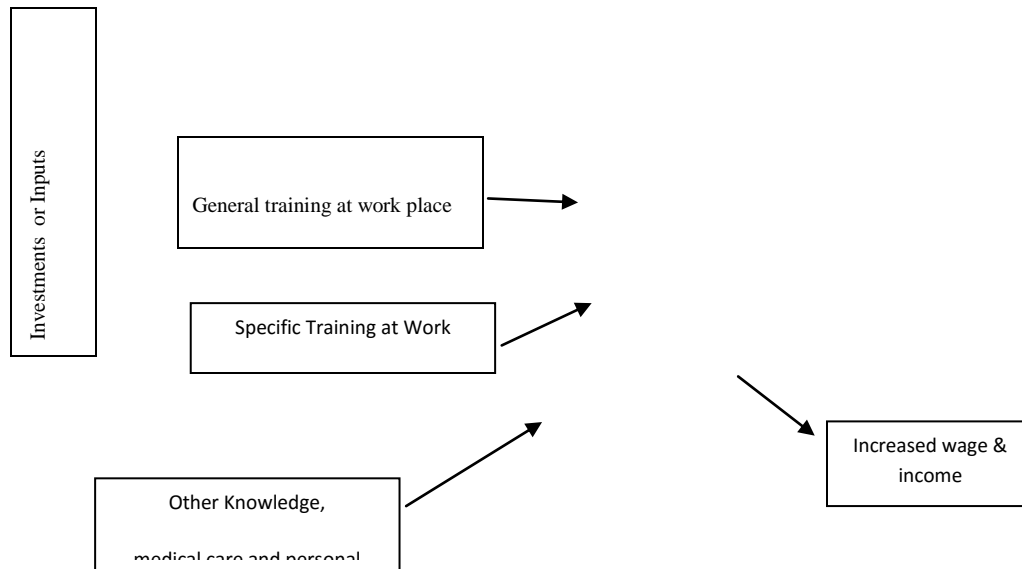


Figure 1. Human capital model and related investments or inputs, and return on investment or production capacity and output (Zula, Chermanck, 2007).

The weakness of the human capital theory as regards this study is its emphasis on education which failed in addressing issues of interrelationship between the our dependent variable (manpower development) and independent variables (recruitment training and motivation).

B. EVALUATION THEORY: Kirkpatrick model

Kirkpatrick developed his four step model in 1959 and provided a simple and pragmatic model for helping practitioners think about training programs. Kirkpatrick (1977) divided the evaluation model into four parts:

- i. Reaction;
- ii. Learning;
- iii. Behaviour and
- iv. Results.

Reaction would evaluate how participants feel about the programme they attended. The learning would evaluate the extent to which the trainees learned the information and skills, the behaviour would evaluate the extent to which their job behaviour had changed as a result of attending the training. The results would evaluate the extent to which the results have been affected by the training programme.

According to a survey by the American Society for Training and Development (ASTD), the Kirkpatrick four level evaluation approaches is still the most commonly used evaluation framework among Benchmarking Forum Companies. (Bassi& Cheney, 1997). The best known and most widely used framework for classifying evaluation is the Kirkpatrick model. The model consists of four stages, originally described more recently by Kirkpatrick (1996) as levels. The four levels are;

a. Level 1: Reaction:

Reaction evaluation is to enhance the quality of training programmes, which in turn leads to improved performance by measuring the participant's reactions to training programme. This should be measured immediately after the programme. Level one evaluation should not just include reactions towards the overall programme (e.g. did you like the programme.); it should also include measurement of participants' reactions or attitudes towards specific components of the programme such as, the topics, contents, methodology, instructor etc.

b. Level 2: Learning:

Evaluation at this level wants to differentiate between what they already knew prior to training and what they actually learned during the training programme (Jeng& Hsu, nd.). Learning outcome can include changes in knowledge, skills or attitudes. The Evaluation should focus on measuring what was covered in the training events i.e. learning objectives.

c. Level 3: Behavior:

Behavior evaluation is the extent to which the trainees applied the learning and changed their behavior, and this can be immediately and several months after the training, depending on the situation. This level evaluation wants to measure the transfer that has occurred in the learner's job behavior/ job performance due to the training programme.

d. Level 4: Results:

The intention at this level is to assess the cost benefits of training programme, i.e. organizational impact in terms of reduced costs, improved quality of work, higher productivity, reduction in turnover, improved human relation, increased sales, fewer grievances, lower absenteeism. Higher work morale, fewer accidents, greater job satisfaction etc. Collecting, organizing and analyzing level four information can be difficult, time consuming and more costly than the other three levels, but the results are often quite worthwhile when viewed in the full context of its value to the organization.

The main strength of the Kirkpatrick evaluation approach is the focus on behavioural outcomes of the learners involved in the training Mann & Robertson, (1996).The strengths of this model lie in its simplicity and realistic way of helping practitioners think about training programs (Alliger and Janak, 1989).

It has been criticized for implying a hierarchy of value related to the different levels, with organizational performance measures being seen as more important than reactions. More fundamentally, there have been criticisms of the assumptions that the levels are each associated with the previous and next levels. This implied casual relationship has not always been established by research.

With regards to this research work, this model tends to be limited in the sense that it fails to take into consideration all the variables which are recruitment training and motivation rather it concentrated more on the outcome of training only. Manpower development transcends more than training alone other variable has to come into play for manpower development to really be actualized.

2.2. Theoretical Framework

For the purpose of this study the system theory was adopted to explain the workings of the Local Government Service Commission in relation to Manpower development in the Local Government system in Nigeria.

Egbo and Okeke (2009) submit that the theory is closely linked with the pioneering works of Talcott Parsons and David Easton who developed a systematic framework for studying complex social

setting, especially the political system. However, they said that the approach became popularized following the study by a biologist, Ludwig von Bertalanffy, in his publication “General system theory” in 1969.

The suitability of the system theory over others has been clearly advocated by Koontz and O’ Donnell (1980) as follows;

The advantage of approaching any area of enquiry or any problem as a system enables us to see the critical variables and constraints and their interaction with one another. It forces scholars and practitioners in the field of management to be constantly aware that one single element, phenomenon or problem should not be treated without regard to its interacting consequences with other elements.

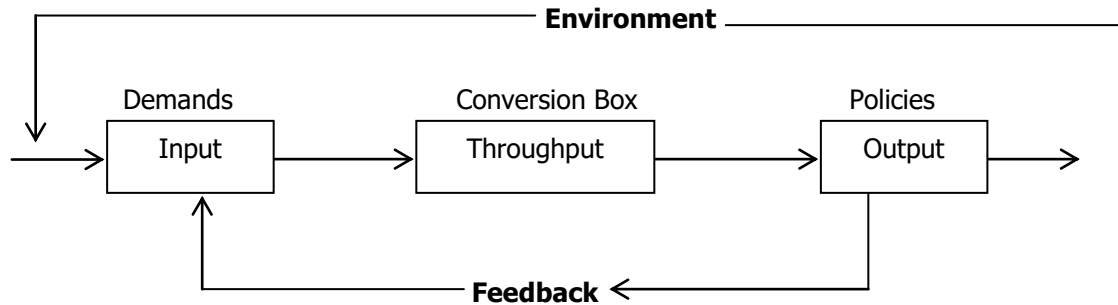
According to Ludwig von Bertalanffy (1972), “to understand an organized whole, we must know the part as well as the relations between them”. He defines a system as “a set of elements standing in interaction”. To Lucey quoted in Croft (1996), “A system is a set of interdependent parts that together form a whole or perform some function- that parts must be interdependent or/and interactive”.

Every system consists of five basic parts namely: inputs, process (thorough put), output, feedback and environment. For an organization, inputs must consist of demand for some action; resources with which to pursue organizational objectives, underlying values of those outside organization (and even within it), and support for its essential structure and goals.

- **Input:** This is demand or support which is processed by the organization using various mechanisms within the system.
- **Process (Thorough Put):** This is the various mechanisms employed by the organization to process the input which will eventually result to decisions, policies, programmes, projects; activities, actions and resolutions which would finally bring out the output.
- **Output:** This is the result gotten from the execution and implementation of the decision, policies, programmes etc. The output may be positive or negative.

- **Feedback:** This is the information from the supra system (the environment) based on the output from the system. This information or the feedback takes care of the input of the system. Feedback can be gotten from both the system and the supra system.
- **Environment:** This represents the socio-economic environment that brings about equilibrium to the system. The systems theory is presented diagrammatically below:

Figure 2: The Systems Theory



Source: Adopted from M. Levy: The Structure of Society, Princeton, University Press: 1982

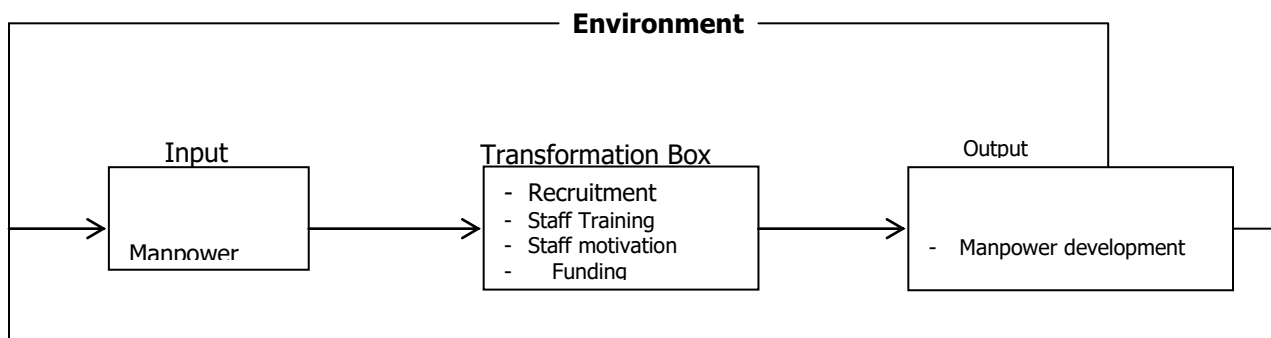
In applying the systems theory to the operations of the LGSC towards enhancing manpower development, the following concepts are linked to the operations of the LGSC.

- i. **Input:** Here, the input is regarded as one of the most important stages in the system because if the input is wrong then the output will also be affected. This situation is referred to entropy by Bertalanffy, situation which he referred to as system break down. With regards to manpower development and LGSC, our input is regarded as the manpower which is the human resources that are the raw materials and subject matter of the research. This is because manpower depends on its interaction with the “throughput” to be processed and transformed by the functions of the LGSC which ultimately translates into our output i.e. competent, capable and developed manpower or manpower development. Therefore the interaction between the input and the through put is necessary for the system to be effective. Thus where the transformation system or “throughput” is

faulty or corrupted then, the whole system will be faulty or corrupted resulting to incompetence and a failure of the system as a whole.

- ii. **Throughput:** This is the PROCESSING or TRANSFORMATION stage where individuals are processed into the desired results that the organization needs, i.e. capable and competent staff with high productivity level. In the case our studies the processing or transformation consist of a combination of the functions of the LGSC which are activities geared at ensuring that competent individuals are recruited through a merit based recruitment process, their capacity enhanced through effective training and retraining which encompasses capacity building and skill development of staff so as to keep abreast with current global best practices, and providing an effective staff motivation which consist of factors put in place to encourage staff to put in more commitment on their jobs, this includes regular review of salaries, timely payment of allowances and other fringe benefits.
- iii. **Output:** The output takes the form a well-developed and motivated staff with a high level productivity and efficiency that will help achieve the goals of the organization effectively and efficiently i.e. manpower development.
- iv. **Feedback:** The performance of the staff will in turn provides feedback mechanism to the management on how effective are the policies of Manpower development put in place by the Local Government service Board.
- v. **Environment:** The “system” with regards to this study is conceptualizes the Local Government Service Commission as the “ENVIRONMENT”. This is because the LGSC is considered as our case study and represent the environment of the as the general environment where all activities takes place, this includes the input; which is processed and transformed to output.

Figure 3. Application of the System Theory on LGSC and Manpower development



The justification for using the systems theory to explain the relationship between Local Government Service Commission and manpower development in Nigerian Local Governments can be seen using concepts of interrelationships in the system theory like input from the environment were also linked within the Local Government system.

First and foremost, any issue of manpower development in organizations has to take into cognizance the methods, and types of “input” into the system. The Manpower is considered as the raw materials introduced into the system that will need to be processed and transformed by the system so as to produce desired output. Manpower admitted into the system will be enhanced which will dictate the general performance of the system. This means that the effectiveness of the manpower depends on the effectiveness “throughput”.

The throughput basically depends largely on the input in order for transformation to take place, here the independent variables which are, effective recruitment, staff training, and motivational factors which are put in place to ensure standardization, competence and merit are basically to enhance the capacity and skills of the staff of Local Government. This leads to the output.

Basically the systems theory is considered most effective because it captures the interrelationship between all the variables of this study. Most theories try to take one or two of the variables particularly training, which is the dominant issue in manpower development. More so, the issues of recruitment and training

are not enough to retain the best recruited staff unless the motivational factors in place and are really motivating enough to keep them in the organization. Therefore the concept of interrelationships of variables given by the system theory provides a guide to our research.

Chapter Three

RESEARCH METHODOLOGY

3.0 Introduction

This chapter explains the research design, data collection method as well as the technique for data analysis. It defines the population of the study, sample size, sources of data, sampling technique and justifies the reasons for the adoption of various methods employed.

3.1. Research Design

The research design used for this study is mainly survey research. It consists mainly of the use of questionnaires and interview methods. Questionnaires addresses questions related to the variables of the study, thus aiding the researcher to test the stated hypotheses. The interview method was also used to compliment the questionnaires method. This helped the researcher to probe and reveal further issues which the questionnaire could not have adequately addressed. The interview involved principal officers within our sampled Local Governments and the Local Government Service Commissions in both Kaduna and Niger States. However, in the process, documentary research was also used in order to compliment and augment the survey research mentioned earlier. The reason for this was simply to enable the researcher to generalise from the sample of the population so that inferences can be drawn. The research was designed to examine how manpower development policies and implementation strategies of the Local Government Service Commission affect both individual and organizational productivity of Nigerian Local governments.

The variables relating to our dependent variable i.e. manpower development are; high productivity, efficient service delivery, and positive attitude to work as its proxies.

3.2. Population of the Study

Our target population for the study comprises the entire number of the senior staff of our chosen local governments from which sample is drawn i.e. three from Kaduna state which are Kachia, Kaduna North and Ikara local governments and in Niger, we chose Chanchaga which is an urban and Bida which is semi-urban and Kontagora, a rural Local Government areas. All Local Governments were chosen using

the senatorial districts in both states. The total population from all these Local Governments are 2769. See table 3.4

3.3. Sample Size and Sampling Technique

To avoid incorrect sample size and ensure accuracy the sample size of this study was determined using the Dillman (2007) formula of determining sample size in order to avoid incorrect sample size and ensure accuracy in the process of determining a representative sample size for the study. Using the formula, Sample size for the senior staff is 316 from a population of 2769. The Dillman formula is presented below:

$$N_s = \frac{Np(p)(1 - p)}{(Np - 1)(\beta/c)^2 + (p)(1 - P)}$$

Where:

N_s = completed sample size needed (notation often used is n)

Np = size of population (notation often used is N)

p = proportion expected to answer a certain way (50% or 0.5 is most conservative)

β = acceptable level of sampling error (0.05 = $\pm 5\%$; 0.03 = $\pm 3\%$)

C = Z statistic associate with confidence interval (1.645 = 90% confidence level;

1.960 = 95% confidence level; 2.576 = 99% confidence level)

Our sample size is gotten using the above formula which is calculated below:

For the Senior Staff Where $Np = 2769$, $p = 0.5$, $B = 0.05$, $C = 1.65$

$$n = \frac{2769(0.5)(1 - 0.5)}{(2769 - 1)(0.05/1.65)^2 + (0.5)(1 - 0.5)}$$

$$n = \frac{2769(0.5)(0.5)}{(2768)(0.000918) + (0.5)(0.5)}$$

$$n = \frac{530}{2.194324}$$

$$n = \frac{530}{2.1943}$$

$$n = 316$$

Therefore, the total sample size for this study is 316; which determined the number of questionnaires distributed. However in order to avoid sampling error, the research added 5 percent over the sample to ensure accuracy and deal with the issue of non-return of questionnaire. Therefore a total number of 332 questionnaires were randomly distributed to the senior members of staff in our 6 selected LGs so as to eliminate bias from which 316 will be used. This is presented in LG staff respondents table 3.4.

3.4. Sampling Technique

Both purposive and stratified sampling techniques were applied in this study. The purposive sampling is a technique used based on the researchers judgement especially in considering a particular segment of the population relevant to the research problem and therefore purposely includes them in this sample. This was applied in both the Local Government Service Commission and each of the sampled Local Government. In each of the LGSC the

- Commissioner Training,
- Director training
- Assistant Director Training, and
- training officer in workshops, seminars and conferences and
- training officer in-service courses

were purposely selected for interview because of their direct involvement in our subject matter. In the Local Government Council, principal officers were purposely selected i.e

- The Director Personnel Administration,
- Head of Administration,
- Head Staff Welfare And Training Unit and
- The Chairman of National Union of Local Government Employees (NULGE).

Stratified sampling technique was also used because the respondents were grouped in departments in all local governments therefore each department was taken as strata which makes it a total of 6 stratum, where 332 respondents were drawn using systematic sampling. This is shown in the tables 3.4 below.

