



Human Capital Development and Service Delivery in Lagos State: A Study of Selected Ministries

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Authors' contributions

This work was carried out in collaboration between both authors. Author FFN conceived the idea, supervised, edited and restructured the manuscript. Author EE designed the study, managed the literature searches and wrote the first draft of the manuscript. Both authors managed the analyses of the study, read and approved the final manuscript.

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ABSTRACT

Public service delivery is an effort to provide the much-expected value for customers or clients by a government-funded organization through the activities, relationship, or interaction between its employees and the people. Public service organizations in Lagos State cannot deliver effective and efficient services without adequate Human Capital Development. This study seeks to examine the relationship between human capital development and public service delivery in Lagos with emphasis on training, performance appraisal, and job enrichment programs; through the lens of human relations theory as popularised by Elton Mayo. The survey research design was used in this study, and data were analyzed using Pearson Moment Coefficient Correlation (through SPSS) at 0.05 level of significance. Findings in this study reveal that efficient service delivery in Lagos State public service organizations, which is supposed to be a function of proper human capital development, has been on a dwindling mode and for more than three decades now, the Lagos State public service organizations have not overcome the challenge of rendering epileptic services to the public. This study concludes that more attention should be paid to the development of human capital in Lagos State public sector for efficient and effective service delivery. It recommends regular training and performance appraisal for the employees in Lagos PSO.

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1. BACKGROUND TO THE STUDY

With a population of approximately 200 million people and a land mass of about 923,800 square kilometers, out of every 5 black Africans counted, one is a Nigerian [1] and about 10.5% of the total number of people living in the country today resides in Lagos State [2]. As a Mega City, Lagos is blessed with an abundance of human and natural resources, including sea and airports. However, from records, the State is yet to adequately harness these resources (capital) for rapid socio-economic growth and the betterment of the livelihood of the people. It is intrinsic to ask, what could be the problem? Why is the government of the State failing on every performance assessment? Who and what is responsible for these inadequacies in public corporations? As the day-to-day running of every government activities rests on the shoulders of humans (the employees) through various ministries, departments, and parastatals (MDAs), it is obvious that incompetent and underdeveloped employees can only contribute to poor service delivery across every public sector organizations (PSOs) [3]. In Lagos, poor human capital development (HCD) has contributed significantly to the decline in the expected standard of living. Although there has been a growing understanding of the fact that the human is the most important element in every work organization, and the need to adequately nurture the individuals within the organization for adequate service delivery, proper economic growth and development [4], PSOs in Lagos have not fully maximized these potentials.

Service delivery (SD) remains a satisfactory effort to provide the much-expected value for customers or clients by an organization through the activities, relationship, or interaction between the employees and clients. When clients are satisfied with the services rendered by an organization they become more loyal and ready to engage further with such an organization. This usually generates more profits and revenue for both private and public organizations. It is a vital role of every state to provide for or deliver a range of services in the interest of its people [5,6]. These services range from administration (delivery of license and permissions) to other

traditional services like education and healthcare. These services have to be rendered in an effective, reliable, and citizen-friendly manner, and through competent and qualified employees. It is on this note that this study seeks to examine the relationship between HCD and SD in the Lagos PSO with emphasis on training, performance appraisal, and job enrichment programs. This problem as being looked at through the lens of the human relations theory as popularised by Elton Mayo.

