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Exploring Public Service Motivation among Local-Public Sector Workers in Nigeria: Perspectives, Challenges, and Retention Factors

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Abstract

With an emphasis on the perspectives and experiences of local-public sector workers (L-PSWs) in Nigeria, this research explores the dynamics of L-PSM within that country's setting. A total of 122 respondents from selected public sector organisations, had their demographic information and survey answers compiled using a mixed-methods strategy. The majority of respondents were men, and there is a significant number of respondents whose gender was not reported. The report emphasizes that many people enter the public sector with good intentions, but they often face reality shocks as a result of low pay and unsafe working conditions. Even though there are a lot of obstacles, many workers still want to stay in the local-public sector. However, some have shown a readiness to leave for greener pastures. There seems to be a systematic problem in the local-public service (LPS) sector, since many respondents are unhappy with their salaries and do not get their benefits on time. These results highlight the need of thorough changes to improve local-public sector employee happiness and retention in Nigeria by addressing the root causes of L-PSM at the grassroots' level.

Keywords: Local-Public Service Motivation, Nigeria, Public Sector Employees, Working Conditions, Employee Satisfaction.

Introduction

By 1997, Ruth Hubbard had alarmed that no world country would be able to resist massive blows that would come upon their public services (Hubbard, 1997). Meanwhile, prior to this time, Perry & Wise (1990) had observed that public service concerns had already risen in developed societies. In their inquiry, the result of the growing concern, particularly over the decadence of public service in the United States, had triggered loss of interest and trust in government by the citizens (Perry & Wise, 1990). Following the trend, Gore (1998) quickly prescribed reinvention of government so as to arrest the rising governance crisis, and reposition public servants strategically as their participation was highly craved for at the centre of the process.

More than a decade later, a position was still sustained on the relevance of public servants (Global Center for Public Service Excellence (GCPSE), 2015) to revamp the nature of governance across world regions (Ukeje et al. 2023; Nwangbo et al. 2022; Ndukwe et al. 2022; Ukeje & Nwangbo, 2022; Nnaji et al. 2022; Onele et al. 2021; Idike et al. 2020). Motivation is

relevant to public servants who are the pivots of service delivery as its effect has to do with behavior and performance output. Service delivery in the local government, is the mechanism through which service is delivered to the grassroots people in municipal councils, local governments and similar settings at the local level. Examples of public service activities at the local government include sewage disposal, street cleaning, basic education, primary healthcare services. Others include rural electrification, water supply, grading of rural roads among others. Public servants are the workers or agents responsible for the delivery of such services.

For the public service to be responsive to its mandate, it must be fully motivated. One of the motivations is providing tools necessary for these agencies to work. For example, hospitals need accommodations, equipment and other facilities will encourage minimum standard in healthcare delivery. Many other public sectors at the local governments have their specific and different needs which must be met and provided.

To ensure that the public service delivers effectively on its mandate, there is need for motivation. Leaders with solid motivational skills spur and induce people to undertake a specific course of action to achieve desired goals and objectives. Essentially, motivation functions like an activating force that stimulates people to accomplish their best.

Emphatically, GCPSE (2015) noted that attainment of sustainable development cannot be possible without an effective public service. Hence, call for public service reform became relevant in achieving various indicators of the SDGs in Nigeria public sector organisations (Ukeje, et al., 2020) so as to address perceived HRs developmental challenges. Meanwhile, it has been identified that decline in public service would require a call for "New Public Passion", and this was necessary across the globe given the unacknowledged global dimension of massive public service failure capturing both developed and developing countries. In other words, public workers motivation was highly needed to reposition public service delivery (Franco et al. 2002).

Moreover, Witteloostuijn (2023) has rather noted that there is need to examine public service motivation (PSM) profile of different contexts to understand their peculiarities and insights that they bring to PSM scholarship. Since Perry and Wise (1990), PSM has attracted interesting attention among Public Administration scholars in the North, West and East. Moreover, experiences in the South are scarcely known, and as Perry et al. (2010) noted, values of public service vary in different contexts and on that basis, perspective of PSM as expected differ in different contexts.