LG	DEPARTMENT	POPULATION		Sample
		Senior staff population	Proportion	
KACHIA	Personnel	110	0.0397	13
	Agric	115	0.0543	13
	Works	80	0.0288	9
	Health	210	0.0758	24
	Finance	91	0.0429	10
	Budget and planning	26	0.0122	3
	ESD	61	0.0288	7
IKARA	Personnel	49	0.0231	12
	Agric	45	0.0212	6
	Works	27	0.0127	3
	Health	122	0.0576	14
	Finance	72	0.0340	8
	ESD	42	0.0198	5
	Budget and planning	20	0.0094	2
CHANCHAGA	Personnel	111	0.0524	13
	Agric	84	0.0396	10
	Works	63	0.0297	7
	Health	189	0.0892	22
	Finance	45	0.0212	5
	Budget and planning	25	0.0118	3
	ESD	59	0.2784	7
BIDA	Personnel	90	0.0325	10
	Agric	70	0.0330	8
	Works	40	0.0188	5
	Health	160	0.0755	18
	Finance	45	0.0212	2
	ESD	40	0.0189	5
	Budget and planning	28	0.0132	3

KONTAGORA	Personnel	90	0.0325	10
	Agric	70	0.0330	8
	Works	40	0.0188	5
	Health	160	0.0755	18
	Finance	45	0.0212	5
	ESD	40	0.0189	5
	Budget and planning	28	0.0132	3
KD NORTH	Personnel	90	0.0325	10
	Agric	60	0.0216	7
	Works	40	0.0144	5
	Health	120	0.0433	14
	Finance	72	0.0260	8
	ESD	42	0.0152	5
	Budget and planning	20	0.0094	2
	Total	2769		332

Table 3.4 Local Government Staff respondents

Source: Field work 2017

Table 3.4 above shows the detailed distribution of our sampled respondents in line with the population of the study.

3.5. Sources of Data for the Study

The study employed the use of both primary and secondary sources of data.

3.5.1. Primary Data

The primary data are the information gotten from a first-hand account by the researcher from the field. This was obtained through three main sources namely; interview, and questionnaire. These allowed the researcher generate data by surveying the opinion and actions of the sample population.

3.5.2. Secondary Data.

Secondary data was also used in this study. It was generated from relevant literature on manpower development activities of the Local Government Service Commission. The materials were sourced from documented, published and unpublished Journals, Local Government Service Commission annual reports, official documents from Local Government Service Commission and Local Government Council, Training needs and records from the LGSC and text books, publications etc.

Data obtained from the secondary source provided information to support the responses obtained from the primary sources interview, and questionnaire.

3.6. Method of Generating Primary Data

Primary data in a qualitative research endeavour is mostly generated by the use of interview, questionnaires and observations. Hence this research work adopts the use of Interviews from a direct face to face interaction with our respondents which gave the respondent the opportunity to speak freely on issues that bothers them. The questionnaire was used to compliment data already gotten from the interview and it gives room for anonymity i.e sensitive issues that staff may be sceptical to be heard from them. Finally the observation was used to assess the quality of service delivered by the researcher.

3.6.1. Interview

As a major source of generating primary data, the interview allows opportunity for an in-depth discussion with a respondent, room for clarifications of issues raised and an opportunity for follow up questions which is very limited in the use of questionnaires. The interview is semi structured and contained majorly open ended questions that allow respondents discuss freely on issued asked. Respondents to be interviewed were purposively sampled which includes officials from both the Local Government Service Commission and the Local Government councils selected for our sampling in Kaduna and Niger States.

From the Local Government Service Commission in Kaduna and Niger States the following officials were interviewed;

1. Commissioner Workshop and Seminars

2. Director Training and Manpower Development
3. Training officer Workshops Seminars and Conferences
4. Training officer In-Service Courses

While in the Local Governments the following personnel were interviewed;

1. Director Personnel Management
2. Head of Administration
3. Head of Staff welfare and Training Unit.
4. NULGE Chairman

These are presented in table 3.6

Table 3.6. Interview respondents Local Government Service Commission

STAFF	KADUNA	NIGER	NOs
Commissioner training	1	1	2
Director TMD	1	1	2
Training officer (WSC)	1	1	2
TOTAL	3	3	6

Source: field work by researcher 2016

TMD - Training and manpower development

WSC- Workshops Seminars Conferences

IsC - In-Service Courses

The above table (3.6.) indicates the distribution of the number of officials interviewed in the course of our research endeavour. A total of 6 officials were interviewed in the two LGSC selected as our sample.

Table 3.6.1 shows the distribution of officers interviewed in the Local Government Councils selected as our sample.

Table 3.6.1 Interview respondents in sampled Local Governments

STAFF	KADUNA			NIGER			TOTAL
	KD/North	Ikara	Kachia	Konta/g	Bida	ChanChaga	
Director PM	1	1	1	1	1	1	6
Head of Admin	1	1	1	1	1	1	6
Chairman NULGE	1			1			2
TOTAL	3	2	2	3	2	2	14

Source: field work by researcher 2016

PM- Personnel Management

STW- Staff Welfare and Training Unit

NULGE- National Union OF Local Government Employees

A total of 14 personnel have been purposively selected from the four LGCs as part of our sample. The total number of officials interviewed from both the LGSC and LGC was 20 which were considered adequate for such research work. These respondents were purposively sampled because they considered to having direct relevance to our subject matter.

3.6.2. Questionnaire

This is the main instrument for collection of primary data in survey research; it was used to collect data from our sampled respondents from LGC which was used in testing the hypotheses for of the study. The respondents answered a set of factual questions regarding the issues of manpower development in their respective Local Governments. A questionnaire was designed and administered to the senior staff cadre of the Local Government which contains staff from grade level 07- above.

The Questionnaire for this study was divided into three sections. Part ‘A’ contained the introduction, part ‘B’ contains the questions on bio data of respondents and the last part ‘C’ contained questions bothering on the research problems and objectives. This was designed in simple and straight forward language where questions were stated in both open and close ended. Respondents responded

appropriately either by ticking the response that they consider appropriate or by freely answering the question presented as the case may be. The detailed distribution of the questionnaire in the Local Government is presented in table 3.4 above.

3.7. Data Presentation and Analysis

The collected data was analyzed by making use of descriptive statistics, which enabled the researcher synthesize and summarize the quantitative data. The descriptive statistics describes the sample in terms of the responses to the questions using frequencies, means and standard deviations. Frequencies are the number of times a response has occurred (Salkind, 2000), a mean is the sum of a set of scores divided by the number of scores and a standard deviation measures variability around the mean (Salkind, 2000). In other words, that mean is obtained by adding all the observations and dividing the sum by the number of observations i.e. Mean = $\frac{\text{Sum of all items}}{\text{Number of all items}} = \frac{\sum x}{n}$

Number of all items n

Furthermore, in the process of collecting data from respondents, the study employed the Likert scale method to measure the level of response of respondents on their perceived performance of the Local Government Service Commission in instituting and enhancing manpower development in Local Governments. The five-point Likert scale of measurement was used viz:

Table 3.7. The five-point Likert scale of measurement

Very effective	Effective	Undecided	In effective	Very Ineffective
1	2	3	4	5

Likert scale measure

Here, respondents choose the appropriate choice which they agree with, which accord their response a score that was used in calculating the percentage of response.

In analysing the data, Pearson Correlation Coefficient and Multiple Regression analyses were employed. The Correlation analysis was used to determine the relationship among the variables for the study. The Multiple Regression Analysis was also used to determine the predictability of the independent variables on the dependent variable. Based on the results of the regression analysis, the hypotheses formulated were tested.

According to Ibanga (as cited in Sabo, 2007, p.152) the Pearson correlation coefficient can be calculated using the formula below:

$$r = \frac{n\Sigma XY - \Sigma X \Sigma Y}{\sqrt{n\Sigma X^2 - (\Sigma X)^2} \times \sqrt{n\Sigma Y^2 - (\Sigma Y)^2}} \dots\dots\dots (iv)$$

Where:

n = Number of periods being considered

X = the independent variable

Y = the dependent variable

The table below presents the criteria for interpreting the value of the coefficient of correlation (r) according to Ibanga (as cited in Sabo, 2007, p. 152), which was also adopted for this study.

Table 3.6.1 Criteria for interpreting r Value

Value of r	Interpretation
Between 0 and ± 0.25	Zero or weak correlation
Between ± 0.25 and ± 0.50	Moderately weak correlation
Between ± 0.50 and ± 0.75	Moderately strong correlation
Between ± 0.75 and ± 1.00	Strong to perfect correlation

Source: Ibanga (as cited in Sabo, 2007, p. 152)

3.8. Justification of Method Used

In this study, the data were analysed using descriptive statistics. This was because the study was guided by research questions which were adequately answered using simple frequency and percentage. Frequency and percentage are descriptive statistics that describe the state of the phenomenon as it exists at a particular time. This research is interested in assessing the effectiveness of the Local Government Service Commission in manpower development in Local Governments in Nigeria

In addition, correlation analysis was used because the study looks at the relationship between the major variables of interest. Pearson correlation is a suitable and reliable technique for analysing relationship or association between two variables. In this study, Local Government Service Commission is the independent variable while manpower development which is broken down into high productivity, efficient service delivery, and positive attitude to work as the dependent variables.

Finally, Multiple Regression was used because more than two variables were used in explaining the variability of the dependent variable Manpower development in relation to the independent variable, Local Government Service Commission. It was also used because five-point likert scale in measuring the variables. The Multiple regression analysis aided the determination of the overall fitness and goodness of the model for the study.

The formula for multiple regression is presented below:

$$Y = a + b_1x_1 + b_2x_2 + b_3x_3 + b_4x_4 + e$$

Where: a = alpha

b = beta

x_1 - x_3 = independent variables (x_1 =recruitment, x_2 =training and x_3 =motivation, and x_4 =funding)

e= error term

y= dependent variable (manpower development)

For conclusions to be drawn about the regression analysis output, according to Anderson-*et al* (2010) assumptions of normality, multicollinearity/collinearity, linearity, homoscedasticity and independence of the residuals need to be examined and met. According to the authors, these assumptions apply to the dependent variable, independent variables and the relationship as a whole.

3.9. Reliability of Instrument:

The reliability of instrument using the Cronbach Alpha reliability coefficient is 0.82. This reliability coefficient confirms the instrument as suitable for the main work. This was a confirmation of test of reliability by Spiegel M (1992), Stevens, J (1996), and Olayiwola, A. O. (2010). According to them an instrument is considered reliable if its reliability coefficient lies between 0 and 1, and that the closer the calculated reliability coefficient is to zero, the less reliable is the instrument, and the closer the calculated reliability coefficient is to 1, the more reliable is the instrument. This therefore confirms the reliability of the data collection instrument used as fit for the research work.

CHAPTER 4

4.0 OVERVIEW OF MANPOWER DEVELOPMENT IN KADUNA AND NIGER STATES

4.1. Introduction

This chapter provides a historical perspective and evolution of the manpower development in Nigeria. This entails analysis of the pre and post-colonial Local Government system in Nigeria, the various LG reforms and their effects on manpower development.

The Local Government Service Commission was also discussed however; one cannot separate the history of Local Government from the Local Government Service Commission because the Local Government Service Commission is a product of one of the many reforms of the Local Government system.

4.2. Historical Perspective and Evolution of Manpower Development in Nigeria.

The history of manpower development can be traced to industrial revolution in the eighteenth century when technological advancements created an on-going need for workers training. On the other hand, training and development evolved when Fredrick Taylor recognized that workers are important and efficient as machine. Taylor asserted that it is the workers and management that set the pace for production. Hence, there is need for manpower training and development in order to enhance the organizational predetermined goal. Aroge (2012) asserts that “scientific management is not a collection of technique only to increase efficiency, but rather a philosophy of being accomplished by workers training and development”.

In Nigeria, Leadership role in the industries and government did not come to the indigenes until her independence in 1960 (Ubeku, A. K). Management positions were only expedited when independence closed. After independence Nigerians took bold steps to nationalize her public sector and some private establishments. This left the nation’s government and economy in the hands of Nigerians. The problems emanating from this is that of management and this problem is still rearing its ugly head with us today. Many institutions, companies and corporations are folding up because the quality of those managing them is poor and their sincerity is questionable. The insufficiency of managerial manpower as well as their poor quality at independence was the force behind the establishment of the Ashby Commission set up in 1959 to conduct an investigation into Nigeria’s personnel need in the areas of post-secondary school certificate and higher education over the next twenty years.

Consequently, in 1960, Ashby Commission recommended the establishment of the first generation universities in the following sequence:

- The University of Nigeria, Nsukka was established in 1960 by the then Eastern Regional Government as the first Nigerian initiated university;
- The University of Ife, Ile-Ife (now ObafemicAwolowo University) though not recommended by Ashby Commission, was founded in 1961 by the then government of Western Region; and

- The Ahmadu Bello University, Zaria was founded in 1962 by the then Northern Regional Government. These universities were established in addition to the existing two federal universities then; the University of Ibadan, Ibadan (was a University College from 1948 until the bill making it an autonomous institution was passed in December 1962) and the University of Lagos, Lagos established in 1962. In 1963 when the defunct Mid-Western Region was carved out of the then Western Region

In essence universities were created to produce manpower for development in an essentially state regulated economy in which government has been an active player. The guiding principle in this project was the training of persons to acquire the requisite knowledge, leadership skill and commitment to national development, integration and liberal humanism.

Apart from setting up universities across the federation, other efforts made by the federal Government in manpower development can be found in the civil service where several reforms were put in place on other to entrench manpower development particularly as regards staff recruitment process, training and staff motivation.

4.3. Local Government Reforms and Manpower Development

The local government system can be said to be a colonial creation and it served the colonial masters and their indigenous successors in the political administration of Nigeria. It has undergone several changes since Nigeria became independent of British colonial rule since 52 years ago which has both direct and indirect implications to issues of manpower development. The 1976 Local Government reform is the most effective reform in the local governance and has tremendous effect on manpower development. However it is equally important to recall the various reforms in the history of the local government system in Nigeria in other to appreciate their effects on manpower development and better understand how the Local Government system evolved through the years.

Due to poor staff capacity and dearth of skilled manpower at the local government level, various reforms were brought to the system through the Local Government Ordinance of 1950 leading to elected councils with a three – tier structure like the British pattern. The structures were the countries, districts and local councils. Apart from national reforms to the system that cut across the country, the respective regional governments also introduced some reforms thereby leading to different paces of development of LG system. For instance, reforms in the Western region did not start until 1952 when it promulgated the Local Government Law of 1952 while in the East; with the enactment of the local Government Law of 1955 it replaced the 1950 ordinance. Both the Eastern and Western authorities had three years tenure while 75% of members of the councils were elected Ezeani, (2004).

At independence in 1960 through 1966, the East and the West enacted the Local Government Law of 1960 which spelt out distinct structures for the system. In the North, the Native Authority Law No 4 of 1954 continued to be in operation till 1966 when the military took over power. In 1967, the administrative structure of Nigeria changed with the creation of twelve states from the existing four regions. Military Governors dissolved all the existing local government structures; each of the federating States enacted an edict to govern LG administration while some large divisions and districts were created from the old arrangement.

In 1971, in a deliberate bid to upgrade manpower capacity and development, the conditions of service of local government staff were harmonized with those of civil servants at the state level to attract high caliber of staff Aina (2006).

In 1972, the council-manager model of the United States and Canada was adopted by abolishing advisory committee system, replacing them with standing management committee with an administrative executive.

4.4. Major Reforms in the Local Government System

As stated above, some reforms have major impact in the evolution of Local Governments in Nigeria and had a direct effect to the creation of Local Government Service Commission. The 1976, apart from conceptualizing the local Government as the third tier of Government, it created the Local Government Service Commission and the 1984 LG reforms while the 1985 reform allocated the funding for the LGSC. Below are the details of reforms. This has had a far reaching effect on manpower development in the LG service.

A. The 1976 Local Government Reform

The most fundamental reforms in local government administration came with the 1976 Local Government Reform as LG government was accorded the third tier status. In addition, the Guidelines for local Government Reform were released, there was also the establishment of the Local Government Service Commission, Local Government Peace and Security Committee and recognition was accorded the position of the traditional rulers as advisers to councils. This arrangement continued to stabilize LG administration but with huge challenges

The 1976 local government reform has its antecedent in the recommendations of the Public Service Review Commission of 1976 popularly known as Udoji Commission. Report recorded a major land mark in enhancing the autonomy of local government in Nigeria. The objective of the reform set out briefly the guidelines to the 1976 local government reform stated as follows: The reform of our system of local government is not only important and desirable in itself but it is a crucial element of the political programme of the Federal Military Government which was essentially motivated by the necessity to stabilize and rationalize government at the local level. This necessity entails the decentralization of state government of local levels in order to harness local resource for rapid development. Local government

should to precisely do what the word government implies, that is governing at the grassroots. (Guidelines for Local Government Reform August, 1976). The 1976 reform was an important landmark in the development of local government system in Nigeria. It has the following significant features;

- i. There should be a local government council, which would operate through a uniform single tier local government structure all over the country.
- ii. Complete democratization of local government system. This system tactfully removed the control of local government from traditional rulers.
- iii. The abolition of provincial and divisional administrations which in essence means the removal of the control of local governments from state governments.
- iv. The local government council operated through chief executives.
- v. Each local government was expected to serve a population of about 150,000 to 800,000.
- vi. Provision was made for the first time in the history of local government in Nigeria, the statutory allocation to be made by both federal and state government to the local governments.
- vii. The establishment of Local Government Service Board which is charged with the responsibility of recruiting, posting, promotion and discipline of the senior staff in the local government. Activities increased in scale but in many cases not in scope. Staff strength was more than doubled in many local governments. However, the staffing and man-power-mix were outrageous on some local governments.

This reform had a far reaching effect on manpower development as the creation of the local Government service boards across states in the nation introduced an entire new system of manpower administration in the local government level. The board was empowered to recruit, train, discipline, promote and fire amongst other functions staff of all local governments' councils within a given state. This is a departure from the old traditional system of recruitment by the Native authorities with no clear scientific system for recruitment, and training whatsoever.

B. The 1985 Local Government Reform in Nigeria.

One major reform that had the most impact as regards manpower development in the Local Governance was the 1985. It provided the much needed funding of manpower development to the LGSC. The reform followed that of 1976 was the Review of Local Government Administration in Nigeria in 1985 popularly known as “Dasuki Review Committee”. A 20 man committee was inaugurated on the 29th of May 1984 by the Chief of Supreme Headquarter, Major General TundeIdiagbon with the following terms of reference.

- i. To evolve the most suitable mode of managing the local government within the context of the present military administration.
- ii. To re-examine the existing structure, functions and financial resource available to local government for the performance of these functions.
- iii. To look into the accounts/management (staff) problems of local government, including the standardization of the various department of the council.
- iv. To evolve a proper place for traditional authorities in local governments.
- v. To propose how best to manage inter-governmental relations between federal, state and local governments and also between local government service board/commission e.t.c
- vi. To work out manpower development scheme for all cadres of local government staff
- vii. To deliberate and recommend on other matters the committee considers relevant for the improvement of local government administration in the country.