1.1 Problem Statement

In the words of Nchuchuwe [7], "public service delivery in Nigeria has surprisingly become so abysmal in the 21st century". Poor HCD, as found in the Nigerian public sector organizations today, has contributed significantly to the underdevelopment of the country and the decline in the standard of living of the people. PSOs in the country cannot deliver effective and efficient services without adequate HCD. Currently, the growing knowledge of the importance of HCD has been vital to the development and sustenance of many private sector organizations, hence the need for PSOs to follow the same train and nurture the employees for efficient and effective service delivery which will fast-track rapid economic growth and national development. Poor HCD has hampered the attainment of laid down the goals and objectives of government-owned organizations. It is highly instructive to state that there have been many studies on HCD and SD in Nigeria. However, less attention has been paid to PSOs which have often been noted for its continuous poor service delivery and inability to satisfy members of the public in which it was created to serve [8]. Other studies failed to adequately incorporate key indicators of HCD such as training, performance appraisal, and job enrichment programs. A critical review of extant literature reveals that previous studies on HCD and SD concentrated majorly on small and medium scale businesses [9], local governments service delivery [10], globalization and human resources development (HRD), HRD and nation-building in Nigeria [11], challenges of HRD in Nigeria [12], as well as the effects of HRD on organizational productivity [13]. None of these studies x-rayed the impacts of HRD on SD in the Nigerian public sector organizations. This

¹ Etim & Nwagboso 2019

² World Population Review, 2020

identified gap forms the basis for this study, within the following objectives; to,

- a. Examine how employees' training contributes to efficient service delivery in Lagos State public sector organizations,
- b. The role of performance appraisal in employees' development, and
- c. How job enrichment programs can promote efficient service delivery in Lagos State public sector organizations.

1.2 Research Questions

- a. Employees' training does not relate to efficient service delivery in public sector organizations?
- b. Performance appraisal does not significantly relate to employees' development in public sector organizations?
- c. Job enrichment does not promote efficient service delivery in public sector organizations?

1.3 Research Hypotheses

H₁: Employees' training has no significant relationship with efficient service delivery in public sector organizations.

H₂: Performance appraisal is not significantly related to employees' development.

H₃: job enrichment does not promote efficient service delivery in public sector organizations

1.4 Human Capital Development and Service Delivery: The Nexus

Human capital consists of all the knowledge, habits, and personality attributes that are embedded in an individual to aid him to perform the assigned task or to carry out given responsibilities within and outside the work organization. Talents and creativity are very helpful in modern-day organizations and have enhanced corporations' economic value in more ways than one. Sharma et al. (2012) see the human as the most important factor of production which requires adequate attention to develop and properly utilize using laid down human capital development tools [4]. HCD is, therefore, the process of assisting employees to acquire new skills as well as develop existing ones to be used in satisfying the needs of customers. HCD is viewed as the process of improvement through which employee performs to enhance effective service delivery. From the concept above, we

can deduce that without proper human capital development, an organization cannot talk of effectiveness in the delivery of services. PSOs in Lagos has suffered a deficit in terms of effective service delivery. Modern organizations develop plans to train, appraise performance as well as undertake job enhancement programs for its employees to keep them updated in knowledge and capable of competing with their contemporaries in other organizations. HCD has been noted as one of the tools of organizational effectiveness and efficient service delivery, and functions as 'chief cornerstone' for organizational sustainability [14].

In the words of Ogujiuba (2013); "HCD is strategic to the socio-economic development of a nation which includes education, health, labor, employment and women affairs. Investment in human capital development is therefore critical as it is targeted at ensuring that the nation's human resource endowment is knowledgeable, skilled, productive, and healthy to enable the optimal exploitation and utilization of other resources to engender growth and development" [15]. Reassessing the position of Ogujiuba, one may infer to say that no country can attain economic growth and development without having a well talented, competent, and skillful workforce that can exploit, utilize, accelerate and propel the available resources of the nation optimally [15]. When the human capital is properly harnessed in the workplace, the result is efficient service delivery which is the aim of every state-owned and private corporation worldwide. Service delivery, as was mentioned earlier in this study is a satisfactory effort to provide the much-expected value for customers or clients by an organization through the activities, relationship, or interaction between the employees and the client in question. It is the actual delivery of service and products to the clients [16].

