



The Development of Katsina State Civil Service, 1987–2022

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Abstract. Katsina State was known to be home of heritage and hospitality before and since its creation from the defunct Kaduna State on 23rd September, 1987. In view of that, this paper through the historical method of data collection and employment of primary and secondary source materials examines the development of Katsina State Civil Service from the creation of the state until 2022 when it turned 35 years. The paper argues that, since the establishment of Civil Service in 1987, Katsina State has experienced major landmarks in its transformation to its contemporary phases. Notably, key factors in the transformation of the state included among other things the deployment of civil servants from the defunct Kaduna State and different parts of Nigeria to the new state, effective implementation of government policies and programs, employment opportunities through the establishment of Federal and State and Local Government departments ministries, parastatals, and agencies, and then the general human resource development through in-service, training and re-training of the civil servants. To this end, the paper, concludes that, there is no development without limitations and the development of Katsina State Civil Service was no exception. Such as politicization, corruption, nepotism, favoritism, selective promotion, ghost workers, partisan politics, godfathers, disregard for Civil Services Rules and Regulations and the Civil Service Commission all of which hindered effective service delivery in the state.

Keywords: Civil Service, Development, Katsina State, Prospects, Challenges

1. Introduction

Katsina State which has 34 Local Government Areas (LGAs) out of the 774 across the 36 states in the Federal Republic (FRN) of Nigeria including the Federal Capital Territory (FCT), is located in the North-West Geo-Political Zone sharing borders with States like Kano, Kaduna, Zamfara, and Sokoto. It is one of the states that experienced a great transformation since its creation from the defunct Kaduna State by the military administration of General Ibrahim Badamasi Babangida (IBB). Following this, was the development of its Civil Service which is a powerful machinery in the formulation and implementation of government policies. In view of that, this paper attempted to identify the key factors that led to the development of the Civil Service in the state as well as the challenges experienced which affected the quality of services expected. Besides, quite a number of scholars writing on Katsina State seemed to have neglected this historic aspect. Possibly, they were restricted by the periodization and the key areas they focused on. Therefore, it was against this backdrop that this paper examined the development of Katsina State Civil Service, from 1987 to 2022 and also to commensurate Katsina State at 35 as well as its challenges and prospects. To this end, the paper would contribute to knowledge in the sphere extension of Katsina history and perspectives.

2. Concept of Civil Service

The Civil Service is one of the components of Public Service while the other is Public Bureaucracy. Besides, there is no government without a Civil Service or Civil Servants, be it military or

democratic. This is because Civil Service and Civil Servants directly or indirectly are the backbone of government ministries, parastatals and agencies. The Civil Service however, is an organ of any government established to ensure that its policies and programmes at any particular time are carried out. Coupled with that, *section 212* of the 1999 *Constitution* of the Federal Republic of Nigeria (FRN) as amended 2010, says that Civil Service be it at the Federal, State or Local Government levels, is the service of the Federation or State that manages the civil affairs of the Federation or State. It was an organ created by the constitution to ensure that policies and programs of any government at any particular time are carried out. Thus, the Civil Service being part of government never dies because of its perpetual nature and the changing nature of government. The civil service is a non-partisan organization that never ceases to exist. It consists of highly qualified and professionally experienced experts in various fields. Its members are recruited on a full time basis rather than elected. They work towards the achievement of the Government's target objectives. The Civil Service is structured into ministries, parastatals or extra-ministerial departments and agencies, each with specified functions and objectives. The main functions of the Civil Service are formulation of policies, application of policies, implementation of policies, advising the Government and play an intermediary role between Government and the general citizenry. The Civil Service operates based on constitutional operational procedures which govern the service and ensure accountability. These are Financial Instructions Stores Regulations and Accounting manuals. The main organs of the Civil Service are the Office of the Head of Service, Accountant-General and the Civil Service Commission. Therefore, it was on the bases of all of these, that Usman, defined Civil Service as "the government department that manages the affairs of the country.

3. The Development of Katsina State Civil Service

The development of Katsina State Civil Service could be associated with the push and pull factors which made the state to be what it is today and what it will be tomorrow. The push and pull factors are analyzed below.