The main policy outcome of the review committee affected the following aspects of the local government administration in Nigeria.

- a. Structure has not been the problem but the operations of local government i.e. operational problems arising directly from the behaviour and attitudes of operators of the 1976 reform.
- b. Priority function of local government

- c. Management of local government including remuneration of councillors, budgetary control and management auditing
- d. Local government finance including the granting of 10% share of the duration account in local government. The granting of the 10% internally generated revenue of the state to local governments and development planning by local government are constitutional requirement.
- e. Staff and management development were including the need for the formulation of a coordinated scheme of service for various categories of local government staff, staff regulations, a coordinated staff training policy by each state government, establishment of 1% training fund by local government and harmonization of training fund by local government and harmonization of training programmes, the enactment of staff pension fund edict by all state welfare.
- f. Inter-governmental relations including the place of traditional rulers in local government emirate/traditional council and its functions and their insulation from partisan politics
- g. The need to mobilize the people for development as well as their socialization in participatory culture for political and other activities of these committees.

Looking from the Dasuki committee, it appears to be the main to have tackled micro issues top fill the gaps not covered by the 1976 fundamental reforms. It also had a significant effect on manpower development as it provided the needed funding for staff recruitment and training which is the most important aspect of manpower development. This actually provided a smooth take off of the LGSC across the federation.

A. The 1989 Local Government Reform.

The enhanced status of the local government in the 1989 constitution has to be seen against the background of the emasculated autonomy which this level of government has in the second republic. The 1989 reform of local government was backed up by decree Number 12 of 1989 promulgated to bring into existence the 1989 constitution and with the same ambition of eroding all the past anomalies associated with the subordinate existence of local government as extension of the state. The first radical portion

taken by the government was the abolition of the various ministries of local government throughout the country. This is aimed at making the local government more autonomous hence the state was stripped of its instrument of domination. Ministries of local government which was used in maintaining suffocating control over local government was provided. In addition, the 1989 constitution provides for 449 local governments though there was provision for creating more or even adjusting the existing ones. By this reform, the council was to consist of democratically elected members. According to the 1989 reform, “the system of government by democratically elected council was constitutionally guaranteed”.

Another significant change brought about by the 1989 reform is the strengthening of the status of local government. By the provisions of section 160 of the 1989 constitution, any amount standing to the credit of local government in the federation account shall be allocated directly to the local government concerned on such terms in such manners as may be prescribed by the National Assembly. The implication of this direct revenue allocation is that, it is expected to facilitate the fulfilments of constitutionally mandated functions by the local government without the constraint of financial dependence on higher level of government. Also direct allocation of revenue qualifies as a major innovation of the 1989 constitution and augurs well for the future of genuinely representative of local government system in Nigeria. As part of the reform, the management and funding of primary education and primary health care became the responsibility of the local government. This means that salaries of primary school teachers and staff of primary health care clinic will be paid by various local governments. Also the combined effects of the 1989 constitution and decree 15 and the subsequent amendments to the later is that, a single tier multipurpose system of local government originally provided for before the amendments was sharply changed into two tiers system hence the introduction of the presidential system of government at the local government level in 1991. This reform went a step further from the previous reforms in terms of manpower development as it gave autonomy to LGs this allowed for better flow of funding for manpower development as it eliminated interference from the state Governments and

increased the manpower base of local Governments to include primary teachers and primary health workers.

B. The 1991 Local Government Reform (the presidential system of government at the local level).

In April, 1991 the vice president Augustus Aikhomo announced a two-tier system of local government i.e. the executive and the legislative house. This was backed up by the local government (basic constitutional and transitional provisions) amendment decree Number 10 of 1991. With the provision that they should be an executive and legislative arms, the local government was all but local in name, it became a modern government in rural setting. For the first time 220 councils concentrated on making law and the executive in running the administration. Under this reform, the executive power was vested on the chairman, who could exercise it personally or delegate it to the vice chairman. The chairman, vice chairman, supervisors and the secretary who are appointed by the chairman formed the executive arm. The legislators according to the reform were to be elected from among themselves, one councilor usually from the majority party as leader of the council. He played role similar to that of the speaker in the State House of Assembly. He was called “speaker” rather than a “leader” of the council. There were no longer supervisory councilors, a councilor appoints when a supervisor vacates his seat in the council, the secretary acted as the chief administrative adviser to the administrative arm and kept proper records of local government. There was also a head of personal management department, designated as the clerk of the council meetings. Though in 2001, in Kogi state, administrative officer not below grade level 10 were appointed and posted to all the local government councils to serve as clerk of the house. The clerk also liaised with the secretary to the local government for the smooth running of the administration of local.

Between 1999 to date, the local government had witness worst the bastadization of the system from the higher level of governments. The States government hid under Section 7(1) & (6) of the 1999 constitution to forcefully impose Joint Allocation Account on LGs to siphon the resources of LGs and rendered it too weak for performance of its statutory duties. In addition, its internally generated revenue sources that were considered juicy like advertisement, tenement rates, street naming among others were taken over by the state government while the 10 per cent internally revenue generated were not paid to the LGs. This partly explains the precarious positions of the LGs while the available resources were misappropriated by the council official as demonstrated by Aluko (2006). Such oppressive action on LG manifested in Obasanjo's regime unconstitutionally seizing the Lagos State LG fund for more than three years till when YarAdua took over in 2007 on account of creation of additional council. Hence, the local government administrations since 1999 have more or less been paralyzed and this greatly affected the performance of the LGSC as many times it had been starved of funds to function adequately and effectively due to external interference by the state actors particularly as it affects recruitment and training of staff.

4.5. The Local Government Service Commission

One of the major achievements of the 1976 LG service reform was its conceptualization of the Local Government as the third tier of government in the federation. This ushered in a unified local government service across all states of the federation. This was done by the creation of the LGSB/C which was to provide the third tier a vibrant set of skilled staff with the capacity and capability to propel this new tier of government to the much desired and anticipated state of development and prosperity. Hence the LGSC was saddled with functions of recruitment, training, promotion, posting and discipline. This study is however focused on Kaduna and Niger states LGSC which are discussed below;

4.6. KADUNA STATE LOCAL GOVERNMENT SERVICE COMMISSION

The Kaduna state Local Government Service board was established under the North Central State edict of No .7 of 29th July 1975. The status of Board was changed to commission under the Kaduna state LGSC law No. 9 2012 of 1st August 2012.

The composition of the board comprises the chairman, three permanent commissioners and a secretary who are saddled with the responsibility of overseeing the activities of the commission. For effective performance the permanent commissioner 1 takes charge of Administration and finance, permanent commissioner II handles the aspect of long term training, workshops and seminars, while the permanent commissioner III is in charge of Appointment promotion and discipline. Decisions in respect to the statutory functions of the board are partly taken at periodic meetings.

4.6.1. Functions and power of the Commission.

The Local Government Service commission is a statutory body charged with the responsibilities of executing the functions listed below.

- i. Appointment, posting promotion and discipline of the local government Unified staff on GL07 and above.
- ii. Setting up general uniform guide lines for appointment posting promotion and discipline of staff of the unified service. The responsibility of all matters in respect to junior staff(GL1-6) is delegated by the commission to the local government councils
- iii. Confirmation of Appointment, inter service, inter-cadre, inter local government transfer.
- iv. Approval of Retirement, withdrawal and resignation from service of all staff
- v. Training manpower planning, and development of senior staff GL 7 and above of the unified service and utilization of the statutory allocation from the federal government for training of the local government staff
- vi. Monitoring the activities of local government on staff matters
- vii. Serving as appellate body for all petitions emanating from Local Government staff matters
- viii. Maintaining a comprehensive and up to date seniority list and nominal rolls for Local Government Service employees.

a. Local Government Service Commission

The establishment of the Local Government Service Commission (LGSC) was sequel to predicaments within which the local government employees found themselves over a long period of time. Local Government Service Commission (LGSC) has been established in every state in Nigerian federation, as constituted by the 1976 Constitution. The local government service commission is charged with responsibility for personnel matters in the local government system. It decides on the general trends in manpower development, i.e. recruitment, training, development, and general staff development. Thus, staffs in the Local Government service are employed by the LGSC except for a specific number and cadre who are directly employed by the local governments concerned. In other words, local governments in Nigeria are delegated to exercise certain powers, on behalf of the Board, with regard to staff appointments, transfers, postings, discipline, dismissal, etc. of the specified cadre of employees in the system.

The LGSC was, therefore, established, among other factors, to relatively separate employees of the service from the conventional public service structure with a view to distinctively motivating and developing them. The functions of the Commission and the powers to execute the functions are all enshrined in the 1976 Guidelines for Local Government Reforms as well as other enactments made thereafter by the Government of the Federal Republic of Nigeria and respective State Governments (Nigeria, 1976). Hence, the LGSC is empowered to perform the following responsibilities:

- a. Employment, posting, discipline of all members of the local government service.
- b. Delegation or internal postings within the local government areas
- c. Delegation of disciplinary matters to establishment committees of government with the right to appeal to the LGSC.

- d. Capacity and method to organize consult and advise the Directorate for Local Government Affairs in all matters relating to Local Government Establishment, Conditions of Service, etc. (Nigeria, 1976).

In the exercise of these functions, it engages in both short term and long-term assessment of staff requirements and supply. Unfortunately, it cannot decide on the critical determinant of staff development strategy, which revolves around finance. Apart from the 1 percent training fund, the commission lacks the much-needed funds to follow logically and conclusively manpower development plans. The result is that, in most cases, some local governments may need staff in certain cadres, yet the commission may be unable to assist because of shortage of funds.(Moses et al 2013).

b. Chairman of the Local Government Council

The chairman of the local government council exercises delegated powers of the local government service commission in respect of officers on grade levels 01 to 06. In the present political dispensation, the local government chairmen, primarily to score political points, sometimes to the detriment of local government administration, exercise this delegated authority with unmitigated relish and incredible enthusiasm. Local government service becomes a dumping ground for political associates, thugs, friends, and relations of the chairmen. Under the circumstances, manpower planning becomes an irritating encumbrance which must be eliminated. Consequently, whether or not vacancies or needs exist for more staff the chairman still proceeds to recruit.

c. Director of Local Government and Head of Service Local Government administration

Theoretically, personnel matters, including manpower planning at the local government level, fall within the purview of the director of local government and head of service. It is his/her duty to send information on staff recruitments to the local government service commission based on returns from the director of personnel management. These returns are in turn compiled from submissions and requests from the various heads of department. As the chairman of the senior staff management committee responsible for

all personnel activities affecting local government staff on grade levels 07 and above, the director of local government and head of service is centrally positioned in the development of manpower planning of the local government. Unfortunately, in practice, he/she is emasculated by the overbearing political manipulations of the local government chairman, local political party officials and thus political office holders at all levels of government, and the administrative inertia of the local government service commission. The result is that the director of local government and head of service is neither the director nor the head of any service, as he/she watches helplessly while his/her office is inundated with staff of all categories, most of whom are not only redundant but constitute themselves into a cog in the administrative machinery of the local government.

4.6.2. Management of the Commission

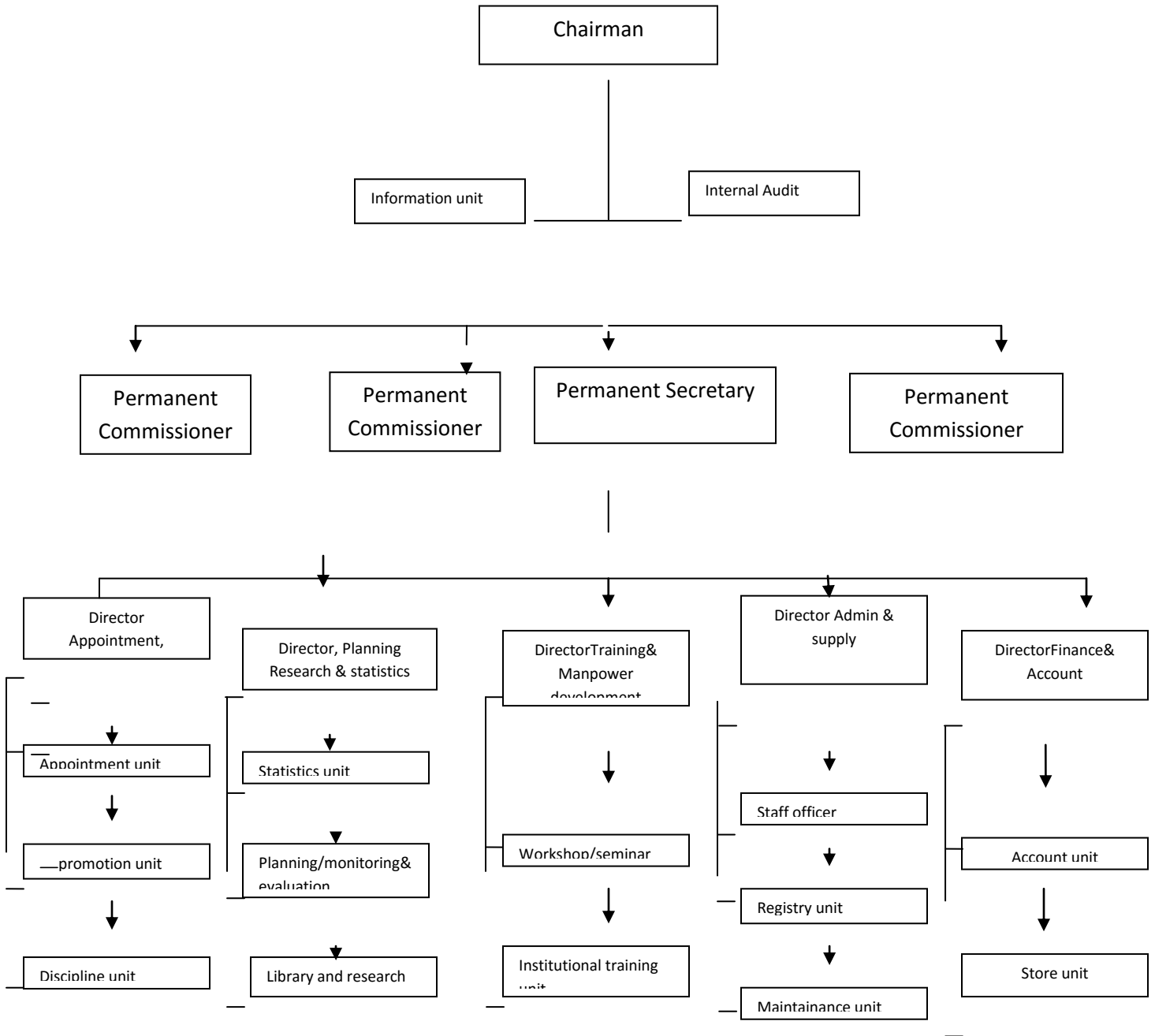
The commission's staffs are mainly drawn from the state civil service, office of the head of service, state bureau of establishment and training, ministry of finance and ministry of budget and planning and staff drawn from the unified Local Govt service.

The commission has 75 staff and is headed by the secretary. Apart from serving as secretary to the commission he is also saddled with the responsibility of controlling and coordinating the activities of the departments to ensure quick and smooth implementation of commission's policy. The commission has 6 functional departments each headed by a director as follows;

- i. Department of Appointment promotion and discipline
- ii. Department of Planning Research and statistics
- iii. Department of training and manpower development
- iv. Department of finance and supplies
- v. Department of Administration
- vi. Department of Primary Health care

Below is the organizational structure of the Kaduna state Local Government Service Commission.

4.6.3. Kaduna State Local Government Service Commission Organizational Chart



4.7. The Niger State Local Government Service Commission

The Niger state government service commission is the key government regulatory organ for the appointment, promotion, discipline and retirement and transfer of local government unified staff GL 07 and above.

The commission also maintains a comprehensive senior staff list and nominal rolls, as well as serves as an appellate body for all petitions or complaints from the governments on issues of promotion, appointment and staff discipline.

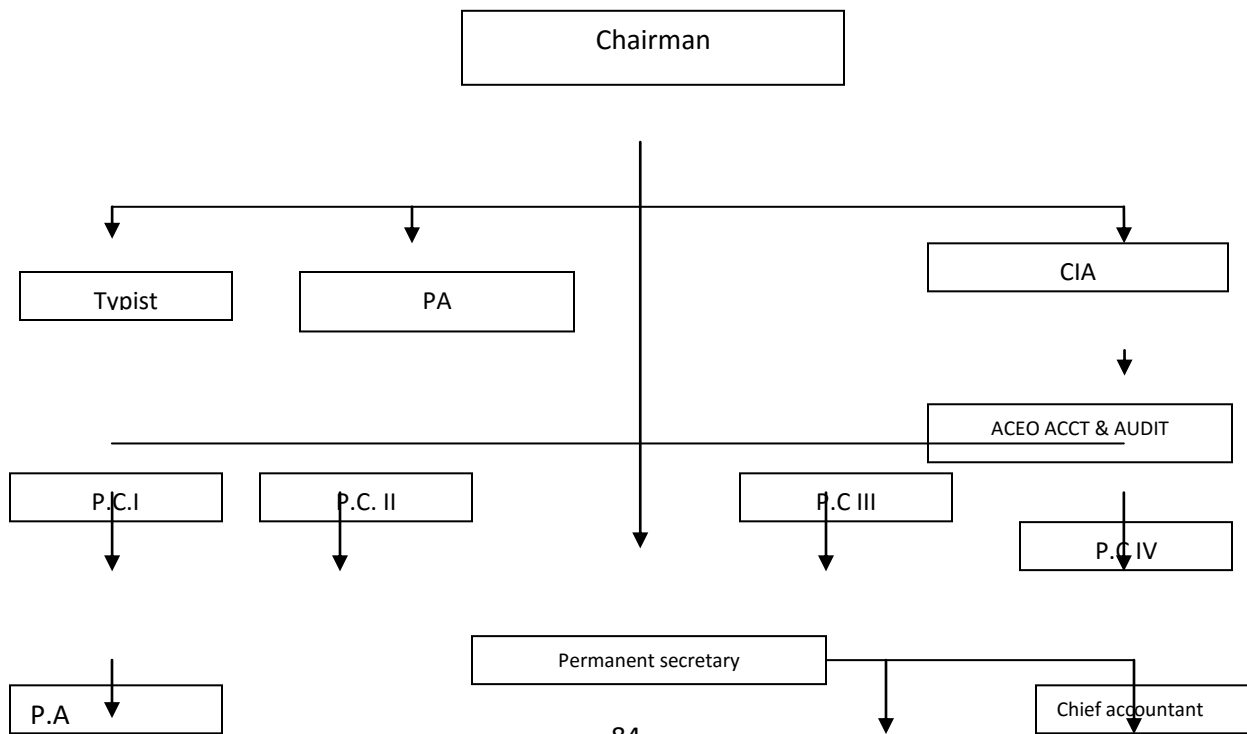
The composition of the board comprises the chairman, four permanent commissioners and a permanent secretary who are saddled with the responsibility of overseeing the activities of the commission.