PSOs in Lagos are created for the sole purpose of meeting the needs of the masses and bridging the gap between the government and the citizens. Employees of the civil service commission and other government parastatals are expected to fit in the role of satisfying the citizens in every aspect they are assigned to manage. Unfortunately in Lagos State today, civil servants often mistook their services to the public as 'help' or 'favor'. This problem has distinct the PSOs from the private sector and has not helped the PSOs to adequately achieve the aim at which they were created in the first instance. For example; while the private sector treats their

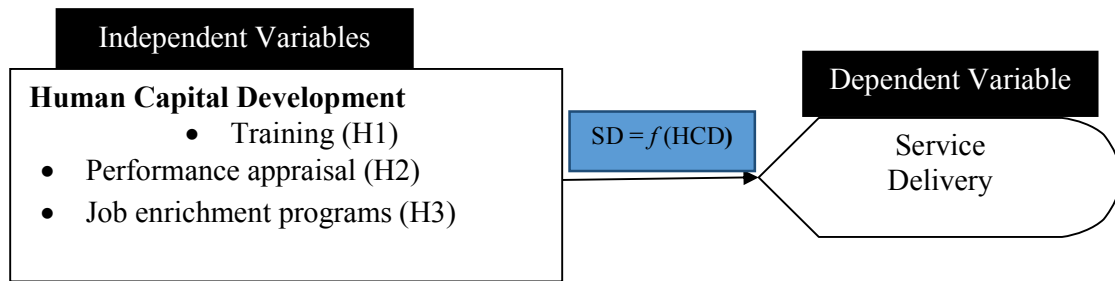


Fig. 1. Specification of the variables: The meeting points

Source: Authors (2020)

clients and customers with all amount of seriousness, respect, and dedication to have them return later for more business transactions and not patronize competing brands, the Lagos State PSOs hardly value the citizens (clients) largely due to monopoly in the service they deliver. This problem has been a clog on the wheel of fostering rapid economic and social development in the country. From the foregoing, it becomes overtly important for Lagos PSO to invest more capital in the training of employees, regularly appraise their performance, and introduce necessary job enrichment programs to the system. These will enhance public service delivery as shown in Fig. 1. Public service delivery has to do with the rendition of tasks or services funded by the government through taxpayers money and other forms of revenue generated by the government. It is was help the creation of a fair, just and civilized society where people are satisfied, to a greater extent with government provision [17,18,19].

A careful look at Fig. 1 shows a strong relationship between human capital developments and service delivery. Those specific variables under the HCD such as training, performance appraisal, and job enrichment programs, can determine service delivery.

1.5 Theoretical Explanations

The human relations theory is capably explaining the relationship between HCD and service delivery in PSOs as it owes its foundation to the neo-classical theory which emphasizes the social psychology of workers and their respective workgroup and environment [4]. Elton Mayo and his associates' study at Harvard Business School in the early 1930s pushed for an ideological revolution in organization theory. Departing from Fredrick Taylor's scientific management school which was the prevalent theory which believed that the primary motivation

of workers was pay. As an engineer, Taylor looked at the workers through the lens of engineering and concluded that they were lazy and motivated only by pay. Taylor further saw the employees as pieces of equipment. However, Mayo's study in Hawthorn contradicted the expectation of scientific management school to prove that workers were not machines, they need comradery and recognition, including a sense of belonging. Mayo discovered that there is a strong psychological element attached to productivity. He submitted that pay and environmental factors alone cannot adequately motivate the workers to attend the level of performance and productivity that modern organizations demand in terms of service delivery [20]. Hence the need to incorporate positive relational factors. Modern organizational managers should be concerned about their employees' job progress through frequent pieces of training, performance appraisal, and job enrichment programs. The human relations theory is relevant to this study because it explains that human beings are not to be treated as machines. After all, they have feelings and emotions and need to be constantly developed through pieces of training, assessed through efficient performance appraisal techniques, and encouraged through job enrichment programs. The achievement of these will foster efficient service delivery in PSOs.