Firstly, the announcement of the creation of Katsina State by General Ibrahim Badamasi Babangida (IBB) on 23rd September, 1987 paved way for the appointment of a Military Administrator and an indigene of the state – Colonel Abdullahi Sarki

Mukhtar as the Governor. This development called for a special meeting with top civil servants in Kaduna on 26th September, 1987. This set the preliminary arrangements for government machinery in the new state i.e. The main organs of the Civil Service such as the Governor's office, Office of the Secretary to the State Government (SSG) (formerly known as Secretary of the Military Government) – who happened to be the most crucial officer in the Civil Service and the chief/key special adviser/advisor to the government, its ministries and parastatals were created. During the same meeting Alhaji Bala Aliyu Kuki was appointed Permanent Secretary, Ministry of Finance and Alhaji Lawal Musa Daura – who was then Secretary of the then Kaduna State Civil Service Commission was appointed the Permanent Secretary Administration (an important segment in the Civil Service) of Katsina State. Consequently, their appointments set in motion the administration of the state through the immediate provision of office and residential accommodation. As such, on Monday 28th September 1987, the Governor and these officers assumed offices. In that regard, Katsina made a history as the only state created in the country that took off 5 days after its creation and with principal civil servants. In that regard, Katsina made history being the only state in the country that took off with principal Civil Servants 5 days after its creation.

Secondly, the deployment of Staff from Kaduna State to Katsina State was another impetus in the development of Civil Service in our area of study. For example, a deployment committee comprising people such as Muhammadu Sani Katsina, Yusuf Bamalli, Ahmed Muhammadu Bawa, Anas Muhammad, A.G. Uthman, Yusuf Radindadi and Iliyasu Ladan who were drawn from Kaduna state civil service were appointed on Tuesday 29th September, 1987 by the Governors of the 2 states. Through their activities, there was an immediate deployment of some administrative and executive officers i.e. 33 administrative officers, 11 Chief Executives, 20 Accounting Staff, 20 General Executive Staff and 13 Secretarial and Clerical staff were deployed into the state ministries, parastatals and agencies. Many Civil Servants accepted the deployment because of the Conditions of Service associated with secure tenure, pensions and other benefits of retirement to maintain their service. In the end, the committee was able to deploy 17,538 staff to Katsina State Civil Service out of 25,873 staff from 43 ministries, parastatals and agencies. Table 1 and 2 below gives the provisional figures of the staff deployed from Kaduna to Katsina State between 1987 and 1988 respectively. In the case of the

contract staff or officers, it was shared equally on 50-50 bases between the two states. Coupled with that, the committee ensured that there was minimum disruption of the movement of staff and their families as well as taking into consideration the future manpower requirements of the two State Governments.

Furthermore, there was gender consideration in the whole deployment process, i.e. Women were deployed based on marriage ties. For instance, a

woman who was an indigene of Kaduna and married to an indigene of Katsina was automatically transferred to Katsina, while a woman who was an indigene of Katsina married to an indigene of Kaduna was transferred to Kaduna. However, special concession was given to some officers, who had established themselves either in Kaduna or Katsina, where they were given the chance to choose what they wanted. Finally, contract officers were also given due consideration.

Table 1: Staff Deployment Provisional Figures from Kaduna to Katsina States, 1987

S/N	Name of ministry/department	Kaduna	Katsina	Total
	Government House	45	11	56
	Governor's Office	399	230	629
	Department of Establishment and Training	501	228	729
	Dept. of Lands and Survey	307	136	443
	Ministry of Agriculture	929	725	1,654
	Dept. of Animal and F/Resources	829	692	1,521
	Ministry of Commerce and Industry	313	154	467
	Ministry of Education	8,094	4,040	12,134
	Ministry of Finance	598	245	843
	Ministry of Health	2,670	2,221	4,891
	Min. of Information & H/Affairs	266	163	429
	Printing Department	189	71	260
	Ministry of Justice	89	32	121
	Ministry for Local Government	108	93	201
	Ministry of Works and Transport	1,232	1,042	2,274
	Audit Department	231	128	359
	Civil Service Commission	44	17	61
	Ministry of Economic Planning	81	55	136
	Local Govt. Service Commission	14	7	21
	Ministry of Social Development	184	154	338
	Agric. Promotion Development Co.	78	51	129
	Kaduna Agric. Development Project	1,435	1,248	2,684
	Farmer's Supply Co.	328	391	719
	Sports Council	178	70	248
	Transport Authority	85	80	165
	Pilgrims Welfare Board	19	30	49
	Council for Arts and Council	42	22	64
	Kaduna State Broadcasting Co.	208	132	340
	Distribution Agency	47	32	79
	Rural Electricity Board	224	96	320
	Library Board	200	82	282
	Hotels Board	207	86	293
	Water Board	1,090	1,342	2,432
	KASUPDA	562	301	863
	Rehabilitation Board	89	32	121
	Board of Internal Revenue	163	144	307
	Housing Authority	209	169	378
	Agency for Rural Development	19	12	31
	Scholarship Board	34	20	54
	Katsina Polytechnic	79	433	512
	College of Advanced Studies	381	126	507
	College of Education	401	38	439
	Health Management Board	2,454	1,545	4,199
	Total	8,532	6,683	15,215

Source: Report of the Staff Deployment Committee Kaduna/Katsina, 1988.