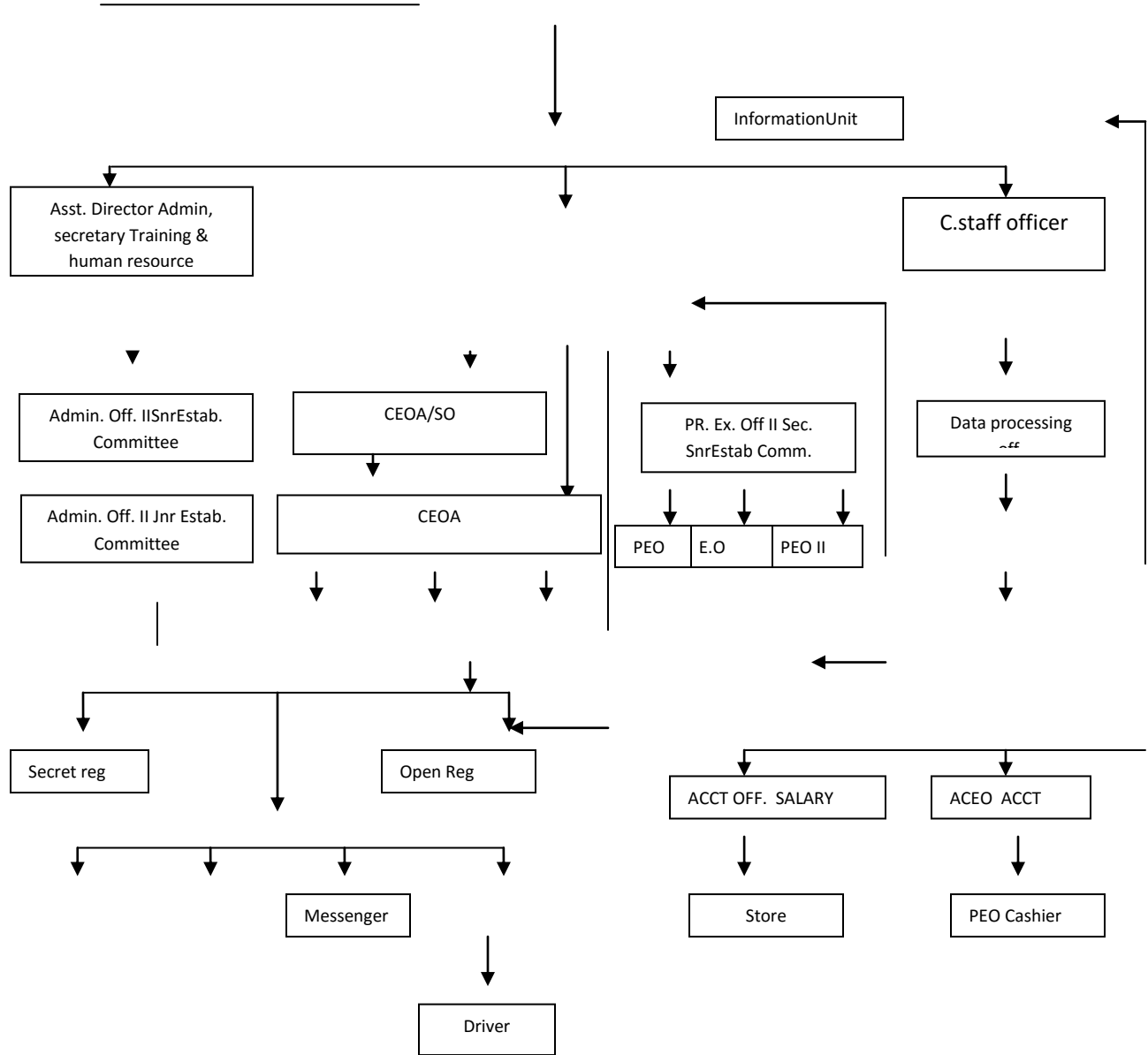
The management staffs are an amalgamation of diverse specialists drawn from different service backgrounds yielded a strong leading management.

A fifty four (54) man squad extracted from ministries of establishment, finance, office of the head of service, and those deployed from local government councils.

For the smooth running of the administration the chief administrative head who at the same time is the permanent secretary, coordinates activities towards achieving set objectives. He works in synergy with the various heads of departments namely, director administration, head planning, research and statistics, the chief accountant, chief internal auditor and stores officer. The diagram below shows the organizational chart of Niger state Local Government Service Commission.

4.7.1. Niger State Local Government Service Commission Organization Chart





Source: Niger state Local Government Service Commission

4.7.2. Functions of the Commission

The Niger state local Government service commission is a lawful body constituted with the duties and responsibilities. Its statutory functions as provided by the enabling laws includes the following

- i. Appointment promotion discipline retirement and transfer of the local government unified staff. GL07 and above as well as transfer into and out of the Local Government service to state/federal service.
- ii. To maintain a comprehensive and up to date senior staff list and nominal rolls for the local Government service.
- iii. To serve as the appellate body for complaints from the LG in respect of appointments promotion and staff discipline
- iv. To monitor the performance of local government in the areas of appointments discipline and promotion of local governments employees on GL 01-06 to ensure that the guidelines are not circumvented.
- v. Assume full responsibility for manpower planning development and training of the local government staff from statutory local government unified staff training fund.

In the implementation of its task the commission is strictly guided by the Handbook on the local government administration in Nigeria, and primarily by the scheme of service for local government employees in Nigeria; and other enactment by the state.

4.7.3. Niger State Local Government Service Commission and Manpower Development.

Apart from appointments and promotions, manpower development is another core mandate of the Local Government Service Commission. Therefore in an effort to ensure professionalism an intensive training programme was vigorously pursued.

i. Training:

For instance table 4.7.3 indicates in 2007 thirty one (31) officers were sponsored for in-service training, in 2008 the figures rose 759 and in 2009 it came down 408 while in 2010 four hundred and seventy seven (477) were sponsored. Amongst these sponsors 109 staffs are pursuing their first degrees, 16 are for masters, 37 are for HND, 6 for PGD, and 5 are into PhD in different courses from various universities and polytechnics alike.

In the areas of seminars/workshops, table 4.7.3 indicates in 2007, five (5) seminars/workshops were organized; in 2008 twenty six (26) were organized with a total of 1652 staff in attendance. In 2009 forty nine (49) workshops were organized, in 2010 eleven workshops and 2011 only six were organized. Due to paucity of funds, only five (5) impactful seminars were organized for 2012 and from 2013-2014 eight workshops/ seminars were conducted. These seminars as reported by the participants were not very impactful seminars, and were sometimes not job related. They were more of lecture delivery by consultants that sometimes are unqualified for such disciplines and are really not intended to inculcate any skills.

ii. Recruitment:

As regards recruitment procedure, interview revealed the system of recruitment in LGSC of Niger State procedures for recruitment, which entails; a request from the Local Government for staffing needs which kick starts a process of events. This involves a mandatory advertisement in national dailies; qualified candidates are invited for an elaborate interview exercise where candidates are assessed using the following criteria.

Interview Assessment Criteria

- a. Appearance 20%
- b. Fluency 30%
- c. Experience 20%
- d. Composure 10%
- e. Qualification 20%

A pass mark of 60% is required as satisfactory. This no doubt presents a process for recruitment by the LGSC. This process is however seriously compromised by a high level interference by state actors as political office holders are usually assigned slots for recruitment, or the usual circumnavigation by majority of the Local Government staff as most are recruited as junior staff by the JSMC and subsequently promoted thereby absorbed by the LGSC.

On the issue of recruitment/appointment Niger state LGSC, employed a total of two hundred and twenty (220) personnel were recruited by the commission while in 2006, one hundred and fifty four (154). Then in 2008 and 2009 forty two (42) and one hundred and nine (109) were employed by the commission respectively. An embargo on recruitment/appointment from 2010-15 put in place by the state government this is shown in table 4.7.3. Therefore there has been no appointment exercise conducted by the commission since 2010. However with this elaborate process of recruitment in place, most staffs are employed by the JSMC as junior cadre staff and subsequently promoted to senior staff cadre thereby enrolled into the LGSC. This means most of the staffs escape the elaborate recruitment process which creates a big avenue for admitting poor and incompetent staff into the system.

4.7.3. Manpower Development efforts in Kaduna and Niger states

	APPOINTMENT		PROMOTION		WORKSHOPS		IN-SERVICE	
Year	KD	NG	KD	NIGER	KD	NIGER	KD	NIGER

2004	23	nil	1231	2376	24	nil	347	nil
2005	46 B&P	220	nil	Nil	30	nil	nil	nil
2006	141 HEALTH	154	2019		17	nil	50	nil
2007	394 GENERAL		965	2986	15	5	237	30
2008	602 FREE HEALTH CARE	42	nil	2098	35	26	nil	759
2009	NIL	109		2006	36	49	472	408
2010	NIL	NIL	2640	2905	38	11	460	477
2011	NIL	NIL	2643	1998	39	6	460	477
2012	NIL	NIL	2645	3289	42	5	460	477
2013	NIL	NIL	3965	3222	48	4	460	477
2014	NIL	NIL	2264	1351	53	4	460	101
2015	NIL	NIL	nil	3027	13	nil	460	101

Source: Field work 2017

4.7.4. Local Government Service Commission and Manpower Development in Kaduna State.

On the other hand in Kaduna state, efforts of the Local Government Service Commission in manpower development are as follows;

- a. **Recruitment:** a very similar system of recruitment to that of Niger state in place which entails; a request from the Local Government for staffing needs to the LGSC, This Followed by a mandatory advertisement in national dallies; qualified candidates are invited for an elaborate interview exercise where candidates are assessed using the following criteria.

Interview Assessment Criteria

- i. Appearance 20%
- ii. Fluency 30%
- iii. Experience 20%
- iv. Composure 10%
- v. Qualification 20%

A pass mark of 60% is required as satisfactory.

In 2004 report indicates 23 legal officers were recruited, while a total of one thousand two hundred and thirty one (1,231) were promoted to various grade levels. A total of 34 workshops/ seminars were conducted with three thousand two hundred and seventy five (3,275) beneficiaries. In the same effort, the board sponsored three hundred and forty seven (347) in various institutions of higher learning. In 2006 it reported a total number of 17 workshops/ seminars conducted with a total of two thousand seven hundred beneficiaries. In 2007 the commission employed about 394 staffs which were posted to all the 23 Local Government in the state, and a promotion exercise of 965 deserving officers to various grade levels.

b. Training:

As regards training, a total of 15 seminars/workshops were conducted with one thousand five hundred and thirty two (1532) beneficiaries. And finally two hundred and thirty seven (237) were sponsored for long term courses in institutions of higher learning. 2009 reported posting of 177 one hundred and seventy seven staff, promotion of one thousand five hundred and eleven (1511), four hundred and seventy two (472) in-service, and a total of 36 seminars/workshops conducted with two thousand eight hundred and eighty seven (2,787) beneficiaries across the 23 local governments of the state. However most of these trainings (seminar/workshops) were found out to be more of a mere lecture delivery, which a lot of the trainees hardly take seriously. Attendance is not considered mandatory as most staff only fill the attendance register and leave only to come back for their certificates at the end of the programme.

The local government service commissions are however without challenges. These challenges shall be presented with other finding at the next chapter of this research work.

The table 4.7.3 indicates the recruitments done by the LGSC of within the period of study. From the table it's evident that recruitment was conducted consistently from 2005 -2008 in Kaduna state, while Niger had a slight edge in the recruitment process by introducing online application, had recruitment exercises in 2003, 2005-2007. Both states had embargo placed on recruitment from 2010-15. This clearly shows that in both Kaduna and Niger states, most of Local Governments staffs are majorly recruited by the JSMC this is because the number of those recruited in the 10 year period is just of a fraction of those that are promoted annually from GL 06 – 07. This alone goes a long way in explaining the dearth of competence in the service. This is because training and motivation are only effective if the employee has the capacity and capability, which can only be ascertained through an effective and efficient recruitment process.

c. Motivation:

Finally in terms of motivation in which case can be seen through promotion as that is the only available motivational incentive in the local Government in both our LGSC. Here promotion is conducted by undertaking a promotion exam usually conducted by consultants which are usually polytechnics or universities, which is however seen as a mere exercise as most staff are promoted regularly.

CHAPTER FIVE:

5.0 DATA ANALYSIS: PRESENTATION AND ANALYSIS.

5.1 Introduction

This study was structured along five main specific objectives to which five research questions were answered and three research null hypotheses tested.

Respondents consisted of 302 staff who responded to the instrument out of the 332 that were distributed accounting for 90.9% of the total sample of the study. The data was analyzed with statistical package of version IBM 23.

The analysis was presented in sections; the first section presents the frequency and percentage distribution of the bio data of the respondents. These include gender, age, and marital status, level of education, employer, Local Government Area, grade level, designation and date of last promotion. The second section presents the level of responses as answers to the items under each of the three sections answering the questions. The third section answers the research questions using the correlation statistics to determine the relationship between manpower development and each of the three casual attributions. The last section tests the three null hypotheses with the inferential statistics of Multiple Linear Regression and the Pearson Product Moment Correlation (PPMC).

The appropriateness of the Regression is its ability to determine if significant relationship exists between the dependent variable of Manpower Development and the independent variable of Local Government Service Commission comprising of recruitment, training and staff motivation and also to test the strength of the relationship. The PPMC statistics is used to determine relationship between two variables that are can be quantified in each case. All the hypotheses were tested at 0.05 alpha level of significance, summary of major findings as well as conclusions drawn were also included.

5.2. Rate of returned Questionnaire

Table 5.1 State distribution and Local Government Distribution of Respondents

Crosstab

			Local Govt Services					Total	
			SabonGari	Ikara	Kd/Nrth	Minna	Bida		Chanchaga
Employer	Kaduna	Nos	59	65	61	0	0	0	185
		percentage	31.9%	35.1%	33.0%	0.0%	0.0%	0.0%	100%
	Niger	Nos	0	0	0	57	36	24	117
		percentage	0.0%	0.0%	0.0%	48.7%	30.8%	20.5%	100%
Total		Nos	59	65	61	57	36	24	302
		percentage	19.5%	21.5%	20.2%	18.9%	11.9%	7.9%	100%

Source: Field Survey, 2017.

According to the above table the rate of return of questionnaires as distributed according to local governments are as follows, a total of 6 Local Government Areas were used, the first three from Kaduna state and others 3 from Niger state. 59 or 31.9% of Kaduna employees are from Sabongari LGA while 65 or 35.1% are from Ikara and the rest 61 or 33.0% from Kaduna North LGA. On the other hand a total of 57 or 48.7% of the Niger state employees are from Minna LGA while 36 or 30.8% are from Bida LGA and the rest 24 or 20.5% from Chanchaga LGA. Therefore a total of 185 or 61.3% of the respondents are employees of Kaduna State while the rest 117 or 38.7% are from local government employees of Niger state.

Table 5.2 Department/ unit of respondents

Crosstab									
			Department/Unit						Total
			Personnel	Agric	Works	Health	Finance	ESD	
Employer	Kaduna	Nos	58	42	32	26	19	8	185
		Percentage	31.4%	22.7%	17.3%	14.1%	10.3%	4.3%	100.0%
	Niger	Nos	29	21	16	13	30	8	117
		Percentage	24.8%	17.9%	13.7%	11.1%	25.6%	6.8%	100.0%
Total		Nos	87	63	48	39	49	16	320
		Percentage	28.8%	20.9%	15.9%	12.9%	16.2%	5.3%	100.0%

Source: Field Survey, 2017.

The above table 5.2 shows further, the department/unit of the respondents. Among the Kaduna state employees, 58 or 31.4% from Personnel department while 42 or 22.7% from Agriculture department as against 32 or 17.3% from works department while 26 or 14.1% from Health department as against 19 or 10.3% from Finance department and the rest 8 or the Kaduna state employees from ESD department. On the other hand, among the Niger state employees, 29 or 24.8% from Personnel department while 21 or 17.9% from Agric department as against 16 or 13.7% from works department while 13 or 11.1% from Health department as against 30 or 25.6% from Finance department and the rest 8 or 6.8% of the Niger state employees from ESD department.

5.2 Presentation of the Bio data variables

Gender * Employer Cross tabulation

			Employer		
			Kaduna	Niger	Total
Gender	Male	Count	132	76	208
		% within gender	63.5%	36.5%	100.0%
	Female	Count	53	41	98
		% within gender	56.4%	43.6%	100.0%
Total	Count		185	117	316
	% within gender		61.3%	38.7%	100.0%

Source: Field Survey, 2017.

Results of the table above showed the gender status of the respondents on state basis. It showed that 132 or 71.4% of the Kaduna state employers are male and the rest 53 or 28.6% are females. In the same vein a total of 76 or 65.0% of the Niger state employees are male and the rest 41 or 35.0% are female. This clearly shows a similar pattern of sex distribution with the male counterparts having the majority in both states.

Table 5.2.1 Age Distribution of Respondents

Crosstab								
			Age					Total
			Less than 21 yrs	21-30 yrs	31 - 40 yrs	41 - 50- yrs	51 -60 yrs	
Employer	Kaduna	Nos	22	38	47	47	31	188

		Percentage	11.9%	20.5%	25.4%	25.4%	16.7%	100%
	Niger	Nos	12	23	30	29	23	118
		Percentage	10.3%	19.7%	25.6%	24.8%	19.7%	100%
Total		Nos	34	61	77	76	54	316
		Percentage	11.3%	20.2%	25.5%	25.2%	17.8%	100%

Source: Field Survey, 2017.