2. RESEARCH METHODS

This study was conducted in Lagos State, Nigeria. Lagos State Ministry of Home Affairs and Lagos State Ministry of Education were selected for this study. With a population size of about 21 Million (10.5%), Lagos State is one of the most populated states in Nigeria and remains the commercial hub of the country [20]. Due to the large population size of the state, there is a need to properly manage its PSOs to adequately satisfy the ever-growing needs of the people. The survey research design was adopted in this study. The study population was drawn from the

total number of staff, from all departments and units in the selected ministries. A total of 651 staff as at the time of this study. Using the Taro Yamane's (1965) formula for sample size determination ($n=N/(1+N(e)^2)$), a sample size of 248 was drawn. Data were generated from primary and secondary sources. The former was through questionnaires while the latter was through journals, books, and internet sources. Data were analyzed using both descriptive and inferential statistics. The stated hypotheses were tested using Pearson Moment Correlation Coefficient at 0.05 level of significance.

2.1 Sample Size Determination

Yamane's (1965) formula [$n=N/(1+N(e)^2)$]: where; (n = sample size; N = population under study; e = margin error)

Therefore;

$$\begin{aligned} &651/[1+651(0.05)^2] \\ &651/1+651(0.0025) \\ &651/1+1.6275 \\ &651/2.6275 = 248 \end{aligned}$$

3. RESULTS

H₁: Employees' training has no significant relationship with efficient service delivery in Lagos State public service organizations.

Table 1 reveals mean scores of 3.96 and 3.98 respectively while their standard deviation values were 1.174 and 1.211 respectively.

At .965**, the result in Table 2 shows a good relationship between employees' training and service delivery in Lagos PSOs. Also, at .000 the two-tailed test is significant given the significance level of 0.05. Therefore, we accept the alternate hypothesis.

H₂: Performance appraisal is not significantly related to employees' development.

Table 3 reveals mean scores of 3.75 and 2.27 respectively while their standard deviation values were 1.329 and 1.378 respectively.

Table 1. Descriptive statistics

	N	Min	Max	Mean	Std. Dev.
My workplace sends me regularly on frequent pieces of training to further develop my current skills as well as add new ones?	248	1	5	3.96	1.174
On return from these pieces of training, I feel more capable of handling my assigned duties in the interest of the organization and the citizens in which I serve?	248	1	5	3.98	1.211
Valid N (listwise)	248				

Source: Researchers' fieldwork (2019)

Table 2. Correlations

My workplace sends me regularly on frequent pieces of training to further develop my current skills as well as add new ones?	Pearson correlation	1	.965**
	Sig. (2-tailed)		.000
	N	248	248
On return from these pieces of training, I feel more capable of handling my assigned duties in the interest of the organization and the citizens in which I serve?	Pearson Correlation	.965**	1
	Sig. (2-tailed)	.000	
	N	248	248

Level of significance = 0.05; N = 248; df = 4; r = .965**; **. Correlation is significant at the 0.05 level (2-tailed)

Source: Fieldwork (November 2019)

Table 3. Descriptive statistics

	N	Min	Max	Mean	Std. Dev.
Does my supervisor regularly review my performance and contributions to the ministry's core aims and objectives?	248	1	5	3.75	1.329
My skills, achievements, and growth in service are consistently evaluated by my supervisor (manager)?	248	1	5	2.27	1.378
Valid N (listwise)	248				

Source: Researchers' fieldwork (2019)

Table 4. Correlations

Does my supervisor regularly review my performance and contributions to the ministry's core aims and objectives?	Pearson correlation	1	.665**
	Sig. (2-tailed)		.000
	N	248	248
My skills, achievements, and growth in service are consistently evaluated by my supervisor (manager)?	Pearson Correlation	.665**	1
	Sig. (2-tailed)	.000	
	N	248	248

Level of significance = 0.05; N = 248; df = 4; r = .665**

** Correlation is significant at the 0.05 level (2-tailed)

Source: Fieldwork (November 2019)