Table 2: Provisional Figures of Staff (Non-Indigenes) of Kaduna State Civil Service Deployed Executive Class

S/N	Name of Officers	Rank	State of Deployment
	R.A. Adio	Chief Executive Officer	Kaduna
	J.F. Olupinyo	Chief Executive Officer	Katsina
	S.B. Gobir	Asst. Chief Executive Officer	Kaduna
	E.S. Okpanachi	Asst. Chief Executive Officer	Kaduna
	A.S. Bala	Asst. Chief Executive Officer	Kaduna
	D.M. Popoola	Asst. Chief Executive Officer	Katsina
	Hassan I. Jimeta	Asst. Chief Executive Officer	Katsina
	Garba Muhammed	Asst. Chief Executive Officer	Katsina
	M.M. Akande	Principal Executive Officer	Kaduna
	Musa Makama	Principal Executive Officer	Kaduna
	A.S. Olumorin	Principal Executive Officer	Katsina
	M.J. Salami	Principal Executive Officer	Katsina
	Musiba'u S. Aje Sagiri	Higher Executive Officer	Kaduna
	T.M. Komolafe	Higher Executive Officer	Kaduna
	Sale Ahmed	Senior Clerical Officer	Kaduna
	Amina Sulaiman	Senior Clerical Officer	Kaduna
	A.O. Allen	Personal Secretary II	Kaduna
	Veronica I. Enoch	Personal Secretary II	Kaduna
	Abdu Isa Bangal	Confidential Secretary III	Katsina
	Gbenga Amao	Confidential Secretary III	Katsina
Note: Kaduna had 12 while Katsina 8 which gave a total of 20.			

Source: Minutes of the Inaugural Meeting of the Committee on Deployment of Staff of Former Kaduna State: October 13, 1987.

Thirdly, the establishment of various government ministries, parastatals (also known as extra-ministerial departments and agencies) and agencies equally boosted the civil service development in Katsina State, especially through the provision of a conducive atmosphere for the work i.e. provision of offices and residential accommodation at the Katsina Urban Planning Development Authority (KUPDA) Field Office situated along Daura Road followed by special assistance given by *Katsinawa* elite, businessmen, wealthy people and philanthropists. Such as Alhaji Abu Moddibo, late Alhaji Bara'u Yaro, late Iro Isansi, late Ambassador Tanimu Saulawa, and late Alhaji Audu Dantukura among others. In fact, some of them gave their houses rent free for a period of 3 years, while others leased out their houses. These people felt they had to humbly and individually contribute in the development of the new state. A good example was Alhaji Abdu Modibbo who leased his house (Unity House) situated along IBB Way, which housed Ministries of Commerce, Establishment, Lands and Survey along with by his building at Dandagoro village along Katsina – Kano road for the Ministry of Agriculture, Agricultural and Rural Development Agency (KTARDA), and other ministries. In the same vein, Alhaji Bara'u Yaro also leased his house along Government Reserved Areas (GRA) road, which housed some parastatals and Alhaji Tanimu Saulawa gave his houses along Kofar Durbi Road rent-free for a period of 3 years, to house the Civil Service Commission (CSC). Hence, the rest of the Ministries, Parastatals and Agencies were then housed in the Native Authority Offices. The office of the Secretary to the Military Governor's office was later moved to the Provincial Office which was along GRA roundabout. Therefore, as a result of the arrival of the deployed officers within a short period, the population of Katsina rose.

Subsequently, after this development, the Civil Service made appropriate arrangement to begin recruitment of officers to fill certain administrative and executive vacancies left by the deployment exercise. Hence, a total of 43 ministries, parastatals and agencies were established in the Civil Service after solving and completing the take-off challenges. But due to exigencies of time, the needs and duties of the people overtime some of the ministries, parastatals and agencies were merged, renamed and new ones established. For instance, Science and Technical Board was established by the Military administration to encourage the study of Science and Technical courses.

To this end therefore, the state now had a total of eighty-two ministries, departments and agencies. The Tables 3 and 4 below illustrate the list of the Ministries, Departments and Agencies (MDA's) in 1987 and 2015 respectively. Table 3 shows the 43 MDA's established at the start which number gradually rose, especially with the return to democratic rule in 1999. This was because quite a number of the ministries were split and more departments created out of them. This was done to satisfy the needs of the people. For instance, the Ministry of Sports, Rural and Social

Development was split into three ministries and department respectively. These are Ministry of Rural and Social Development, Ministry for Women Affairs and the Department for Youth Development.