As can be shown above among the Kaduna state employees, 22 or 11.9% are less than 21 years while 38 or 20.5% are between 21-30 years while 47 or 25.4% are between 31-40 years, as against 47 or 25.4% are between 41-50 years while 25 or 16.7% are between 51-60 years. On the other hand, among the Niger state employees, 12 or 10.3% are less than 21 years while 23 or 19.7% are between 21-30 years as against 30 or 25.6% are between 31-40 years while 29 or 24.8% are between 41-50 years as against 18 or 19.7% are between 51-60 years. This clearly shows the age bracket of our respondents. Showing the bulk of the respondents are between 21 to 50 years in both states.

Table 5.2.2 Educational level of Respondents

Crosstab									
			Level of Education					Total	
			P/Graduate	Degree/HND	NCE/OND	SSCE/GCE	Pri/ Cert		Others
Employer	Kaduna	Nos	18	31	37	18	59	22	188
		percentage	9.7%	16.8%	20.0%	9.7%	31.9%	11.9%	100%
	Niger	Nos	14	20	25	14	29	15	118
		percentage	12.0%	17.1%	21.4%	12.0%	24.8%	12.8%	100%
Total		Nos	32	51	62	32	88	37	316
		percentage	20.6%	32.9%	40.5%	nil	nil	nil	100%

Source: Field Survey, 2017.

On level of education of both Kaduna and Niger state LG employees, showed that among the Kaduna state LG employees, 18 or 9.7% possess Post graduate, while 62 or 34.8% possess degree/HND as against 72 or 40.0% possess NCE/OND. On the other hand, among the Niger state employees, 14 or 30.0% hold a Post graduate, while 20 or 40.1% possess degree/HND as against 25 or 42.4% possess NCE/OND.

Table 5.2.3 Grade level of respondents

Crosstab												
			Grade Level									Total
			7	8	9	10	11	12	13	14	15	
Employer	Kaduna	Nos	31	26	42	14	23	16	8	17	8	188
		Percentage	15.9%	14.1%	22.7%	7.6%	12.4%	8.6%	4.3%	9.2%	4.3%	100%
	Niger	Nos	23	17	25	8	14	10	5	10	5	117
		Percentage	19.7%	14.5%	21.4%	6.8%	12.0%	8.5%	4.3%	8.5%	4.3%	100%
Total		Nos	54	43	67	22	37	26	13	27	13	302
		Percentage	18.9%	14.2%	22.2%	7.3%	12.3%	8.6%	4.3%	8.9%	4.3%	100%

Source: Field Survey, 2017.

As presented in Table 5.7 above, the Salary grade level of the respondents on the basis of their state shows among the Kaduna state employees, 31 or 15.9% in grade level 7 while 26 or 14.1% in grade level 8 while 42 or 22.7% in grade level 9 as against 14 or 7.6% in grade level 10 while 23 or 12.4% in grade level 11 as against 16 or 8.6% in grade level 12 while 8 or 4.3% in grade level 13 while 17 or 9.2% in grade level 14 and the rest 8 or 4.3% in grade level 15. On the other hand, among the Niger state employees, 7 or 6.0%) in grade level 6, while 16 or 13.7% in grade level 7 while 17 or 14.5% in grade level 8 while 25 or 21.4% in grade level 9 as against 8 or 6.8% in grade level 10 while 14 or 12.0% in

grade level 11 as against 10 or 8.5% in grade level 12 while 5 or 4.3% in grade level 13 while 10 or 8.5% in grade level 14 and the rest 5 or 4.3% in grade level 15.

5.3 RESEARCH QUESTIONS

5.3.1 QUESTION ONE: To what extent has the local government service commission enhanced manpower development in Nigerian Local Governments?

Table 5.9 Kaduna =185 Niger=117s

s/no	Item	Employer	Response categories					Total	Mean
			VE	E	UD	IE	VI		
1	Rate the timely promotion process of the institution called Local Government Service Commission	Kaduna	60	50	40	30	5	185	3.703
		Niger	80	10	10	7	10	117	4.222
2	How would you rate availability of funds	Kaduna	65	70	20	15	15	185	3.838
		Niger	70	20	7	10	10	117	4.111
3	How satisfactory is the Local Government Service Commission in staff training	Kaduna	70	40	35	25	15	185	3.676
		Niger	57	30	10	11	9	117	3.983
4	How would you rate the LGSC provision in staff motivation	Kaduna	15	25	46	46	52	185	2.484
		Niger	8	13	9	31	56	117	2.026
5	What is the level of the ability and capacity of LGSC to manage the manpower development of all the local governments the state	Kaduna	56	42	38	30	19	185	3.465
		Niger	51	41	11	6	8	117	4.034
	Cumulative mean							3.5542	

The table above revealed the responses of Kaduna and Niger states respondents' views on the extent to which the local government service commission enhanced manpower development in Nigerian Local Governments in Kaduna and Niger state.

Starting with the overall effectiveness of the LGSC, 60(32%) and 50(27%) of respondents from Kaduna state believed the state LGSC "very effective" and "effective" respectively, and 30(16%) and 5(3%) believed its "ineffective" and "very effective", However a high number of 40(22%) of our respondents were undecided. On other hand, in Niger state, 80(67%) and 10(9%) respondents were of the opinion that the Niger state LGSC is "very effective" and "effective" respectively. A few percentage of 5(2%) and

10(9%) opined it's "ineffective" and "very effective" respectively while about 10(9%) were undecided. On the whole, both LGSC were considered as effective in the discharge of their responsibilities but Niger state could be considered as more effective in line with the responses of the respondents.

On the recruitment process of the LGSC 65(35%) and 70(37%) respondents from Kaduna state respondents believed that the process is "very effective" and "effective" respectively. Even though 20(11%) were "undecided", 15(8%) were of the opinion that the recruitment process is both "ineffective" and "effective". On the other hand Niger state respondents had a similar view with 70(60%) and 20(17%) said the recruitment process is "very effective" and "effective" respectively, only 7(6%) were however undecided. While 10(9%) said it's both "ineffective" and "very effective". This shows that the recruitment process of the LGSC is "very effective" in both Kaduna and Niger States as over 70% of all the respondents across the states agreed that the process was "very effective".

On the efforts of the LGSC on staff training 70(37%) and 40(22%) of Kaduna State respondent's opined its "very effective" and "effective" respectively, 35(19%) were undecided while 25(14%) and 15(8%) believed it to be "ineffective" and "very effective". On other hand, In Niger state, 57 (48%) and 30(26%) believed the commission efforts in staff training was "very effective" and "effective" respectively. 10(9%) were undecided while 11(9%) and 9(8%) believed it's "ineffective" and "very effective" respectively. Looking at the statistics it's safe to say that the effort of the LGSC in staff training is commendable.

On the issue of staff motivation 18 (10%) and 30(16%) of respondents in Kaduna state were of the opinion that it's "very effective" and "effective" respectively while a 46(25%) respondents were undecided and 46(25%) and 45(14%) believed its "ineffective" and "very effective". On the other hand 8(7%) and 13(11%) of Niger state respondents indicated that it's "very effective" and "effective" respectively, only 9(8%) were "undecided" but 31(27%) and 56(48%) said its "ineffective" and "very effective" respectively. This shows that the staff motivation in the local Govt is "very ineffective".

Finally on the issue of the ability and capacity of the Local Government Service Commission in managing manpower development of the entire staff of LG in the State, 56(30%) and 42(23%) of Kaduna state respondents said “very effective” and “effective”, 38(21%) were however “undecided” 30(16%) and 19(10%) its “ineffective” and “very effective” respectively. While in Niger state, 51(44%) respondents stated it’s both “very effective” and “effective” while 11(9%) were “undecided”. But 6(5%) and 8(7%) said it’s “ineffective” ” and “very effective” respectively. Therefore it’s safe to conclude that the capacity of the commission is not in doubt in both states however there’s seemed a lot of sceptics in the performance of the commission in both in Kaduna state and Niger state.

5.3.1.1 Summary of Answer to the Question One

The Local Government Service Commission has made efforts to enhanced Manpower development in Nigerian Local Governments through trainings to local government employees, capacity building even though these trainings are a mere routine exercises which lack merit and substance. This is further compounded by constraints of inadequate funding, sometimes corruption and political interference.

5.3.2. Question Two: What is the system of recruitment adopted by the local government service commission?

Table 5.3.2: *Recruitment process in Kaduna an/d Niger state*

Kaduna =185 Niger=117

s/no	Item	Employer	Response categories					Total	Mean
			VE	E	UD	IE	VI		
1	Rate the enforcement level of a strict recruitment process on the capacity of manpower in the local government	Kaduna	55	55	30	35	10	185	3.595
		Niger	60	20	9	11	17	117	
2	Rate the negative effects of political interference on recruitment process of the LGSC	Kaduna	71	51	21	23	19	185	3.714
		Niger	39	31	27	10	10	117	
3	Rate the objectivity of the process of your employment into the service?	Kaduna	17	24	37	43	64	185	2.389
		Niger	13	12	11	34	47	117	
4	To what extent do you agree that	Kaduna	49	44	33	39	20	185	3.341

	political interference is a bane to effective recruitment process	Niger	46	28	15	16	12	117	3.684
5	Rate the of transparency in the recruitment process of the LGSC	Kaduna	50	60	28	28	19	185	3.508
		Niger	47	38	15	8	9	117	3.906
	Cumulative mean								3.3855

The table above showed the respondent views on the effectiveness of Recruitment process in Kaduna and Niger state. Responses from Kaduna state respondent on if enforcement of strict recruitment process can affect the capacity of manpower in the local government as detailed shows that a total of 55(30%) “Very effective”, and another 55(30%) “effective” while 30(16%) were “undecided”, but 35(19%) and 10(5%) “ineffective” and “very ineffective” respectively. Meanwhile from Niger state responses, we had 60(51%) and 20(17%) that “very effective” and “effective” respectively as against 9(8%) that were “undecided” while 11(9%) “Disagree” and the rest 17(15%) of them “very ineffective”. On the whole, respondents across the both states believe that the enforcement of strict recruitment process can affect the capacity of manpower in the local government.

When asked of the effects of political interference to recruitment process of the LGSC to Kaduna state respondents, a total of 71(38%) agreed it was very effective while 51(28%) said “effective” as against 21(21%) that were “undecided” while 23(12%) believed it was “ineffective” and the rest 19(10%) said “very ineffective”. Similarly from Niger state respondents, 39(33%) choose “Very effective” and 31(26%) “Effective”, while 27(23%) were “undecided”, but 10(9%) said both “ineffective” and “very ineffective”. This shows that the majority strongly believes that political interference affects the recruitment process of the LGSC negatively in both states with Kaduna state having a higher indication.

When asked if their recruitment process was merit based our respondents were of the following opinion. In Kaduna State, 17(9%) said “Very effective”, 24(13%) “Effective” while 37(20%) were “undecided”, but 43(23%) “Ineffective” and 64(35%) “Very ineffective”. On the other hand, in Niger state 13(11%) said “Very effective”, 12(10%) “effective” while 14(12%) were “undecided”. However

34(29%) believed it was “ineffective” and 47(40%) “very ineffective”. This goes to show that majority of our respondents were not actually recruited through a merit based process. This view corroborates our interview responses that majority of the staff of the LGSC were recruited by the JSMC not the LGSC.

5.3.2.1. Summary of answers to Question Two

The effectiveness of the system of recruitment adopted by the Local Government Service Commission is averagely effective, even in the face of constraints such as political interference, incidence of indiscipline/corruption or abuse in the issues of staff posting and selection for training. However, most staff of the Local Government were not recruited through this process, therefore enforcement of strict merit based recruitment processes of both LGSC and JSMC can positively affect the capacity of manpower in the local government.

5.4. Question Three: What is the rating level of the trainings conducted by the Local Government Service Commission?

Table 5.3

s/no	Item	Employer	Response categories					Total	Mean
			VE	E	UD	IE	VI		
1	How would you rate the overall trainings conducted by the commission	Kaduna	60	50	40	30	5	185	3.703
		Niger	80	10	10	7	10	117	4.222
2	How relevance of these trainings to your job specification	Kaduna	70	40	35	25	15	185	3.676
		Niger	57	30	10	11	9	117	3.983
3	How would you rate the adequacy of payment of transportation and accommodation for training by the LGSC	Kaduna	45	46	23	37	34	185	3.168
		Niger	56	31	9	13	8	117	3.974
4	How frequent do you go on training annually	Kaduna	65	70	20	15	15	185	3.838
		Niger	70	20	7	10	10	117	4.111
5	How transparent is the mode of selection of trainees	Kaduna	56	42	38	30	19	185	3.465
		Niger	51	41	11	6	8	117	4.034
	Cumulative mean							3.8174	

The table above indicates the responses from respondents as regards issues of training conducted by the LGSC. The overall assessment of trainings conducted by the Local Government Service Commission as assessed by our diverse respondents states that in Kaduna state 60 (32%) and 50(27%) while in Niger state as higher number of 80(68%) and 10(10%) said Highly effective and “effective” respectively as against 5(2%) in Kaduna that felt its highly “ineffective” or 10 (8%) in Niger who have the same view. However a sizeable number of 40(21%) and 10(8%) were undecided in both Kaduna and Niger states respectively. These indicate the overall assessments of both Kaduna and Niger state trainings are effective.

The relevance of these trainings to the employees job specification, shows that both Kaduna and Niger state responded positively as 70(37.8%) and 40 (22%) in Kaduna stated “very effective” and “effective” respectively while Niger State indicated 57 (49%) and 30(25%) stated “very effective” and “effective” respectively while only a 10(5%) in Kaduna indicated “very effective” and 9(7%) in Niger said “very effective”. This implies that the trainings are relevant to most of the employees’ job specification. This goes to corroborate our findings from the secondary data which states training needs assessment was conducted to ascertain the areas of deficiency of staff. Hence training are tailor-made to suit staff needs

On the adequacy of payment of accommodation and transport, in Kaduna state according to 45 or 24% are 46 or 24 % are of the opinion that it’s “very effective” and “effective” respectively while 37or 20% and 34(18%) said “ineffective” and “very effective” finally 23 (12%) are undecided. In Niger state on the other hand Niger state respondents agreed 56(30%) and 31(16%) to be “very effective” and “effective” respectively while 13(11%) and 8(6%) This shows that a the number of those that agreed its “very effective” and “effective” are fewer as compared to other questions asked. This presents some level of skepticism on the respondents on the timely payment and adequacy of the payment in Kaduna state while Niger state respondents agreed payment is timely and adequate.

65(35%) and 70(39%) Respondents from Kaduna state indicated “very effective” and “effective” respectively on the frequency of training and 15(8%) for “very effective”. On the other hand in Niger State, 70(58%) and 20(17%) indicated “very effective” and “ineffective” respectively, while 15(8%) and 10(9%) are of the opinion that it’s very in effective in Kaduna and Niger State respectively. This clearly shows that staffs of both Kaduna and Niger states frequently go for training annually.

On the transparency of the mode of selection of trainee by the Local Government Service Commission, 56(30%) and 42(22%) agreed the system is “very effective” and “effective” respectively while 38(20%) were undecided but 30(16%) and 19(10%) said “ineffective” and “very effective” respectively. On other hand, Niger State 51(44%) and 41(35%) respondents agreed to be “very effective”, and “effective” respectively while 6(5%) and 8(7%) as “ineffective” and “very effective” respectively. This shows that the selection of The Local Government Service Commission is faced majorly by constraints of inadequate funding, and sometimes corruption and political interference. Therefore the State Government should provide enough budgetary provision for the Local Government Service Commission to carry out their statutory duties. Training is more effective in Niger State than Kaduna.

5.4.1. Summary of Answer to Question Three

Both Kaduna and Niger states had conducted several trainings over the years. There are questions as to the impact of these trainings, the extent to which they have improved staff performance in relation to their jobs is obviously lacking, owing to the fact that the capacity of staff is still in question. There’s a need for an enhanced comprehensive training policy in the LGSC.

5.5. Question FOUR: How motivational factors enhance productivity in the local government service?

Table 5.5 Kaduna =185 Niger=117

s/no	Item	Employer	Response Categories					Total	Mean
			VE	E	UD	IE	VI		
1	How would you rate the efforts of the LGSC in staff motivation?	Kaduna	51	59	33	36	6	185	3.611
		Niger	73	22	6	11	11	117	4.098
2	How would you rate the payment of accommodation and fringe benefits for the staff Local Government Service	Kaduna	12	16	22	55	80	185	2.054
		Niger	11	12	4	54	36	117	2.214
3	Adequate tools and materials for work are provided for effective discharge of staff duties	Kaduna	25	17	4	71	38	185	2.484
		Niger	14	10	6	55	33	117	2.297
4	Job satisfaction is guaranteed by the LGSC to staff through a transparent system of selection of trainees, merit based promotion and recognition for deserving staff.	Kaduna	37	54	35	40	19	185	3.270
		Niger	40	38	15	13	10	117	3.733
5	How effective are other intrinsic motivational incentives such as reward recognition,	Kaduna	9	7	6	80	84	185	1.801
		Niger	4	5	7	43	55	117	1.772
	Cumulative mean							2.7334	

The table above revealed the responses on the effectiveness of the motivational factors put in place by the Local Government Service Commission for Manpower Development in Kaduna and Niger.

The first question asked was to rate the efforts of the LGSC in staff motivation. In Kaduna state 6(3%) of the respondents believed it's "very effective", 36(19%) believe its "effective" while 33 (19%) were undecided but 59(32%) and 51(28%) believed it's "ineffective" and "very effective" respectively. On the other hand 11(9%) of Niger State respondents were of the opinion that it's "very effective", 22(19%) "Effective" and only 6(5%) were undecided but 73(62%) and 22(19%) opposed to say both "ineffective" and "very effective" respectively. This presents that the motivational factors in both states are very ineffective with Kaduna state stating having a stronger view than Niger. This however corroborates the results from our secondary source that says there's no motivational factors exist in the local Government service.