Hence, accurate contextual perspective of PSM and public service is needful to forge a valid, rewarding, comprehensive and diversified frontier of administrative research. Some interesting observations have been made that give insight into PSM experiences especially in the South. In South Asia for example, it was noted that their PSM has been compromised by unpopular behaviour where public workers engage in corruption practices (Davis, 2004). Similarly, this situation has been observed in Nigeria among public servants (Ndukwe et al. (2021). Notwithstanding, as observed, unpopular behaviour among public servants is not region specific. Blackburn et al. (2004) affirms that corruption, for example, is one among major topic debates among international organisations. They further demonstrated that there is tendency of corruption among bureaucrats in a situation where there is government arrangement that permits the loophole. They do this through over estimation of costs and misinformation about cost of goods (Blackburn et al., 2004). In a situation of reduced corruption, there was two significant drivers namely, change of environment of work that made it costly to engage in immoral conduct, and service providers' accountability network shift (Davis, 2004).

Literature Review

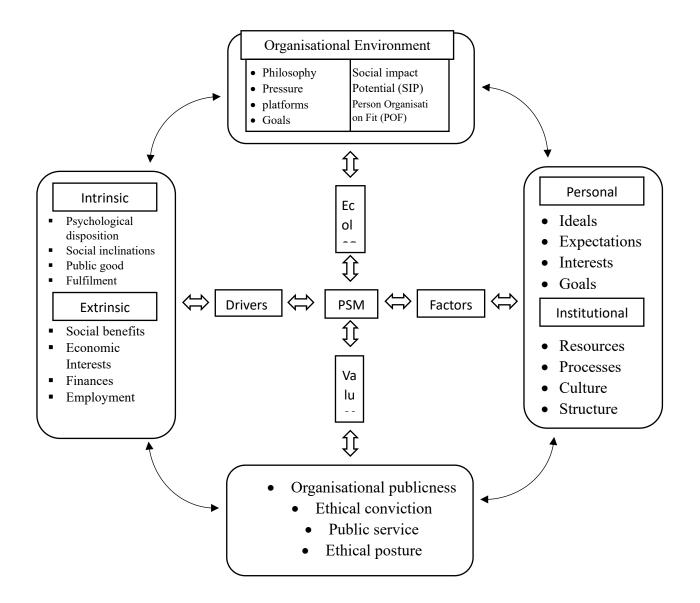
Public Job Choice and Local-Public Service Employees (L-PSEs) Motivation Experience

First, Van de Walle et al. (2015) admitted that research outputs have found it had settling over what precisely determines choice of public job. In their attempt, two principal determinants of one's choice of job in public sector over private sector were suggested namely opportunity and preference (Van de Walle et al., 2015). In their explanation, preferences are dependent on both internal (desires to serve others and be useful to the society), and external factors (better income, secured job, low/difficult performance monitoring, and/or better promotion package) categorised as public service motivation and economists based (self-interested) respectively, which serve as mechanism of explanations. Van de Walle et al. (2015) submits that whereas this study draws from related findings across several countries (26), there are minor differences that should not be neglected as well. This agrees with observation that better understanding of PSM nuances must consider research in other climes (Witteloostuijn, 2023).

Nonetheless, Van de Walle et al. (2015) argue that "public sector choice depends on both individual characteristics and country-dependent opportunities provided by internal and external labour market conditions." (p. 18). Whereas research indicate that choice for public agency draws from altruistic tendencies, evidence from Jacobson (2011) demonstrates that many people are rather influenced by pragmatic reasons. Individuals' mindsets experience shifts differentially in keeping with their experience at different positions and levels in public organisations. Hence, institutions have different impact on framing and development of motivation of employee in the public service (Jacobson, 2011). Whereas PSM is relevant for explaining attraction impacts in both public and private sectors, it has a shortfall in predicting why one would make a choice for a job over another or even switch between public or private (Jacobsen & Kjeldsen, 2011).