Table 3: List of Ministries, Departments and Agencies in Katsina State Civil Service as at 1987

S/No.	Ministries, Departments and Agencies
1	Government House
2	Governor's Office
3	Department of Establishment and Training
4	Department of Lands and Survey
5	Ministry of Agriculture
6	Department of Animal and Forestry Resources
7	Ministry of Commerce and Industry
8	Ministry of Education
9	Ministry of Finance
10	Ministry of Health
11	Ministry of Information and Home Affairs
12	Printing Department
13	Ministry of Justice
14	Ministry for Local Government
15	Ministry of Works and Transport
16	Audit Department
17	Civil Service Commission
18	Ministry of Economic Planning
19	Local Government Service Commission
20	Ministry of Social Development
21	Agriculture Promotion Development Corporation
22	Katsina Agriculture Development Project
23	Farmer's Supply Corporation
24	Sports Council
25	Transport Authority
26	Pilgrims Welfare Board
27	Council for Arts and Council
28	Katsina State Broadcasting Corporation
29	Katsina State Distribution Agency
30	Rural Electricity Board
31	Library Board
32	Hotels Board
33	Water Board
34	Katsina State Urban Planning Development Agency (KASUPDA)
35	Rehabilitation Board
36	Board of Internal Revenue
37	Housing Authority
38	Agency for Rural Development
39	Scholarship Board
40	Katsina Polytechnic
41	College of Advanced Studies
42	College of Education
43	Health Management Board

Source: Report of the Staff Deployment Committee Kaduna/Katsina, 1988.

Table 4: List of Ministries, Departments and Agencies in Katsina State Civil Service as at 2015

S/No.	Ministries, Departments and Agencies
1	Government House
2	Deputy Governor's Office
3	Secretary to the Government of the State's Office
4	Office of the Head of Civil Service
5	Ministry of Agriculture and Natural Resources
6	Ministry of Information, Culture and Home Affairs
7	Ministry of Lands and Survey
8	Ministry of Works, Housing and Transport
9	Ministry of Finance, Budget and Economic Planning
10	Ministry of Health
11	Ministry of Commerce, Industry and Tourism
12	Ministry of Justice
13	Ministry of Religious Affairs
14	Ministry of Water Resources

15	Ministry of Rural and Social Development
16	Ministry of Education
17	Ministry of Women Affairs
18	Ministry for Local Government and Chieftaincy Affairs
19	Ministry of Resources Development
20	Ministry of Youth and Sports
21	Ministry of Environment
22	Department of Forestry
23	Department of Fisheries/Poultry and Bee –Keeping
24	Department of Labour and Productivity
25	Department of Girls Child Education
26	Department of Employment and Vocational Training
27	Department of Higher Education
28	Department of Science and Technology
29	Department of Poverty Alleviation
30	Department of Economic Affairs
31	Department of Special Duties
32	Department of Inter-Governmental Relations
33	Department of Community Development
34	Department Of Media and Public Affairs
35	Department of Medium and Small Scale Enterprises
36	Department of Budget
37	Government Printing Department
38	Local Government Audit Department
39	Department of Establishment, Training and Pension
40	State Audit Department
41	Local Government Service Commission
42	State in Dependent Electoral Commission
43	Civil Service Commission Katsina State
44	Katsina State House of Assembly
45	Office of the Accountant General
46	State Television (KTTV)
47	Scholarship Trust Fund
48	Katsina State Water Board
49	Pilgrims Welfare Board
50	Hassan Usman Katsina (HUK) Polytechnic
51	Board of Internal Revenue
52	Katsina Urban and Planning Development Authority (KUPDA)
53	Isa Kaita College of Education Dutsinma (IKCOE)
54	Katsina Agricultural Rural Development Agency (KTARDA)
55	Farmers Supply Company Katsina (FASCOKT)
56	Hotels Board
57	Housing Authority
58	Library Board
59	Science and Technical Education Board
60	Rural Electrification Board
61	State Universal Basic Education Board (SUBEB)
62	Agency For Mass Education
63	Sports Council
64	Katsina Arid Project Unit (KTAPU)
65	Umaru Musa Yar’adua University (UMYU)
66	European Economic Commission/Katsina State Government (EEC/KTSG)
67	Katsina State Transport Authority (KSTA)
68	History and Culture Bureau
69	Health Service Management Board
70	State Radio Katsina
71	Community Service Development Project (CSDP)
72	Rural Water Supply and Sanitation Agency (RUWASSA)
73	Mathematical Centre
74	Primary Health Care Development Agency
75	College of Health Science
76	State Emergency Management Agency (SEMA)
77	Teachers Service Board (TSB)
78	Local Government Staff Pension Board
79	Islamic Education Bureau
80	Katsina State Environmental Protection Agency

81	Yusuf Bala Usman College of Legal and General Studies
82	Katsina State Tenders Board

Source: Katsina State of Nigeria Civil Service Commission Annual Report, 2015. 13.