On rating payment of accommodation and other fringe benefits to motivate staff, In Kaduna State, only 12(6%) and 16(9%) agreed its "very effective" and "effective" respectively, while 22(19%) were

undecided, but on the contrary, 55(30%) and 80(43%) were of the opinion its “ineffective” and “very effective” respectively. On the other hand, Niger state presents a similar opinion with 11(9%) and 12(10%) opined it as “very effective” and “effective” respectively, with only 4(3%) being undecided. Again, 53(45%) and 36(31%) opposed the earlier view to say its “ineffective” and “very effective” respectively. This presents a gross inadequacy of fringe benefits in the both states with Niger state being the lowest.

On the adequacy of tool and working materials for effective discharge of duties, staff responded as follows. 25(14%) of Kaduna State respondents said it’s “very effective”, 17(9%) said effective while only 4(2%) were undecided. However 71(38%) and 38 (21%) the contrary believed it was “ineffective” and “very effective” respectively. On the other hand in Niger State, 14(12%) and 10(9%) of the respondents stated “very effective” and “effective” respectively, 6(5%) were undecided but 55(47%) and 33(22%) opposed the earlier view saying it’s “ineffective” and “very effective” respectively. This presents the high level of inadequacy.

On efforts of the LGSC on Job satisfaction through ensuring meritocracy respondent responded thus; 37(20%) and 54(29%) from Kaduna state were of the opinion that it’s “very effective” and “effective” respectively, 35(19%) were undecided while 40(21%) and 19(10%) had an opposing opinion believed it’s “ineffective” and “very effective”. While in Niger state, the opinions were however similar to Kaduna in that, 40(34%) and 38 (32%) agreed its “very effective” and “effective” respectively while 15(13%) were undecided and 13(11%) and 10 (9%) believed its “ineffective” and “very effective”

Finally on the effectiveness of motivational incentives, 7 (4%) and 9 (5%) of the respondents in Kaduna state believed it’s “very effective” and “effective” respectively while 6(3%) were undecided and a large chunk of 72(80%) and 76(84%) said it’s “ineffective” and “very effective” respectively. On the other hand Niger state response shows 4(3%) and 5(4%) respondents saying it’s “very effective” and “effective” while 7(6%) were undecided and 55(47%) and 46(39%) opposed that view saying it’s

“ineffective” and “very effective” respectively. This shows the vast majority in both states believes that the motivational incentives are very inadequate.

5.5.1. Summary of Answer to Question Four

The only motivational factor put in place to enhance productivity in the local government service is leave grant. This is grossly inadequate in terms of motivation and in comparison to other efficient institutions.

The issue of motivation in the LG service needs urgent attention. Therefore the motivational factor in LG does not enhance productivity in the service.

5.6. Question Five: How does funding affect manpower development programmes of the Local Government Service Commission?

Table 5.5 Kaduna =185 Niger=117

s/no	Item	Employer	Response categories					Total	Mean
			VE	E	UD	IE	VI		
1	How would you rate the effectiveness of funding of manpower development programme of the LGSC?	Kaduna	40	70	25	40	10	185	3.486
		Niger	65	30	5	10	12	117	4.033
2	How effective is funding constraint in manpower development?	Kaduna	55	80	22	13	15	185	3.795
		Niger	59	28	7	9	13	117	3.957
3	Do you believe that the 1% training fund is enough for staff training of all the staff of LG across the state effectively?	Kaduna	70	48	35	25	16	185	3.675
		Niger	49	35	10	12	11	117	3.846
4	How effective is the LGSC in payment of funds for long term trainees of the LG	Kaduna	40	50	40	38	19	185	3.289
		Niger	55	32	5	15	9	117	3.940
5	How would you rate the effectiveness of the LGSC in management of funds?	Kaduna	60	38	24	45	19	185	3.403
		Niger	52	42	10	5	10	117	4.017
	Cumulative mean							3.7441	

The table above revealed the responses of Kaduna and Niger states respondents views on the level of funding on manpower development programmes of the Local Government Service Commission.

The first question was on the effectiveness of funding of manpower development programs of the LGSC. Responses from Kaduna state respondents are thus; 40(22%) and 45(24%) while 25(14%) were undecided. However 40(22%) and 10(5%) believed its “ineffective” and “very effective” respectively. on the other hand, Niger state respondents has similar response with 65(56%) and 30(26%) respondents stating “very effective” and “effective” respectively, where only 5 (4%) were undecided, 10 (9%) and 12 (10%) believed its “ineffective” and “very effective”. This clearly states that funding of manpower development programs is “very effective” in both Kaduna and Niger states.

On the issue of funding constraints, 55(30%) and 80(43%) respondents from Kaduna states believed it’s “very effective” and “effective” respectively while 22(12%) were undecided. However on the opposing side, 13(7%) and 15(8%) stated it’s “ineffective” and “very effective” respectively. Very similarly, in Niger State, 59(50%) and 28(24%) stated “very effective” and “effective” respectively, while only 7(6%) were undecided. However 9(8%) and 13(11%) were on the opposite stating “ineffective” and “very effective”.

When asked if the statutory training fund is enough to adequately fund manpower development programs across the state, 70(38%) and 48(26%) of our respondents from Kaduna agrees its “very effective” and “effective” respectively, while 35(19%) were undecided. However 25(14%) and 16(9%) disagreed saying it’s “ineffective” and “very effective” respectively. On the hand and in a similar fashion, in Niger state, 49(26%) and 35(19%) affirmed it as “very effective” and “effective”, while 10(5%) were undecided but 12(6%) and 11(6%) disagreed stating its “ineffective” and “very effective”. This shows that the 1% statutory training fund seemed to be adequate in aiding manpower development across the state effectively.

In terms of the effectiveness of the LGSC in payment of funds for long term trainees of the LG, 40(22%) and 50(27%) our respondents affirmed the effectiveness saying it’s “very effective” and “effective” respectively while 40(22%) were undecided. However 38(21%) and 19() disagreed saying its

“ineffective” and “very effective”. On the other hand, Niger state respondents had almost the same view with 55(47%) and 32(27%) said it’s “very effective” and “effective” respectively, while only 5(4%) were undecided. But 15(13%) and 9(8%) disagreed with the majority stating it’s “ineffective” and “very effective” respectively. This shows that LGSC is effective in payment of funds to long term trainees.

Respondents were finally asked the effectiveness of the LGSC in funds management. A large percentage of the respondents from Kaduna 60(32%) and 38(26%) affirmed that the commission is “very effective” and “effective” in funds management respectively, while only 24(13%) were undecided. But 45(24) and 19(10%) disagreed saying the commission is “ineffective” and “very effective” in funds management respectively. On the hand Niger state had a slightly higher affirmation with 52(44%) and 52(44%) indicating “very effective” and “effective” respectively, while only 10(9%) were undecided, and just 5(4%) and 10(9%) were in disagreement stating it’s “ineffective” and “very effective”. This shows that Niger state is regarded to be much better than Kaduna state LGSC in funds management.

5.6.1 Answer to Question Five;

Inadequate funding is seriously affecting manpower development programmes of the Local Government Service Commission. This is as the payment for accommodation and transport for the trainings by the Local Government Service Commission, is far below average and the regularity of payment of funds is not regular and needs to be improved upon(the 1% training fund is grossly in adequate, thus needs to be reviewed to reflect the current economic realities)

5.7. Responses from Interview

Responses from interview reveals that in both Kaduna and Niger states has effective recruitment process in place but a large percentage of the staff of the local Governments are recruited as junior staff by the Junior Staff Management Committee (JSMC) of their various LGs. These in turn are subsequently promoted to senior staffs thereby absorbed by the LGSC. Available recruitment records shows that the last recruitment exercise in both Kaduna and Niger States LGSC were conducted in 2008 and 2009 respectively.

Responses from interview revealed the recruitments done by the LGSC of both states within the period of study; Recruitment was conducted consistently from 2005 -2008 in Kaduna state, while Niger had recruitment exercises in 2003, 2005-2007. Both states had embargo placed on recruitment from 2010-15. This clearly shows that most of Local Governments staffs are recruited by the JSMC this is because the number of those recruited in the 10 year period is just a fraction of those that are promoted annually from GL 06 – 07. This alone goes a long way in explaining the dearth of competence in the service.

As regards recruitment procedure, interview revealed the system of recruitment procedure in both LGSC of Kaduna and Niger States, which entails; a request from the Local Government for staffing needs which kick starts the process. Then a mandatory advertisement in national dallies; qualified candidates are invited for an elaborate interview exercise where candidates are assessed using the following criteria.

Interview Assessment Criteria

1. Appearance 20%
2. Fluency 30%
3. Experience 20%
4. Composure 10%
5. Qualification 20%

A pass mark of 60% is required as satisfactory. This no doubt presents a process for recruitment by the LGSC. This process is however seriously compromised by a high level interference by state actors as political office holders are usually assigned slots for recruitment, or the usual circumnavigation by

majority of the Local Government staff as most are recruited as junior staff by the JSMC and subsequently promoted thereby absorbed by the LGSC.

The result of the interview in all the LGA revealed that staff are employed and posted to them without their request or consent. Staffs are also transferred out of the LGAs without the consent of the LGAs. Our study found that firing of erring or non performing staff by the LGAs is difficult or impossible hence, loyalty to other state organs is considered a higher virtue than performing one's duties and responsibilities. In this context, civil servants feel emasculated and threatened and usually cooperate or 'face the consequences'.

In Kaduna state, 2015 staff posting for Directors and Treasurers was reversed by the state government due to allegations of gross misconduct in posting. This goes a long way in explaining high level of political interference which breeds incapacity and incompetence in the Local Government service.

The LGSC organize trainings based on the availability of funds at their disposal. The funding varies monthly because it depends on the statutory allocation to the Local Governments from the federal allocation. 1 percent is usually deducted at source as training fund. This directly affects the training activities because sometimes the funding is too low for adequate training to be conducted and the LGSC finds it difficult to make long term plans which really affects performance. The LGSC conducts two types of trainings, long term (in service) and short term (workshops). The table above shows the number of workshops conducted in Kaduna state grew from 24 in 2004 to an average of 38 from 2008-2015. While in Niger State, only had 26, and 49 workshops in 2006, and 2009 respectively and all other years are as low as 4 in a year. As regards the in-service as high as 400 number of staff enjoy from both states annually.

Responses revealed that the LG service is seriously lacking in the areas of staff motivation as it has the lowest remuneration in the federation, and the only non-salary incentive available to them is the leave allowance which payment is irregular. Staff housing is seriously lacking in the local Government Service

as in the other tiers of Government. This will no doubt boost the morale of the staff particularly those that are away from their home local Government. Other Motivational Packages such as car loans, furniture allowances and conducive working environment which particularly simple office furniture, computers photocopiers etc are totally absent in the Local Government Service in both states of study. This therefore entrenches the lack of motivation and commitment across the staff. Local Government Staff needs to be adequately motivated in order to entrench commitment to duty and competence. Payment of transport for and night allowance for training is paid regularly but payment for long term training is usually delayed as payment for 2015/2016 session are done in 2017. This However done subject to availability of funds.

5.7. Summary of Answers to all Research Questions

The Local Government Service Commission has made efforts to enhanced Manpower development in Nigerian Local Governments through trainings to local government employees, capacity building even though these trainings are seen to be a mere routine exercises which lack merit and substance. This is further compounded by constraints of inadequate funding, sometimes corruption and political interference.

The effectiveness of the system of recruitment adopted by the Local Government Service Commission is averagely effective, even in the face of constraints such as political interference, incidence of indiscipline/corruption or abuse in the issues of staff posting and selection for training, and therefore enforcement of strictly merit based recruitment processes for both LGSC and JSMC can positively affect the capacity of manpower in the local government

Both Kaduna and Niger states had conducted several trainings over the years. There are questions as to the impact of these trainings, the extent to which they have improved staff performance in relation to their jobs is obviously lacking, owing to the fact that the capacity of staff is still in question. There's a need for an enhanced comprehensive training policy in the LGSC.

The only motivational factor put in place to enhance productivity in the local government service is leave grant. This is grossly inadequate in terms of motivation and in comparison to other efficient institutions. The issue of motivation in the LG service needs urgent attention. Therefore the motivational factor in LG does not enhance productivity in the service.

Inadequate funding is seriously affecting manpower development programmes of the Local Government Service Commission. This because the 1% training fund is highly inadequate which is compounded by the fact that it always fluctuates as the actual amount depends on the allocation from the FG. This has no doubt grossly inhibited the conduct of both recruitment and trainings in the LGSC. The payment for accommodation and transport for the trainings by the Local Government Service Commission is far below average and the regularity of payment of funds is not regular and needs to be improved upon.

5.8. Reliability of research Instrument:

The reliability of instrument using the Cronbach Alpha reliability coefficient is 0.82. This reliability coefficient confirms the instrument as suitable for the main work. This was a confirmation of test of reliability by Spiegel M (1992), and Stevens, J (1996), and Olayiwola, A. O. (2010). According to them an instrument is considered reliable if its reliability coefficient lies between 0 and 1, and that the closer the calculated reliability coefficient is to zero, the less reliable is the instrument, and the closer the calculated reliability co-efficient is to 1, the more reliable is the instrument. This therefore confirms the reliability of the data collection instrument used as fit for the main work.

5.9. General Table on the Differential Effects of the Independent Variables on the Dependent Variable

Table effect of the independent variables on the man power development of the local government commission

	Independent variables of the Local Government Commission	Mean Level of effect on Man Power Development	Rank	Remarks
1	System of recruitment adopted of the LGSC	3.3855	4	Funding and trainings have the highest mean effect on Man Power development
2	the trainings conducted by the LGSC	3.8174	1	
3	Motivational factors by the LGSC	2.7334	5	
4	Funding	3.7441	2	

Funding and Trainings of the Local Government Service Commission have the highest effect on Man power development among the local government areas of Kaduna and Niger states of Nigeria while motivational factors and system of recruitment as the least effect

5.10. Hypotheses Testing

The research Hypotheses are intended to measure Local Government Service Commission with the following variables (Enhancement services of the LGSC, System of Recruitment of the LGSC. Trainings conducted by LGSC, Motivational factors of LGSC and Funding of LGSC). Hence our four null hypothesis formulated were tested below;

Major Hypothesis states that there is no significant relationship between dependent variable of Manpower Development and the independent variable of Recruitment of the LGSC. Trainings conducted by LGSC, Motivational factors of LGSC and Funding process of Local Government Service Commission.)

Table 5.48: **Multiple Regression Analysis** of relationship between dependent variable of Manpower Development) and the independent variables of Local Government Service Commission (System of Recruitment, Trainings, Motivational factors and Funding process of LGSC)

Regression

Correlations

		MANPOWER DEVELOPMENT	System of Recruitment	Trainings	Motivational factors	Funding
Pearson Correlation	MANPOWER_DEVELOPMENT	1.000	.690	.600	.974	.999
	Recruitment	.690	1.000	.909	.701	.692
	Trainings	.600	.909	1.000	.636	.601
	Motivational factors	.974	.701	.636	1.000	.973
	Funding	.999	.692	.601	.973	1.000
	MANPOWER DEVELOPMENT	.	.000	.000	.000	.000
Sig. (1-tailed)	Recruitment	.000	.	.000	.000	.000
	Trainings	.000	.000	.	.034	.000
	Motivational factors	.000	.000	.000	.000	.000
	Funding	.000	.000	.000	.000	.
	MAN_POWER_DEVELOPMENT	301	301	301	301	301
	Recruitment	301	301	301	301	301
N	Trainings	301	301	301	301	301
	Motivational factors	301	301	301	301	301
	Funding	301	301	301	301	301

Model Summary

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate	R Square Change	DF	Change Statistics	
							F	P
1	.999 ^a	.998	.998	.30928	.998	4	35010.7	0.00

a. Dependent Variable: MAN_POWER_DEVELOPMENT

b. Predictors: (Constant), Recruitment, Funding, Trainings , Motivational factors of LGSC

The regression analysis above showed that there is significant relationship between the dependent variable (Man Power development) and the four independent variables

(Recruitment system of the LGSC, Trainings conducted by LGSC, Motivational factors of LGSC and Funding process of LGSC)

Reasons being that the computed p value of 0.000 is lower than the 0.05 alpha level and the computed F ratio value of 30501 is higher than the 3.000 critical F value. The relationship between the dependent variable and the independent variables is very strong; as the regression values of 0.999 the computed R square value of 0.988 and computed Adjusted R square value of 0.988 are all higher than the 0.40 Standard Regression critical values.

Individually, the level of trainings and funding of the LGSC have the highest effect on the Manpower development

Therefore from the above multiple regression analysis it shows there is a positive significant relationship between dependent variable of Manpower Development (high productivity, efficient service delivery, and positive attitude to work as its proxies) and the independent variables of (Recruitment System of the LGSC. Trainings conducted by LGSC, Motivational factors of LGSC and Funding process of LGSC)

Therefore the null hypothesis which state that there is no significant relationship between dependent variable of Manpower Development and the independent variable of Local Government Service Commission with the following variables (System of Recruitment of the LGSC, Trainings conducted by LGSC, Motivational factors of LGSC and Funding process of LGSC), is hereby rejected.

a. Hypothesis one: The null hypothesis states; there is no significant relationship between system of recruitment adopted of the LGSC and Manpower development in Local Government.

Table 5.55: Pearson Product Moment Correlation (PPMC), statistics on relationship between t system of recruitment adopted of the LGSC and Manpower development in the Local Government Service

Variables	N	Mean	STD	Df	Correlation Index r	r critical	P
System of recruitment	302	49.7243	6.68932				
				301	0.948**	0.113	0,001
Manpower development	302	39.6523	7.24110				

****.** Correlation is significant at the 0.05 level (2-tailed). Critical r -0.113, p =0.005

Outcome of the Pearson Product Moment Correlation (PPMC) statistics revealed that significant relationship exist between system of recruitment adopted of the LGSC and Manpower development in Local Government. Reasons being that the calculated p value of 0.001 is lower than the 0.05 alpha level of significance, the computed R correlation value of 0.948 is higher than the critical r value of 0.113 at df 301. The relationship between system of recruitment adopted of the LGSC and Manpower development in Local Government is positively proportional, that is the higher and better the system of recruitment adopted of the LGSC the better the Man power development and vice versa. Therefore the null hypothesis which states that there is no significant relationship between system of recruitment adopted of the LGSC and Manpower development in Local Government is hereby rejected.

b. Hypothesis Two: The null hypothesis states; that there is no significant relationship between the trainings conducted by the LGSC and Manpower development in the Local Government Service.