Again, it was observed that after one has been employed, it does not necessarily improve PSM rather, it is retained from diminishing as much as it would do in private establishments (Jacobsen & Kjeldsen, 2011). In other words, PSM exist prior to and after employment but it does so in a more complex way than it has been observed before (Jacobsen & Kjeldsen, 2011). Within two decades, Lewis and Frank observed that to become a public servant was highly dependent on either chance or choice (Van de Walle et al., 2015).

Figure 1: Author's conceptual insight from the L-PSM and Job Satisfaction literature



The conceptual model captures sweeping insights from the literature showing frantic efforts to establish connections and correlation among common variables in the PSM literature. As observed, there is an ecology of PSM. The ecology reveals organisational environment where philosophy, goals, pressures, platforms, social impact Potential (SIP), and Person Organisati on Fit (POF) determine PSM. From the driver angle, intrinsic and extrinsic variables were revealed that capture PSM. Such were psychological disposition, social inclinations, public good fulfilment, all stemming from the intrinsic segment, while social benefits, economic interests, finances, employment all drew from the extrinsic angle. On the factors, it was observed that some elements, from both personal and institutional angle influenced PSM. From the personal angle, ideals, expectations, interests, goals inspired PSM while resources, processes, culture, structure were functions of the institutional determinants. Finally on the values, it was observed that highly held observations stimulate PSM. Such were tendencies for organisational publicness, ethical conviction, public service, ethical posture.

Findings and Discussion

PSM research in the global South appears insufficient to really understand the dynamics and nuances of the PSM reality in the region. Particularly in Nigeria, many factors around PSM

make the study more interesting. Responses to the survey items in the study reveal insights that show the dynamics of PSM experiences in the global regions.

Characteristics		Frequency (%)
Gender	Male	51 (41.80)
	Female	42 (34.43)
	No Response	29 (23.77)
Age	20-30	6 (4.92)
	31-40	37 (30.33)
	41-50	41 (33.61)
	51-60	18 (14.75)
	61-70	1 (0.82)
	No Response	19 (15.57)
Qualification	PhD/MSc	5 (4.10)
	BSc/HND	45 (36.89)
	NCE/OND	28 (22.95)
	TCII	4 (3.28)
	WAEC/FSLC	23 (18.85)
	No Response	17 (13.93)
Total		122 (100%)

Table 1: Demographic Information of the Respondents

As noted earlier, the target respondents covered staff members at both local government and state government levels. At local government level, teachers and administrative staff were engaged. From the data on gender, it appears that there are more males, and less females. However, the tendency for this conclusion is moderated by 23.77% respondents who did not identify their gender. Most likely, more females did not identify their gender. Though we are limited in explaining why that is the situation, it could be inferred that males are more open and assertive. This insight may lend explanation to the recorded non-response to the age and education background aspects. It is observed that less young people (only 4.92% in the study) make choice for employment in public service. Public sector employment in the study appears less remunerative. Hence, young people who are more concerned about economic benefits go for private and more paying jobs at federal level. Also, the 0.82 (61-70) indicate that less aged are in public service. It explains that public service job in most cases needs those whose strength are yet to be expended. Also, some employees do not live long enough to reach that age bracket in public service in the study area. Moreover, public sector employees are not so much concerned about higher degrees.

Some jobs only required national/regional examinations certificates like West African Examination Certificate (WAEC), First School Leaving Certificates (FSLC), and Teachers Training Certificates (TCII). Some jobs especially those in state government ministries required more of degrees. Hence, the high number of degree possessor (36.89%). Also, basic requirement for teachers are the National Examination Certificates, National Diploma (OND) and Higher National Diploma (HND), and TCII. This could be the reason many employees were not so bothered about MSc and PhD. Hence, only 4.10% are possessors of PhD and MSc degrees. Finally, among other factors, the 'no response' recorded may be attributed to the attitude of respondents in the area of attention to details. Also, it could be attributed to unsettled mind given their discomfort and protesting attitude due to the public service poor working

conditions. Some barely agreed to participate in the research exercise as there was no direct benefit to them or how it could directly translate to their improved work experience.