Fourthly, placement and recruitment as an additional factor in the development of the Civil Service in Katsina State was based on the Civil Service rules and the Civil Service Commission being the chief recruitment authority along with the Department of Establishment determined the placement of officers according to their skills and needs of the Civil Service. Thus, the exercise was begun with immediate effect after the establishment of the civil service. The first placement exercise conducted was immediately after the creation of the State which was for those officers who were expected to make preliminary arrangements and lay the foundation for the eventual take-off of the service. They were to place all officers based on their professional skills and the needs of the State Civil Service. For example, after the deployment exercise the Ministry of Education (MOE) had received about 8,000 officers that included a lot of teachers and staff of the polytechnic. Sequel to this, some teachers and polytechnic staff in 1988 were converted into the mainstream of the service. For instance, people like Labiru Musa Kafur, Mohammed Danyaya Mashi, Aliyu Umar Danja among others became administrative officers and to complement that effort, the government began its recruitment exercise in 1988 based on the guidelines of recruitment as prepared by the Civil Service Commission. Hence, the first recruitment exercise was conducted in January/February, 1988, which was done urgently to fill the vacancies of typists, confidential secretaries and personal assistants. Also in May/June of the same year the government conducted the second recruitment of executive and administrative officers to fill certain vacancies in the Civil Service. In 1991, 1992 and 1993 the Ministry of Education in conjunction with the government granted clearance to the Civil Service Commission to employ teachers and supporting staff.

However, it should be noted that in 1999 with the coming of the democratic dispensation the administration of the Peoples’ Democratic Party (PDP) placed a strict embargo on recruitment. This was because the Government claimed that the economy was not buoyant as before. Thus, recruitment was only conducted, when it becomes absolutely necessary. For instance, in 2003, when it was discovered that there was a paucity of teaching staff in the secondary schools, a lot of teachers were recruited, including non-indigenes on contract basis. Likewise, in 2005 a lot of administrative officers of the Senior Cadre were forced to retire fresh recruitment of teachers was done by the Teachers Service Board. In 2008, by the Government due to the 2007 tenure reform policy. Thus the need to recruit became necessary. Hence replacement of about hundred administrative staff was conducted. Likewise, in 2014, another replacement of General Staff was also conducted in respect of all ministries. With the coming of the opposition party – All Progressive Congress (APC) to power the embargo on recruitment was finally lifted in 2015. To this effect, the Civil Service Commission which requested for the recruitment of general staff was given clearance by the government to do so. It will interest you to know that, since the establishment of the Civil Service and the return to democratic government more teachers and doctors have been recruited than any other class of Civil Servants in the state. Table 5, illustrates the figures of people recruited in Katsina State Civil Service in 9 years i.e. 2006–2015. This proves the fact, that the democratic government except where absolutely necessary had placed an embargo on recruitment, despite the fact that there was a paucity of administrative and executive officers. Nevertheless during this period the figures show that a lot of the staff recruited fall within the professional class such as teachers and health workers.

Table 5: Provisional Figures of Recruitment in Katsina State Civil Service 2006–2015

S/No.	Years	Total Numbers of Recruitment	Ministries/Department/ Agency with Highest Number	Number
1	2006	154	Ministry of Agriculture	68
2	2007	0	Nil	0
3	2008	379	Hospital Service Management Board	101
4	2009	967	Teachers Service Board	900
5	2010	140	Umaru Musa Yar’adua University	129
6	2011	137	College of Legal and general Studies	63
7	2012	230	Umaru Musa Yar’adua University	210
8	2013	452	Ministry of Health	244
9	2014	512	Health Service Management Board	118
10	2015	116	Isa Kaita College of Education	33

Source: Civil Service Commission Annual Report, 2006, 2007, 2008, 2009, 2010, 2011, 2012, 2013, 2014, 2015.