Table 5.56: Pearson Product Moment Correlation (PPMC). Statistics on relationship between the trainings conducted by the LGSC and Manpower development in the Local Government Service.

Variables	N	Mean	STD	df	Correlation Index r	r critical	p
MANPOWER DEVELOPMENT	302	49.7243	6.68932				
				301	0.984**	0.113	0,000
trainings conducted by the LGSC	302	19.5298	7.14985				

***. Correlation is significant at the 0.05 level (2-tailed). Critical r -0.113, p =0.005*

Outcome of the Pearson Product Moment Correlation (PPMC) statistics revealed that significant relationship exist between trainings conducted by the LGSC and Manpower development in the Local Government Service. Reasons being that the calculated p value of 0.000 is lower than the 0.05 alpha level of significance, the computed R correlation value of 0.984 is higher than the critical r value of 0.113 at df 301. The relationship between trainings conducted by the LGSC and Manpower development in the Local Government Service is positively proportional, that is the higher and better the trainings conducted by the LGSC the better and higher the level of Man power development and vice versa. Therefore the null hypothesis which states that; there is no significant relationship between trainings conducted by the LGSC and Manpower development in the Local Government Service is hereby rejected.

c. Hypothesis Three: The null hypothesis states; there is no significant relationship between Motivational factors by the LGSC and Manpower development in Local Government.

Table 5.56: Pearson Product Moment Correlation (PPMC), statistics on relationship Motivational factors by the LGSC and Manpower development in the Local Government Service

Variables	N	Mean	STD	Df	Correlation Index r	r critical	p
Motivational factors by the LGSC	302	46.7211	6.2112				

				301	0.888**	0.113	0,005
Manpower development	302	39.6523	7.24110				

***. Correlation is significant at the 0.05 level (2-tailed). Critical r -0.113, p =0.005*

Outcome of the Pearson Product Moment Correlation (PPMC) statistics revealed that significant relationship exist between Motivational factors by the LGSC and Manpower development in Local Government. Reasons being that the calculated p value of 0.005 is lower than the 0.05 alpha level of significance, the computed R correlation value of 0.888 is higher than the critical r value of 0.113 at df 301. The relationship between Motivational factors by the LGSC and Manpower development in Local Government is positively proportional, that is the higher and better the Motivational factors by the LGSC the better the Man power development and vice versa. Therefore the null hypothesis which states that there is no significant relationship between Motivational factors by the LGSC and Manpower development in Local Government is hereby rejected.

d. Hypothesis Four: The null hypothesis states; that there is no significant relationship between the Funding provided to the LGSC and Manpower development in the Local Government Service.

Table 5.57: Pearson Product Moment Correlation (PPMC). Statistics on relationship between the Funding of the LGSC and Manpower development in the Local Government Service.

Variables	N	Mean	STD	df	Correlation Index r	r critical	p
MANPOWER DEVELOPMENT	302	49.7243	6.68932				
				301	0.884**	0.113	0,010
Funding	302	21.0101	7.14985				

****.** Correlation is significant at the 0.05 level (2-tailed). Critical r -0.113, p =0.010

Outcome of the Pearson Product Moment Correlation (PPMC) statistics revealed that significant relationship exist between Funding of the LGSC and Manpower development in the Local Government Service. Reasons being that the calculated p value of 0.010 is lower than the 0.05 alpha level of significance, the computed R correlation value of 0.884 is higher than the critical r value of 0.113 at df 301. The relationship between Funding provided to the LGSC and Manpower development in the Local Government Service is positively proportional, that is the higher and better the Findings provided by the LGSC the better and higher the level of Man power development and vice versa. Therefore the null hypothesis which states that; there is no significant relationship between Funding provided by the LGSC and Manpower development in the Local Government Service is hereby rejected.

5.10 Discussion of Major Findings

a. Manpower Development

Salient issues bedeviling Manpower development bothers more on manpower planning particularly in Kaduna state, which includes confusion on the actual nominal roll, of some LG which is always at variance with the payroll from the ministry of Finance. The issues are further compounded by the creation of the ministry for Chieftaincy affairs. The staffs of the traditional authorities are still on the payroll but no longer fall under the auspices of the LGSC. The ministry of chieftaincy affairs does not have an accurate payroll. SPARC (2010).

A report by SPARC consultants (2009) in Kaduna state showed evidence of a 30% illegal staff on the payroll, explaining that new entrants are effectively smuggled into a post when a staff dies or leave the service sometimes on the same grade and salary as the predecessor. These illegal staff are regularized and ultimately promoted during transfers to other LGs on promotion. This flaw is left unchecked. This bloated number of the traditional council and primary teachers are causing financial problems and some Local governments can't afford to pay current salaries.

In Niger state, similar situation also obtains however, had a better manpower plan as the commission has very recently conducted a training needs assessment for Local Government staffers across the state. This gives a sense of direction as regards to training where the LGSC know specifically the areas of weakness of all the staff.

b. Recruitment

Recruitment/posting and firing decisions are key component of Manpower development in organizations. As noted earlier, this is a major function of the LGSC undertaken on behalf of the LGAs by virtue of the unified service. Findings revealed, there is a growing incidence of interference by the LGSC in recruitment, selection and discipline of the senior staff. Politicians approach the LGSC to employ their kin, associates or supporters. All LGAs complained that the LGSC oblige these requests, recruit and post

staff to them without their consent. These people are redundant on arrival because there is no work for them in the first place. Others complained that when a query is issued to an erring staff he runs to an officer in LGSC who calls back the LGA and 'plead' that the query be withdrawn this means loyalty to other state organs is considered a higher virtue than performing one's duties and responsibilities. The cumulative effect of all these is the whittling down of the legitimate authority of the LGA over their staff. The consequence of this is overstaffing, poor workmanship, absenteeism and general weakening of the civil service in the LG level.

The whole process for recruitment and placing people in the local government service is compromised and, in many cases, based on geo-political expediency, nepotism and or personal convenience rather than on professional and needs ground. In one LGA it was stated, 'off the record', that a 'bigshot' brought his son to the local government for employment and insisted that he should be employed and posted to the revenue unit of the finance department. Such cases are not uncommon. There are numerous others where people seek employment for their wives, children, relatives and political associates. One agric department provides a good illustration of this, It employs thirty one people on GL 06 only six of these have a diploma, the rest have a certificate and Teacher Grade II.

An important measure of capacity of human resources is their adequacy and efficiency. The measure is concerned with whether or not the number and quality of staff is deemed satisfactory to carry out the work at the required level of performance in a cost efficient manner. From the available data and responses from staff, the local government service is overstaffed. For example: In the personnel department of one LGA in Niger state, there are 14 Higher Executive Officer (General) on GL 08, and 8 Executive Officer (General) on GL 07 (see Appendix 2 for details). Only one of these persons has a first degree and another with a HND. The rest have a DPA (local Diploma in Public Administration) or equivalent. Although these people work in different units of the department, their job description is the same. Some LGAs admitted that many of these are merely on the payroll of the LGAs but have no work schedule.

In the Finance Department of Kontagora Local Government, there are 16 people on GL

09 (see Appendix 2 for details) eleven of which are Senior Executive Officers (Accounts) with only one being a HND holder and the rest are ordinary diploma holders. Again these people are in ‘different units’ of the same department, but it was admitted that majority of them are redundant – probably working once a week (on market days) or once a month (preparing salaries).

There is a preponderance of employees on GL 07 in Education and Agriculture. These departments, according to responses from interviews, appear to be ‘dumping grounds’ and means of averting pressure from the political class.

In addition to the burden of overstaffing the service also suffers from gross inadequacy of the right calibre and mix of management staff. This pattern is repeated in and is more apparent in the Junior Cadre of the service. Which are almost certainly going to be promoted to the senior Cadre thereby compounding the problems of incompetent manpower in the system.

c. Training

Both Kaduna and Niger states have at some point conducted a training needs assessment for the LG staff as a basis for its training intervention. There are questions as to the extent to which training needs assessment has improved the performance of staff in relation to their jobs, owing to the fact that the capacity of staff is still in question. There’s obviously a need for a comprehensive training policy in the LGSC. A training policy should be comprehensive, forward looking and should have benchmarks for performance. At present there is a penchant for running seminars and workshops which are not intended to inculcate specific skills. For example, In Kaduna state, the LGSC has conducted 360 trainings from 2007—2015 while Niger state conducted about 110 in the period of study. These are however mere routine lecture delivery to staff. These should be de-emphasized in favor of task-specific hands-on training courses. LGSC in collaboration with Local Governments should develop and implement a regular

schedule of in-service training such that every member of staff has the opportunity at least once in two years to attend a regular course. Performance at such courses should be one of the criteria for staff advancement.

d. Motivation

A key indicator of a good human resource management system is the degree to which reward system attracts talented people, keeps them in the organization and motivates them to work to achieve the targets of the organization.

The system appears incapacitated due to the ineffectiveness and poorness of the reward system in place. As shown in Appendix 3, the local government service is only able to attract low skilled manpower or persons with weak qualifications who have little potential for furthering their education or getting promoted beyond a certain rank/level in the service. Most of the qualifications are ‘terminal’ and the grades obtained poor and are not acceptable for entry into tertiary institutions for further education. Accepting these qualifications for service in the LGAs amounts to condoning mediocrity, which add to the impetus of a self-fulfilling prophesy that the LGAs are inherently poorly managed.

In addition to this, LGA salary is poor, which is probably why it can only attract low skilled manpower.

Lacking alternatives and mobility, majority of LGA staff end up de-motivated and alienated and contribute little to the administration of the LG. These people populate all levels in the service.

e. Funding

As regards funding it became evident that funds accrued to the omission fluctuates according to the statutory releases from the federation account consequently budgeting and planning for manpower development activities of the commission is largely affected by this monthly fluctuation thereby delaying policy implementation. Both long and short term trainings had been greatly affected by this fluctuation as the number of trainings seminar and conferences dwindled from a high of 30 -40 a year to sometimes 5

or less which is clearly inadequate. While those on long-term trainings in institution of higher learning had found it difficult to graduate as when due, owing to failure of payment of school fees.

CHAPTER SIX

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

6.1 Introduction

This study attempts to examine the efforts of Local Government Service Commission in Manpower Development in Kaduna and Niger state of Nigeria. This chapter presents the summary of the analysis, as well as basic conclusions that could be deduced including some recommendations that will enhance the manpower development capability of the Local Government Service Commission.

5.2. Summary

The establishment of the Local Government Service Commission was to facilitate accountability of the employees of the local government, by putting all the senior staff of the Local Government under

supervision and control of the commission to enhance their productivity, discipline, utilization control and overall manpower development. This work conducted to assess the efforts the local Government Service Commission in Manpower development in Kaduna and Niger States.

The objectives of the study is are to; examine the Manpower Development effort of the LGSC, assess the effectiveness of the recruitment process adopted by the Local Government Service Commission; examine the effectiveness of training in enhancing manpower development, and Examine the relationship between motivational factors and manpower development in the Local Government Service Commission of Kaduna and Niger states. The Null hypotheses are; there is no significant relationship between Recruitment process and Manpower Development in Kaduna and Niger States Local Government service. There is no significant relationship between training and Manpower Development in the Local Government Service; and there is no significant relationship between staff Motivation and Manpower Development in Kaduna and Niger States Local Government Service.

The study used the Survey research method, which was conducted in a total of Six Local Governments from two States, namely Kaduna North, Kachia, and Ikara from Kaduna State, and Chanchaga, Bida, and Suleja from Niger State i.e three from each. The study employed the use of both Questionnaires and interviews as the primary and secondary sources of data. Both purposive and stratified sampling techniques were employed to arrive at our sample, while Data was analysed and hypothesis tested using both regression analysis and Pearson Product Moment Correlation. All the three hypotheses were rejected and findings revealed that, there's a poor manpower planning on the part of the LGSC of both States, exacerbated by erratic recruitment by the JSMC; there is a growing incidence of interference by the LGSC in recruitment, selection and discipline of the senior staff; presently there is a penchant for running seminars and workshops which are not intended to inculcate specific but mere routine lecture delivery to staff and finally; there's virtually no motivational factors in place for the staff of these Local Governments. The above findings formed the bases of our recommendations.

5.3. Conclusions

The basic conclusions that could be deduced from the study on the basis of the outcome of the testing of the null hypotheses are as follows:

Significant relationship between dependent variable of Man Power Development and the independent variable of Local Government Service Commission, (recruitment process, training staff motivation and funding), the relationship between the dependent variable and the independent variables is very strong, as the Regression value of 0.977 the computed R square value of 0.954 and computed Adjusted R square value of 0.953 are all higher than the 0.40 Standard Regression critical value,

1. Significant relationship exists between recruitment process and Manpower development of the Local Government Services Commission, at a correlation index r value of 0.909. The relationship between manpower development and recruitment process of the Local Government Services Commission is positively proportional, that is the higher the recruitment process the higher and more effective the manpower development of the Local Government Services Commission and vice versa. From this finding the study concludes that recruitment process is an important and a highly significant aspect of manpower development because it is the process where the right calibre of staff needed in the commission are employed and the not so competent are dropped so that trainings that provided subsequently will not be a total waste of resources. Therefore the process of recruitment as adopted by the LGSC is effective.
2. Significant relationship exists between training and Manpower development in Local Government at a correlation index r value of 0.948. The relationship between training and Manpower development in Local Government is positively proportional, that is the higher and better the training the better Manpower development and vice versa. From this finding the study concludes that the training of personnel conducted by the commission is highly deficient and has impacted tremendously on the manpower capacity of the Local Governments.

3. With a Computed correlation index r value of 0.984. A significant positively proportional relationship exists between Motivational Factors and Manpower development in the Local Government Service. This indicates that is the higher and better the Motivational Factors the better and higher the level of Man power development and vice versa. Our conclusion from the above assertion is that even though motivational factors are highly significant to manpower development theres seemed to be a near absence of it in the Local Government service, which is impacting negatively on the capacity of manpower in the local Government service.
4. With a Computed correlation index r value of 0.977. A significant positively proportional relationship exists between Funding and Manpower development in the Local Government Service. This indicates that is the higher and better the Funding the better and higher the level of Man power development and vice versa. Our conclusion from this assertion therefore is that funding of the manpower development activities of the LGSC is grossly inadequate.

5.4. Recommendations

On the basis of the findings from this study, the study hereby put forward some recommendations that could further enhance the capacity of the Local Government Service Commission on its mandate over the local government employees of the states and Nigeria in general. In addition the Local Government Service Commission should be completely autonomous free from political interference.

1. Recruitment of staff: There should be enforcement of strict merit based recruitment exercise. The exercise must be widely publicised to attract capable and skilled applicants that can positively affect the capacity of manpower in the local government;
 - i. The junior staff of the LG should be screened by the LGSC for promotion to GL07 allowing only qualified staff advancement to the senior cadre, in order to block the loop holes of political interference in the JSMC.
 - ii. Reviewing existing qualification and e+perience of senior staff and posting or appointing staff according to the ‘order principle’ of putting ‘square pegs in square holes’.

- iii. Strengthening professionalism and de-politicizing the service. This requires functional training and emboldening civil servants to stay within and enforce the rules of the service. It also means working with the politicians to realize the virtue of due process.
- iv. Empowering the LGSB to be above politics and wither threats and intimidation when recruiting and posting of senior staff (GL 07-15).

This will require enforcing the law, which says

“Subject to the provisions of the Constitution of the Federal Republic of Nigeria 1999 and notwithstanding the provision of any other law, the Board shall not be subject to the direction and control of any authority in exercise of its powers under this law”

To make the LGSB sufficiently independent, the powers are:

- To determine qualification
 - Method of appointment
 - Terms and conditions of services (including salaries, allowances, etc.
 - Procedure and requirements for promotion
 - Maintenance of discipline (including dismissal, termination and retirement of staff).
 - Transfer of staff between local governments in the state.
2. Training: A management audit should reveal areas of greatest performance deficiency and identify what skills that need enhancement most. Special programs and courses should be prepared to meet the specific needs. At present there is a penchant for running seminars and workshops which are not intended to inculcate specific skills. These should be de-emphasized in favour of task-specific hands-on training courses. LGSC in collaboration with Local Governments should develop and implement a regular schedule of in-service training such that every member of staff has the opportunity at least once in two years to attend a regular course. Performance at such courses should be one of the criteria for staff advancement
 - ii. Payment of remunerations and transportation should be improved and paid promptly.
 - iii. Provision of materials and equipment such as computers, printers, photocopiers, vehicles, furniture and other materials needed to entrench job commitment.

3. Improving the staff motivation system in LGAs: There is need for general improvement in staff motivation this must include but not limited to increment in staff remuneration i.e, salary and welfare of staff, which are comparatively, lower than in other tiers. Payment of incentives such as training accommodation and transportation are very poor which needs to be enhanced. Introduction of other motivational packages like housing for the local Government Staff, car loan, staff school children of staff, housing and furniture allowance must all be introduced if the service is to attract the best hands. There is also a need to enforce rules and regulations to strengthen the system. This is key to success, enforcing the rules require strong willed individuals in position of authority in the units and departments of the LGSB, Ministry of Local Government and the Local Government Areas.
4. Manpower Planning: There's a need for the LGSC of both Kaduna and Niger states to plan and structure the allocation of manpower of the establishment based on its functional needs and volumes of work. Manpower plan builds on from the establishment plan to create a detailed strategy for the development of an appropriately skilled workforce that again matches functional needs and work volumes. This takes account of age and skills structures in the work force providing for succession plans and training needs. In a more devolved system individual LGs would be responsible for their own workforce plans but in the present Nigerian system the LGSC has the sole responsibility.

Each post of the establishment should be assessed in terms of grade and qualifications required. It should also have a detailed job description or schedule against which performance of its incumbent employee can be measured. Job description should be job specific and should go beyond the generalized description contained in the scheme of service.