In the item 1, responses indicate a popular optimism that people exercise in picking up a public service job. The source of this optimism is diverse as will later be discovered in this study, notwithstanding, the second item suggested that it was highly powered by desire to serve the public (93.44%). This point corroborates insights in the literature that those who desired to serve the public have the tendency of joining a public service job (see Zhang, 2023).

However, joining a public job is usually met with some public service reality shocks (Schott et al., 2019). With an intention to find out whether public servants do retain motivation at such a circumstance, item 3 demonstrated that a large number (75.41%) of them still retained it. Also, 19.67 percent did not deny their inability to cope with the challenge. A fair number of employees (46.72%) revealed that their coping strategy was powered by their choice of retaining public service job despite the circumstances. Similarly, 46.72% admitted that an opportunity to work in the private sector with favourable working would not find them on the job with the public sector.

Meanwhile, on an almost general note, all (91.80%) the examined employees agreed that if given an opportunity, they would change how things are done in the public sector. On this point, 5.74 disagree while only 2.46% were undecided. Those who disagreed did so on the ground that beyond their perceptions, perspectives and desires, there are civil service rules that are overriding. For them, if these are properly followed, there would not be need for unnecessary innovation that the regulations have not permitted. From the overall evidence, it may be suggested that job conditions and employees' experience appear grossly unfavourable, hence, the clamour for change and transformation in the public service system of Nigeria. The statistical and graphical descriptions of the responses are presented below.

S/N	Items	A (%)	D (%)	N (%)
1	I desired to become a public servant before I was employed	87.70	7.38	4.92
2	I joined public service because I desire to serve the public	93.44	6.56	0.00
3	I have not lost my desires to serve as a public servant	75.41	19.67	4.92
4	I don't like other works that are not public service	46.72	46.72	6.56
5	I want to change how things are done in public service if given the opportunity	91.80	5.74	2.46
	Total	79.02	17.21	3.77

Table 3: Statistical description of LG employee public service perception and motivation

Agree Disagree Neutral

4.6
1.4
6
3.130495
8
0
8
23

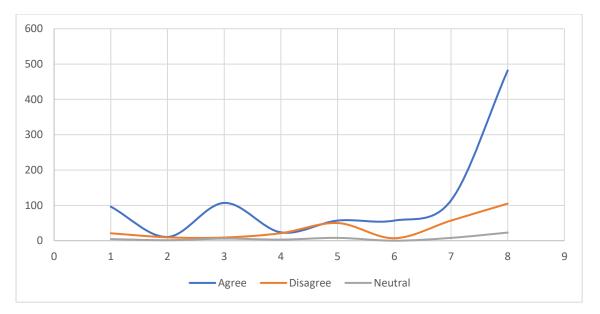


Figure 2: Graph showing statistical description of LG employee public service perception and motivation

From the mean of the entire responses above, it is suggestive that public employees maintain positive disposition towards their job and the future of the same. This tendency is the reason for their optimism that if given the opportunity in terms leadership in their service system, they could effect positive changes that would transform service experience and public service practice in the study area. For further insight on the study, additional survey items and responses are hereby introduced to probe the given responses and undeclared dispositions by the employees.

Table 4: Experiences of public service delivery at the Local level

S/N Items A D	Ν
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		(%)	(%)	(%)
1	I joined public service because of my personal needs	40.98	53.28	5.74
2	I joined public service because I could not find work else where	34.43	57.38	8.20
3	I will resign if I find better work other than public service	63.93	26.23	9.84
4	I lost my motivations to serve the public due to poor working			
	conditions	63.93	32.79	3.28
5	My salary is not sufficient to settle my personal needs	77.05	16.39	6.56
6	I devised means of surviving due to poor work conditions	74.59	18.03	7.38
7	I am made to work even when am not satisfied with work			
	conditions	72.13	25.41	2.46
8	I receive due allowances and benefits timely and adequately	23.77	66.39	9.84
	Total	56.35	36.99	6.66