Fifthly, the promotion of the Civil Servant in Katsina State as at when due equally enhanced the development of the Civil Service. This was because, the state government knowing the scheme of service of the Federal Republic of

Nigeria which – provided for the periodic progression of officers within the Nigerian Civil Service as a reward for the staff in order to boost their morale thereby increasing their performance and privileges, usually implemented such policies through the various criteria. For example, the criteria for the promotion of staff included assessment of performance; officers on grade level 7–15 should serve at least 3 years in the present post before being promoted to the next level while officers on grade level 15–16 should serve a minimum of 4 years and the qualification of officers was also a matter of importance and necessity. In addition, examinations and interviews were conducted to determine the level of the experience of officers as part of the criteria for promotion. However, the promotion of officers at grade level 01–06 had been delegated to the Ministries, Departments and Agencies as defined by the Nigerian Constitutional Laws.

In Katsina State Civil Service, the first promotion exercise was conducted a year after the state was created and the Civil Service established. In fact, there was quite a lot of backlogs in the promotion of officers. To this end, when Colonel Lawrence Anebi Onoja Samuel assumed office as the second Military Governor of the state in September/October 1988, he embarked on a tour of all the Ministries, Departments and Agencies. At the Ministry of Education, the then Commissioner of Education pleaded with the Governor to give the clearance for the promotion of those teachers who had become due, in order to boost their morale. Sequel to that, the Governor gave the Civil Service Commission the clearance to begin promotions of all due officers, and in response to that about 1,000 teachers from the Ministry of Education were promoted with effect from 1987, as indicated in Table 5 below. For that period, Katsina State Government continued with the promotion of officers as at when due. However, there were instances, when the Civil Service took a long period without any promotions usually due to the economic downturn being felt nationwide. Despite that in 2008 the State Government introduced promotion examinations and interviews of officers, in the Civil Service. The examinations and interviews were a means of ensuring professionalism in the service. However, the current administration has suspended the examination. Nevertheless, the State Civil Service had no serious cases of non-progression of officers. Except that, the arrears of the salary increment, has been subjected to various revisions. This is because the scheme of service rules mandated that, promoted officers are entitled to an increment in their salaries and wages. In addition, officers are to be paid this increment with effect from the date of promotion. But this policy has been revised; presently promoted officers in Katsina are paid arrears between 2–3 months. Perhaps this is due to the economic downturn being felt in the country. More so, in-service opportunities or study leave for the staff to further their studies, upgrade their certificates to enable them obtain promotions as at when due.

Table 6: Sample of Promotions in Katsina State Civil Service from 1987–1989

S/No.	Category	Type of Appointment	Grade Level	Date of Promotion	Number Promoted
1	Chief Education Officer	Permanent and Pensionable	14	1988	2
2	Master Grade I	Permanent and Pensionable	09	1987	9
3	Master Grade II	Permanent and Pensionable	08	1987	10
4	Master Grade II	Permanent and Pensionable	08	1988	6
5	Assistant Director	Permanent and Pensionable	15	1988	1
6	Senior Master Grade II	Permanent and Pensionable	10	1987	1
7	Senior Master Grade II	Permanent and Pensionable	0	1989	1
8	Master Grade II	Permanent and Pensionable	08	1989	5
	Total				35

Source: Katsina State Government Gazette No. 1, Vol. 1, August, 1992:4.

Civil Service reform was another factor in the development. Following the abolished 1988 Civil Service Reform, the reform panel under the Chairmanship of Allison Ayida in 1995, recommended improved performance and efficiency. The panel also recommended the abolition of the office of the Head of Service and the pooling system from the Civil Service. In the Katsina Civil Service for instance, the office of the Head of Service was established in 1996. More so, between 1999 to 2007 and then 2007 to 2015 during President Olusegun Obasanjo and Umaru Musa Yar’adua/Goodluck Jonathan, other Civil Service reforms were carried

out in Katsina State. The aim of the reform was to re-position and re-professionalize the Public Service for greater efficiency, effectiveness in service delivery, accountability and transparency. Hence, some of the numerous features of the reforms included Pension Reforms, which entails the compulsory contributory Pension Scheme. The scheme according to the Reforms was to be funded by both the employer and the employee. Among many there were also the Financial Regulations and Anti-Corruption Policy which was aimed at checking corruption and financial mismanagement in Government. This policy gave birth to the establishment of the

Independent Corrupt Practices and other Related Offenses Commission (ICPC) and Economic and Financial Crimes Commission (EFCC) in 2000 and followed by the retirement of these Senior Officers who had stayed for longer. Hence the birth of the tenure reform system policy. The policy mandated for the compulsory retirement of Personnel Directors and Permanent Secretaries who have served for 2 terms of 4 consecutive years each. Katsina State Civil Service and the government implemented that in order to pave way for the young and upcoming officers to assume top positions.