5. Funding: Funding should be improved to reflect the cumbersome nature of the LGSC in enhancement of manpower development in the LG service of both states. This is to ensure the constancy of payment and timely release of funds to the commission as all the activities of the commission are directly impacted by the availability and timely release of these funds. Alternative source of funding should be explored particularly from multinational and NGOs. Other public private partnership

strategies (PPP) should be encouraged in the areas of training both in short and long-term basis to entrench the global best practices in Local Government service.

5.3. Suggestions for further studies

This study titled Local Government Service Commission and Manpower Development in Kaduna and Niger state of Nigeria is by no means exhaustive. As broad as the content is, the researcher however suggest that further studies can still be carried out on the effect of Local government Autonomy on the development of Manpower compared with local Government Service under state .

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APPENDIX I
QUESTIONNAIRE
PART A

Dear respondent,

The researcher is a postgraduate student of the above named institution presently conducting a research titled “Local Government Service Commission and Manpower development in Kaduna and

Niger States” which is a requirement for a successful completion of a Ph.D Local Government and Development Studies.

All information gotten by the research work will be treated as confidential and strictly for academic purposes.

Thanking you while anticipating your cooperation.

Yours Sincerely,

Aminu B Abbas.

PART B

(Personal Data of Respondents)

Please tick [√] as appropriate

1. Gender of Respondent

(a) Male []

(b) Female []

2. Age of Respondent

(a) Less than 21 years []

(b) 21 – 30 years []

(c) 31 – 40 years []

(d) 41 – 50 years []

(e) 51 – 60 years []

(f) 61 years and above []

3. Marital Status

(a) Single []

(b) Married []

(c) Divorced []

(d) Widowed []

4. Level of Education

(a) Postgraduate []

(b) Degree/HND []

(c) NCE/OND/AND []

(d) WAEC/GCE/NECO/SSCE []

(e) Primary Certificate []

(f) Others []

5. Please fill in the spaces provided with the relevant information as it concerns you:

A. Employer

- B. Local Government of Service
- C. Department / Unit.....
- D. Grade level.....
- E. Designation.....
- F. Date of last Promotion.....

PART C

SECTION I

Effectiveness of LGSC in manpower development

1. Are you aware of the state institution called the Local Government Service Commission?
 - (a) Highly aware []
 - (b) Aware []
 - (c) Not Sure []
 - (d) Unaware []
 - (e) Highly unaware []

2. How did you come to be aware of such institution?
 - (a) Initial Employment []
 - (b) Staff promotion []
 - (c) Staff Posting []
 - (d) Staff Discipline []
 - (e) All of the above []

3. What in your opinion is the function of the Local Government Service Board

4. How would you rate the effectiveness of LGSC in Local Government manpower Development?
 - (a) Very effective []
 - (b) Effective []
 - (c) Undecided []
 - (d) Ineffective []

(e) Very Ineffective []

5. Do you agree that the LGSC has the ability to manage the Manpower development of all the Local Governments the state?

(a) Strongly Agree []

(b) Agree []

(c) Undecided []

(d) Disagreed []

(e) Strongly Disagree []

6. What are the constraints affecting the LGSC in Manpower development?

(a) Inadequate funding []

(b) Political interference []

(c) Corruption []

(d) Inadequate training []

(e) Others

.....

7. Do you agree that Manpower development in Local Governments depends on the effectiveness of the Local Government Service Commission?

(a) Strongly Agree []

(b) Agree []

(c) Undecided []

(d) Disagree []

(e) Strongly Disagree []

8. How would you rate the capacity of the LGSC in staff discipline?

(a) Very effective []

(b) Effective []

(c) Undecided []

(d) Ineffective []

(e) Very Ineffective []

TRAINING

9. How often does the LGSC send new recruited staff on induction training to orient them on their job schedules?

(a) Very regular []

(b) Very Regular []

(c) Not sure []

(d) Irregular []

(e) Very Irregular []

10. What other forms of training are conducted by the LGSC?
.....
.....

11. How regular are these trainings organized?

(a) Very regular []

(b) Very Regular []

(c) Not sure []

(d) Irregular []

(e) Very Irregular []

12. How effective and transparent is the mode of selection of trainees by the LGSC

(a) Very effective []

(b) Effective []

(c) Undecided []

(d) Ineffective []

(e) Very Ineffective []

13. How would you rate the relevance of these trainings to your job specification?

(a) Very relevant []

- (b) Relevant []
- (c) Undecided []
- (d) Irrelevant []
- (e) Very Irrelevant []

14. How would you rate the payment for accommodation and transport for the trainings by the LGSC?

- (a) Excellent []
- (b) Very good []
- (c) Good []
- (d) Fair []
- (e) Poor []

15. How timely are these funds paid?

- (a) Excellent []
- (b) Very good []
- (c) Good []
- (d) Fair []
- (e) Poor []

16. How often do you go on training annually??

- (a) 5 and above []
- (b) 4 []
- (c) 3 []
- (d) 2 []
- (e) 1 []

SECTION II

Effects of motivation in manpower development

17. How would you rate the level of performance of the LGSC in the motivation of Local Government Employees?

- (a) Excellent []
- (b) Very good []
- (c) Good []
- (d) Fair []
- (e) Poor

18. As a Local Government employee, are you adequately motivated for optimum performance?

- (a) Highly Adequate []
- (b) Adequate []
- (c) Undecided []
- (d) Inadequate []
- (e) Highly Inadequate []

19. What are the forms of motivation provided by the LGSC to the staff of the Local Governments?.....

20. How effective are these forms of motivation?

- (a) Very effective []
- (b) Effective []
- (c) Undecided []
- (d) Ineffective []
- (e) Very Ineffective []

21. Of these motivational techniques, which is most effective and why?

.....
.....
.....

SECTION III

Effective recruitment Process

22. Do you agree that the recruitment process of the Local Government Service Commission is affected negatively by political interference?

- (a) Strongly Agree []
- (b) Agreed []
- (c) Undecided []
- (d) Disagree []
- (e) Strongly Disagree []

23. Do you agree that enforcement of strict recruitment process can affect the capacity of manpower in the Local Governments?

- (a) Strongly Agree []
- (b) Agreed []
- (c) Undecided []
- (d) Disagree []
- (e) Strongly Disagree []

24. How would you rate the recruitment process of the Local Government Service Commission?

- (a) Highly effective []
- (b) Effective []
- (c) Undecided []
- (d) Highly ineffective []
- (e) Ineffective []

25. Do you agree that political interference is a bane to effective recruitment process?

- (a) Strongly Agree []
- (b) Agree []
- (c) Undecided []
- (d) Disagree []
- (e) Strongly Disagree []

26. How transparent is the recruitment process of the Local Government Service Commission?

- (a) Highly transparent []
- (b) Transparent []
- (c) Undecided []
- (d) Highly un-transparent []
- (e) Not transparent []

27. How often does the LGSC encounter incidence of indiscipline/corruption or abuse in the issues staff posting and selection for training?

- (a) Very often []
- (b) Often []
- (c) Undecided []
- (d) Seldom []
- (e) None []

28. What in your opinion are factors affecting effective recruitment of competent personnel in the Local Government Service? -----

29. Can you suggest ways to ensuring effective recruitment of personnel in the Local Government Service? -----

APPENDIX II

INTERVIEW SCHEDULE FOR LGSC KEY PERSONNEL

Section A

Personal Data

1. Date of the interview-----
2. Place of Interview-----
3. Duration of the Interview-----
4. Gender of the Interviewee-----

Section B

1. Can you describe the functions of the LGSC?
2. Can you describe the organizational structure of the LGSC?
3. What are the functions of the key management officers in the commission?
4. How are the activities of the commission funded?
5. What are the other sources of funding available to the commission?
6. How can you describe the level of transparency in the recruitment process of the LGSC?
7. Is the process influenced by state actors
8. How often does the Commission organize training for LG staff?
9. What are the criteria for selection of trainees?
10. What are the impediments to training encountered by the commission?
11. How does the commission monitor the effectiveness of training conduct?
12. What are the motivational factors available to Local Government staff?
13. Which of these motivational factors are most effective?
14. How often are the LGSC decisions influenced by the state government?
15. What in your opinion, are the problems associated with manpower development in Local Governments?

18	0.400	0.468	0.590
19	0.389	0.456	0.575
20	0.378	0.444	0.561
21	0.369	0.433	0.549
22	0.360	0.423	0.537
23	0.352	0.413	0.526
24	0.344	0.404	0.515
25	0.337	0.396	0.505
26	0.330	0.388	0.496
27	0.323	0.381	0.487
28	0.317	0.374	0.479
29	0.311	0.367	0.471
30	0.306	0.361	0.463
35	0.283	0.334	0.430
40	0.264	0.312	0.403
45	0.248	0.294	0.380
50	0.235	0.279	0.361
60	0.214	0.254	0.330
70	0.198	0.235	0.306
80	0.185	0.220	0.286
90	0.174	0.207	0.270
100	0.165	0.197	0.256
200	0.117	0.139	0.182
300	0.095	0.113	0.149
400	0.082	0.098	0.129
500	0.074	0.088	0.115
1000	0.052	0.062	0.081

**Please call 877-437-8622 to request a quote based on the specifics of your research, or email Info@StatisticsSolutions.com*

Appendix B:

**LOCAL GOVERNMENT SERVICE COMMISSION AND MANPOWER
DEVELOPMENT IN KADUNA AND NIGER STATE OF NIGERIA**

Reliability

Scale: all variables

Case processing summary

		N	%
Cases	Valid	40	100.0
	Excluded ^a	0	.0
	Total	40	100.0

A. Listwise deletion based on all variables in the procedure.

Reliability statistics

Cronbach's alpha	Cronbach's alpha based on standardized items	N of items

.821	.848	31
------	------	----

Item statistics

	Mean	Std. Deviation	N
Level of effectiveness of the institution called local government service commission	4.2250	1.02501	40
How effective is the awareness through initial employment staff promotion, posting and staff discipline of the commission	3.9250	1.16327	40
How effective is the function of the local government service commission	3.8250	1.12973	40
How would you rate the effectiveness of the local government service commission in local government manpower development	3.2000	1.52248	40
How effective is the ability of local government service commission to manage the manpower development of all the local governments the state	4.2250	1.02501	40
There is the constrain of inadequate funding affecting the local government service commission in manpower development	.7500	.43853	40
There is the constrain of political interference affecting the local government service commission in manpower development	.5000	.50637	40
There is the constrain of corruption inadequate funding affecting the local government service commission in manpower development	.6250	.49029	40
There is the constrain inadequate training affecting the local government service commission in manpower development	.7000	.46410	40
Do you agree that manpower development in the local governments depend on the effectiveness of the local government service commission	3.8250	1.12973	40

How would you rate the capacity of the local government service commission in staff discipline	3.2000	1.52248	40
What are the forms of training conducted by the local government service commission	4.2250	1.02501	40
How regular are these trainings organized	3.9250	1.16327	40
How effective and transparent is the mode of selection of trainees by the local government service commission	3.8250	1.12973	40
How would you rate the relevance of these trainings to your job specification	3.2000	1.52248	40
How would you rate the payment for accommodation and transport for the trainings by the local government service commission	4.2250	1.02501	40
How timely are these funds paid	3.8000	1.30482	40
Rate the level of regularity you go on training annually	3.8250	1.12973	40
How would you rate the level of performance of the local government service commission in the motivation of local government employees	3.2000	1.52248	40
As a local government employee, are you adequately motivated for optimum performance	4.0000	1.17670	40
What are the forms of motivation provided by the local government service commission to the staff of the local governments	3.9000	1.15025	40
How effective are these forms of motivation	3.9500	1.15359	40
Of these motivational techniques ,which is most effective and why	3.4250	1.51721	40
Do you agree that the recruitment process of the local government service commission is affected negatively by political interference	4.0000	1.17670	40
Do you agree that the enforcement of strict recruitment process can affect the capacity of manpower in the local government	3.9000	1.15025	40
How would you rate the recruitment process of the local government service commission	3.9500	1.15359	40
Do you agree that political interference is a bane to effective recruitment process	3.4250	1.51721	40

How transparent is the recruitment process of the local government service commission	4.0000	1.17670	40
How often does the local government service commission encounter incidence of indiscipline/corruption or abuse in the issues of staff posting and selection for training	3.6750	1.22762	40
What in your opinion are factors affecting effective recruitment of competent personnel in the local government service commission	3.1000	1.37375	40
Can you suggest wats to ensuring effective recruitment of personnel in the local government service	2.9500	1.58438	40

Summary item statistics

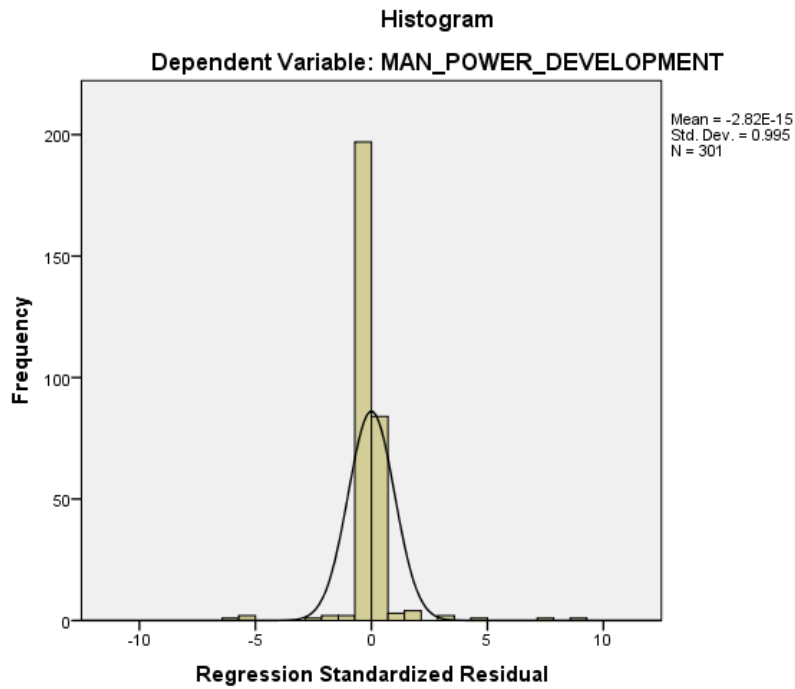
	Mean	Minimum	Maximum	Range	Maximum / minimum	Variance	N of items
Item means	3.339	.500	4.225	3.725	8.450	1.239	31

CasewiseDiagnostics^a

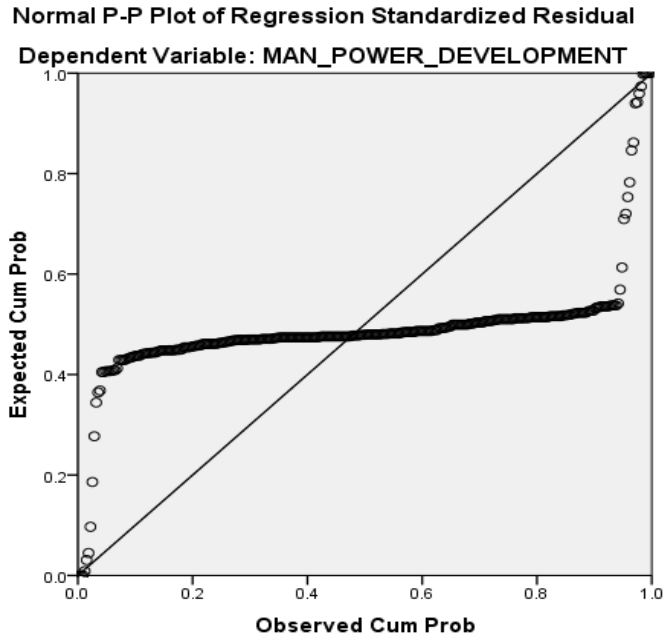
Case Number	Std. Residual	Man Power Development	Predicted Value	Residual
290	8.933	62.00	49.0946	12.90544
291	7.277	59.00	48.4868	10.51317
295	-5.212	39.00	46.5296	-7.52957
296	3.435	58.00	53.0375	4.96251
298	-6.127	42.00	50.8505	-8.85055
301	-5.170	43.00	50.4689	-7.46893
302	4.381	56.00	49.6705	6.32952

a. Dependent Variable: MAN POWER DEVELOPMENT

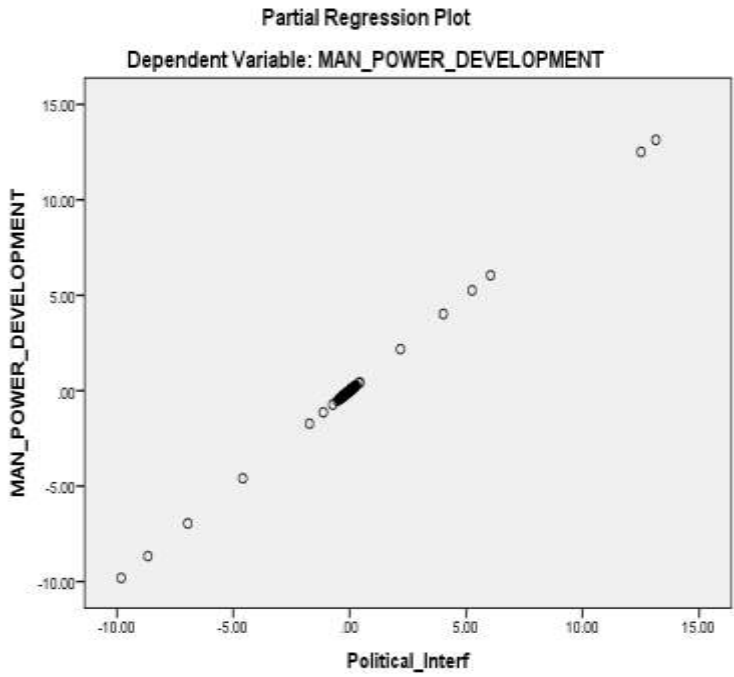
Appendix c



The regression standard residual graph above showed that the dependent variable man power development has strong influence on its independent variables this is as the slope lies between -5 and 5 ranges



The Normal p-plot of regression standard residual curve shows the normality of the dependent variable of Manpower development. The expected cumulative probability and the observed probability has straight curve



There is strong relationship between man power development and training. The scattered points are all on a straight line curve implying a significant relationship between the manpower development and the Training