Gaining opportunity to work in the public is usually craved for, not just because of the desire to serve the public as shown in table 1, but also as a result of other factors. With intention to probe into those factors, personal needs as a motivation were introduced to the respondents. As demonstrated by the table, majority (53.28%) of the respondents disagreed that personal needs were the main driver of public job choice. In that sense, it could be deduced that though personal needs are not the main, it is also part of the motivation with 40.98% significant agreement among the respondents. Just 5.74 were undecided on the opinion. The point was substantiated by the response to item 2, which indicates that joining public service was purposeful. That is, employees admitted that the choice was not influenced by lack of job outside the public sector. Although, 34.43% admitted to that fact of unemployment and availability of job in the private would influence their choice of job in the public sector. The responses to the next item provided more insights to the undeclared opinion of the respondents. When provided with a ready and better opportunity to work outside the public sector, 63.93% respondents agreed that they would resign their job in the public sector. This revelation brings a lot of insight to the motivation of employees. The next item showed that poor working condition was the main determinant of the poor PSM among employees, which 63.93% agreed to while 32.79% disagreed with only 3.28% neutral persons. More probe to the reasons through the next item on insufficient salary to settle personal needs showed that over 77.05% were dissatisfied on their take home payment. Further, 74.59% admitted that they devised means of surviving in the situation of harsh working condition under item 6. Meanwhile, the respondents (72.13%) cried out that they have no choice but to remain under the harsh condition.

The position was informed by lack of alternative job, and their inability to change the status quo through any other means. There was need to find out if the respondents do receive any form of benefits and allowances and whether they come timely and adequately. From the responses, 66.39% admitted that they do not. This information raises a lot of concerns to the public service practices and brings a lot of insights to the PSM literature on what is the state of PSM practice in the study area.

In the table and graph below, a presentation is made to demonstrate the responses in a clearer way.

Table 5: Statistical description of LG employees service delivery and satisfaction

Agree Disagree Neutral

21 4.6
555 1.4
9 6
3.130495
50 8
7 0
57 8
105 23
4

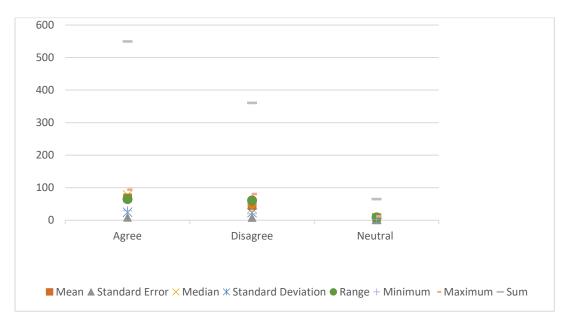


Figure 2: Graph showing statistical description of LG employees service delivery and satisfaction

RESULTS AND PRESENTATION OF DATA

Key interview on how the LG service employees can be motivated to enhance service delivery was carried out in Ebonyi State. See respondents views below:

1. How does motivation improve service delivery in public service?

Motivation increases productivity/service delivery in employee by making them industrious, creative dependable & thoroughly engaged in what they do. Again turnover becomes a non issue & productivity soars.

2, How can the local government workers be motivated for public service delivery?

Local government workers can be motivated for public service delivery ; one of the first step is for executive to set out clear & specific goals that are aligned with the organization vision, mission and values because it provides direction, focus and feedback and helps them understand what is expected of them & how they can contribute to the success of the organization. Again providing a conducive working environment & working materials. **3.** Which tools/ facilities are more effective in enhancing service delivery in the local government system?

Training, incentive & mobilization are more effective in enhancing service delivery in the local government service.

4. What role does incentive and motivation play in organizational efficiency and effectiveness?

Incentive & Motivation drives employees to put their best effort in their work & gives a high level of job satisfaction.

5. How does staff training motivate the work force into organizational efficiency?

Staff training as a mode of motivation increases productivity & it helps workers to easily adapt to changes and collaborate with their teammates.

6. What are the challenges militating public service delivery in the local government system.

The challenges militating public service delivery in the local government system are, lacking of training, employment of unqualified personnel, visions not defined, not consistent in policies & lack of motivation & incentive.