Further to this, was the provision of in-service policy which enabled Civil Servants in the state to further their studies with pay so as to upgrade their cadre. In fact, Katsina State Civil Service undertakes the training of officers on study leave with pay, and part time programs. Furthermore, the State Government equally trains officers on short courses in accredited institutions such as: College of Administration, Funtua (Katsina State), Administrative Staff College of Nigeria (ASCON) Lagos; Centre for Management Development (CMD) Lagos, Industrial Training Fund (ITF), Chartered Institute of Accountant, and the National Institute for Policy and Strategic Studies (NIPSS) Jos Plateau State. In addition to these, the State Government also undertakes moral and financial sponsorship of officers in training which followed by local training and re-training of the Civil Servants in order to provide effective and efficient service. The training department undertakes the training based on recommendations from the Ministries, Departments and Agencies for their staff. The training is available to all cadres ranging from junior, middle and senior, and it cuts across all areas of specialization. The MDA's are however given delegated power to train the Junior Cadre 01–06.

4. Challenges

Katsina State Civil Service despite its development was associated with quite a number of challenges which hindered its professionalism and effective service delivery.

Politicization of the Civil Service was one of the major challenges. This was started by the military administration since the creation of the state. For example, the series of appointments made by the first Military Governor – Colonel Abdullahi Sarki Mukhtar were said to be based on favoritism and nepotism which was contrary to Civil Service procedure. This opened the door for non-professionals, people with lack of experience and know-how to infiltrate the Civil Service. Secondly, the Governor allowed himself to be acquainted with

some selected indigenes who became his friends and allies. This negatively affected his sense of reasoning which made him to allow them to be feeding him with gossip. For instance, they convinced him that certain top Civil Servants were against him.

Sequel to this, the door for speculations and gossip which affected the Civil Service. To this end, the Government couldn't contain rumours that continued to spread. In addition, the Governor had crisis with the Emirate Council and the Islamic religious sects in the state. This was because, they were eager to see changes beginning to occur. Thirdly, it was the opinion of the general public that these allies of the Governor and some influential people of Katsina had influenced the appointment of the first secretary of the state Civil Service. To this end, it was viewed that the Governor made a wrong choice. Thus, lots of pressure rose, hence barely a year after the creation of the state in 1988 the Governor and the Secretary of the Civil Service were replaced. Similar issues were experienced with the second Military Administrator of the state Colonel Lawrence Anebi Onoja who was also transferred out. Consequently, within a period of 3 years, Katsina had witnessed 2 governors and 2 civil service secretaries.

In addition, they also made appointments which went contrary to the Civil Service rules and scheme of service. For instance, they appointed inexperienced and non-career Civil Servants as Permanent Secretaries, especially with the introduction of the 1988 Civil Service reforms. Even when the 1988 reform was abolished in 1994, they still continued with the trend. This brought about a serious lack of professionalism in the State Civil Service.

To this end, the same trend continued to be experienced even after the return to democratic government on May 29, 1999. This was because loyalists and vestiges such as relatives, friends and locals always form part of democracy. More so, politicians, civilians or democrats are known for bending rules and regulations to suit their selfish interests and needs. Besides, they saw Civil Servants as enemies to the achievement of their objectives. This could be the reason why the executive arm of the government centralized the Civil Service. Hence, the government interfered in policy making, implementation, programmers and normal routine activities of the Civil Service, especially in areas of placements, recruitment and appointments. In fact, appointments began to be based on partisan politics. This gave rise to issues of godfatherism and sycophancy. The administration introduced a number of political appointments known as Senior Special

Advisers (SSA) and Special Advisors (SA), of which the appointees were mostly sycophants and vestiges who were placed to head some of the ministries, departments and agencies which already had Civil Servants heading them as directors. This brought about the issue duplication of schedules in the Civil Service and making them idle in offices.

Further to this, was *lack of regard for Civil Service* which made it lose its dignity in such a way that it danced to the tune of the executive arm of the government and consequently, led to the development of sycophancy among the Civil Servants. This promoted a high sense of indiscipline among Civil Servants e.g. acts ranging from absconding from their duty posts without permission since they have a godfather, hawking wares during office hours, insubordination by Junior Officers who in many cases as a result of their connections with the politicians/civilians such as having direct access to the Commissioner or Permanent Secretary on issues of indiscipline feel that they are above the law. It should be noted that these junior officers have always been favoured, among several other cases of in disciplinary acts.