7. What can be done to improve service delivery in the public service?

The ways to improve service delivery in the public service are, effective motivation, providing the right tools, good working environment, regular training & effective Monitoring of workers attitude to work.

INTERVIEW: Head of Personnel Management Ebonyi Central Senatorial Zone

Motivation remains a veritable tool to promote healthy growth and development of every institution and organization. Different individual employees are motivated in various strategies depending on the respective values of the employees. Hence motivation involve two parties (employer and employees). It could be between the institutional stake holders and their lower subjects. And it is common decision making remains the responsibilities of the stake holders whereas the other employees put the decision to operation; hence the roles of the employee becomes so important or crucial for effectiveness of the institution especially for improved service delivery.

Motivation improves service delivery in diversified ways; few to be discussed here are:

- Appreciated to goof/ hard work: in some institution employees who dedicate their personal time & extra ordinary effort supporting the employees are not often thanked or appreciated outwardly enough by other staff members or stakeholders. This unrecognized work can contribute to burnout and even resentment. When employees and personnel feel under appreciated they face the effects of burnout, decreased motivation and diminished job satisfaction. This can lead to a lot of negativities like higher turnover rates, reduced collaboration and productivity, work silos, non streamlined way of life in the office etc
- Consequently, employers should create appreciative environment for employees by making point to say "THANK YOU" especially when an employees goes above and beyond to complete a task or mend an error,
- Accessible communication: imperative is an accessible communication between the employers and the employees. Supervisors or other stakeholders depending the

organization of the institution should check in with employees regularly to answer questions provide directions and commend employees when appropriate.

- Provision of incentives & Benefits: Fostering a culture of employees motivation via incentives and benefits enhances morale and cultivates loyalty among the workforce. Employees can recognize and reward employees contributions with benefits like holding parties organized lunches, award dinners, performance bonuses.
- Training and retraining of the employees: another crucial approach to improved service delivery as by organizing training workshop and symposium for the employees for higher productivity and better service delivery.
- Local government workers can be motivated for public service delivery through the approaches below
- Innovate through engagement: high performance can only happen by generating enthusiasm, uniting behind a common vision and goals. The evidence is clear without meaning is not enough compensation. There to build a high performance LG system can only be achieved through employees engagement (the top).
- Align goals and expectation of the employees: for public service delivery in LG system, employees align their goals and expectation with the LG system vision, mission and strategy. The LG stakeholders should communicate clearly and frequently the purpose scope and of each employees services.
- Provision of recognition and rewards: LG employees could be motivated by provision of recognition and build for their achievement and efforts individually and collectively. Empowerment & challenge of some employees: some employees who are trusted with responsibilities can be empowered with responsibilities can be empowered with responsibilities can be empowered with better challenges or tasks outcome. Some could be made unit or department heads etc.
- Employees to be shown care and support LG support: LG employees are mostly are mostly motivated for public service delivery if they are shown care and support. This above goes further to foster healthy work environment especially when the LG stakeholders offer both emotional and practical support to their employees and help them balance their work and personal life.
- Tools/Facilities more effective in enhancing service delivery in local government. Are:
- Improving morale/make the employees feel appreciated
- Commendation of the good work of the employees and equally inspire them more.
- Employees should be shown they are working for something bigger.
- Avoid resentment from the employees
- Roles incentives & motivation play an organizational efficiency and effectiveness.
- Incentive & motivation promote high productivity rate.
- It reduces mistakes in service delivery
- It encourages the employees to be committed & dedicated
- Employees are better and generally engaged

• How staff training motivate the work force into organizational efficiency.

Staff training and retraining is very crucial for the motivation of the work force into organizational efficiency. Employees are needed to be trained clearly and frequently the purpose, scope and objectives of each employee's service delivery project as well as the roles, responsibilities and expectations of each of them. Organisations or institutions leaders should also solicit for feedback and input from their employees and involve them in decision making and problem solving process. Once an employee are enstilled with the common vision, purpose and goal then, it enables in setting true collaborative work force to execute on value creation for the organization.

- Challenges militating public service delivery in local count system.
- Lack of proportional salaries
- Irregularities to payment of the staff
- Lack of favourable working environment
- Lack of appropriate material resources in LG system
- Bribery and corruption in the system
- Political inclination in the LG system
- Favoritism/discrimination
- What to do to improve service delivery in public service are as follows:

Motivation of the employees

One way to motivate local government workers for public service delivery is to make sure that they feel a sense of ownership and pride in their work. This can be done by involving them in the decision-making process, giving them a say in how their work is done, and making sure that they understand how their work contributes to the overall mission of the local government. Additionally, providing incentives such as performance-based bonuses or career advancement opportunities can also help to motivate local government workers (R7).

Challenges include: inadequate funding, lack of incentives, bureaucracy, political instability, bribery and corruption, political interference, etc (R5).

DISCUSSION OF THE STUDY

Workers perspectives

The study captured the opinions of workers in the Ebonyi State Local Government system. Who expressed their view on the effectiveness of motivation to service delivery, What is expected of the government to motivate the workers example Remuneration, tools that should be used to enhance service delivery such as providing facilities to enhance performance. They also noted the role incentive plays in an organisational goals. shadding light on capacity building training & workshop to improve knowledge for a result oriented job and enhances staff performances. challenges facing the Local Government workers is irregular payment of salary/staff promotions. lack of autonomy to local government system. Again suggested what could be done to improve service delivery as prompt payment of salary, provision of conducive environment, availability of funds, trainings etc.

Government/stake holder perspective

The government stake holders, the coordinators, administrators and HPM were also of the same opinion with the workers in this context. But emphasized that the worker's are faced with challenges of inadequate welfare packages, non availability of working tools and employment of unqualified personnel and inconsistency in policies etc

However, the challenges in the local government system, are the encumbrances facing motivation of the public service in that sector. The major challenge is the lack of autonomy by the local government. Through the joint account principle, the state government controls the finances of these local governments. Again the state governors decide who becomes the Chairman and other principal officers of the local government. Even when they conduct elections, such elections are shams and simply rigging their preferred candidates into office. Furthermore, the local government system is highly politicized to the extent that technocrats who should give proper advice on the best way to motivate the system are usually schemed off. Moreover, motivation in the system is usually on parochial basis largely on who knows the chairman or his immediate aides.

Conclusion

The local government system is a veritable institution for service delivery in the public sector and the closest to provide services to the people. The local government system is also guaranteed by law, especially section 7 of the 1999 constitution. Nigeria has 774 local governments, of which if well motivated will provide welfare to majority of the people, ensure security of lives and property of the people, and enhance their economic well-being.

The main challenge facing the system is lack of motivation, part of which stem from lack of autonomy. Incidentally, motivation is the necessary tool it needs for effective and sincere service delivery to the citizens. Therefore, for the system to work, and for the people to feel the impact of local governments, the federal and state governments should as a matter of necessity and urgency do the needful by improving on motivation, including amendment of the 1999 constitution to remove all obstacles that hinder effective motivation of the system.

Recommendations

The local governments are grassroots based. They are usually seen as the nearest public service delivery agency and most times referred as the third tie of government.

While the constitution recognizes the local government and the people appreciate it is therefore recommended that for the system to work effectively, it should be appropriately and adequately motivated.

- To motivate the system, there should a grant of full autonomy to local governments this will help them take quick and appropriate decisions in service delivery.
- The local government elections should be conducted by the Independent National Electoral Commission. This will make it possible for the people to elect freely those they consider capable to run the affairs of their councils.
- To motivate the local government staff through regular payment of salaries and allowances, regular trainings and workshops, promotions and other necessary incentives.

- There should be provision be staff quarters in every local government Area. This will reduce the burden of transportation and also help the local government staff to stay with the people and bond with them.
- More staff should be recruited and encouraged to work in the system. These recommendations are not just necessary for the sustenance and survival of the local government system, but will ensure quality service delivery to the public.

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