Interestingly, it is very important to note that, since the re-advent of the civilian administration in Katsina State in 1999, the executive arm of government interfered with the normal routine procedural tasks of the civil service. For instance, the issue of appointments, was centralized. Government made an appointment without consulting the Civil Service Commission, the office of the Head of Service and sadly to note, political godfathers in many cases, tampered with certain appointments in the Civil Service. In addition, recruitment was based on favouritism and nepotism. Those at the top ensured that their families, friends and loyalists were recruited or given appointments even if they were not qualified. In many cases, recruitment exercises were conducted without the knowledge of the general public. It should be noted that, the democratic government from its inception in 1999 placed a strict embargo on recruitment, except where necessary. Yet, that same government, secretly recruits for purposes of replacement of retired and dead Civil Servants.

Corruption was another aspect, which seriously and negatively affected the Katsina State Civil Service. Virtually, all forms of *corruption* such as bribery, favouritism, sectionalism, nepotism and abuse of office became the order of the day. Corruption has crept into the service, ranging from the Junior to the Senior Cadre, especially with regards prompt of

promotion of officers. Corruption permeated the exercise which became like a viral disease that eats away the Civil Service. For instance, officers in their haste to be promoted usually engage in giving out money in order to be promoted. Likewise, there are cases of *selective promotions* which were conducted based on favoritism, nepotism and fraud. In addition, there were also cases of *abuse of office*. In fact, in some ministries, officers from the Senior Cadre down to the Junior Cadre who were in charge of promotion tend to engage in collecting money before clearing officers awaiting promotion. The worst of it was that of fraud and ghost workers whose salaries were collected by their collaborators and partners in crime.

Further to this, many officers only engage in duty that will fetch monetary incentive. Some officers received a bribe before carrying out their function. For instance, officers in charge of processing retirement benefits and promotion of officers usually request and receive monetary incentives. Coupled with that, award of the contracts was also based on partisan politics while the use of consultancy service was usually based on favouritism.

Another constraint was the series of reforms made by Military and Civilian governments. For example, General Sani Abacha's regime abolished the 1988 reform owing to the fact that top Civil Servants had protested that, the reform had destroyed the Civil Service. Yet, Katsina State governors had continued with the tenets of the 1988 reforms. For example, the clause under the decree that which politicized the office of the Permanent-Secretary. In other words, they (Governors) continued to make the appointment of Permanent Secretaries political. This meant that the appointments of Permanent Secretaries tenure still depended on the Governor. Therefore, in many cases, both the military and civilians Governors continued to retain Permanent-Secretaries thereby exceeding their rightful retirement period. Furthermore, from 1999 to 2015, Katsina State Civil Service experienced lots of reforms which led to the massive retirement of Senior and Junior Civil Servants in the name of creating opportunities for younger ones. The implication of the reform however, was that, the Civil Service in Katsina didn't have adequate manpower when compared to that of the Federal Civil Service. The result was that a lot of young, abled, dedicated, experienced and professionalized officers were affected. They retired before they reached the peak of their career and at a time when their services were much needed. In addition, Senior Officers who should have trained and led the way for the Junior Officers to follow were retired. This brought about a serious lack of

professionalism in the State's Civil Service. For instance, there were lots of medical and veterinary doctors, agricultural specialists, educationist and a host of others who were affected. This resulted in some departments no longer having any officer of the senior cadre. For example, after the implementation of the reforms, there were no Senior Officers in the Livestock department of the Ministry of Agriculture.

5. Conclusion

The tenable conclusion that can be drawn from the analysis undertaken in this paper is simply that, Katsina State Civil Service is what it is today because so many factors such as contributions made by some personalities in the provision of offices and accommodation, deployment of Civil Servants from Kaduna and other parts of Nigeria to Katsina, employment opportunities in the state, and promotion of staff from one level to another. The paper further argued that, the establishment of the Katsina State Civil Service did not face any serious challenge. This was because there were quite a number of adequate Civil Servants in Kaduna State from among whom a lot of them considered to be technocrats in the Civil Service. were deployed to Katsina being their state of origin. These people contributed immensely in laying the foundation of the Civil Service. However, in the eagerness to see to the takeoff of the state and the appointment of the Secretary of the State Government, the establishment of Ministries, Departments and Agencies certain arrangements were hastily done not according to laid down constitutional laws. This therefore formed the foundation of politics in the Civil Service, corruption and abuse of office through the acceptance of money from the Civil Servant before the promotion and the recruitment of incompetent staff because of nepotism and favoritism. Coupled with that also, was the existence of ghost workers, lack of regard for Civil Servants and Civil Service Commission by the politicians, selective promotion, monetary recruitment and promotion, godfathers, partisan politics, and lots more. All of which had indeed, and greatly disabled the system and equally led to lost its of professionalism.

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