Table 5. Descriptive statistics

	N	Min	Max	Mean	Std. Dev.
My ministry engages in a strong job enrichment program to relieve me of the feeling that my job is repetitive with no career path?	248	1	5	3.79	1.183
Frequent addition of new dimensions to my job makes me more motivated?	248	1	5	3.75	1.329
Valid N (listwise)	248				

Source: Researchers' fieldwork (2019)

Table 6. Correlations

My ministry engages in a strong job enrichment program to relieve me of the feeling that my job is repetitive with no career path?	Pearson correlation	1	.725**
	Sig. (2-tailed)		.000
	N	248	248
Frequent addition of new dimensions to my job makes me more motivated?	Pearson Correlation	.725**	1
	Sig. (2-tailed)	.000	
	N	248	248

Level of significance = 0.05; N = 248; df = 4; r = .725**

** Correlation is significant at the 0.05 level (2-tailed)

Source: Fieldwork (November 2019)

At .665**, the result in Table 4 shows a good relationship between performance appraisal and employees' development in Lagos PSOs. Also, at .000 the two-tailed test is significant given the significance level of 0.05. Therefore, we accept the alternate hypothesis.

H₃: Job enrichment does not promote efficient service delivery in Lagos public service organization.

Table 5 reveals mean scores of 3.79 and 3.75 respectively while their standard deviation values were 1.183 and 1.329 respectively.

At .725**, the result in Table 5 shows a good relationship between job enrichment programs and efficient service delivery in Lagos PSOs. Also, at .000 the two-tailed test is significant given the significance level of 0.05. Therefore, we accept the alternate hypothesis.

4. DISCUSSION OF FINDINGS

For more than three decades now, the Lagos PSOs have not overcome the challenge of rendering epileptic services to the public. Although it is the constitutional mandates of the Lagos State government to provide quality service to the people through various MDAs [21], the gross malfunctioning of these MDAs raises serious concern. Findings in this study reveal that service delivery in Nigerian PSOs which is supposed to be a function of human capital development has been on a dwindling mode. Respondents in the selected ministries made it clear in hypothesis one that the absence of regular staff pieces of training has been one of the major contributing factors to the problem. In core HR practice, regular pieces of training of civil servants help to increase their efficiency in service delivery and client satisfaction. Employees of Lagos State PSOs, who have had the opportunity to attend some level of pieces of

training, agreed that they feel more capable and qualified to handle assigned duties on their return from the pieces of training. Poor service delivery in Lagos PSOs raises questions about the current level of HRM and HCD in the country. It is difficult for an ill-equipped HR to achieve strategic goals and objectives. Hence the need to develop and modernize the human resource capacity in the country's PSO. To improve service delivery in Lagos State PSOs, there is a need for employees to undergo pieces of training and development programs [22,23]. Training allows employees to acquire a new set of skills for improved service. Pillay (2016), adds that training promote learning and employees' acquisition of knowledge and skills to efficiently discharge assigned functions [24]. Training, according to Chlivickas (2015), is the major source of employee development [25].

In our society today, organizations are faced with issues in social change [5] and stiff competition from other brands. Therefore, for any brand to survive it has to step up its relationship with employees and clients. For the former, organizations need to mentor and properly manage their performance. While the performance is presented with excellence to the letter [25]. Also, PSOs need to consistently appraise the performance of their employees. Employees in selected PSOs, however, disagree that their supervisors regularly review their performance, skills, achievement, and growth. This implies that performance appraisal, which is supposed to be a regular review of how well an individual employee has been able to contribute to the company, is lacking in Lagos State PSOs. Managers use performance appraisal to determine how to allocate limited funds to deserving employees who have immensely contributed their skills and knowledge to organizational growth and development [26]. The three major functions of performance appraisal include; first, it is the basis for the modification of employees' habits to work. Second, managers use performance appraisal to judge future assignments. Third, employees get feedback on their performances. Performance appraisal is one of the vital roles of Managers in both public and private organizations. Duke, et al (2020), submitted that there is a need for public sectors in Lagos to undergo reforms to keep it updated with modern trends in HR and administration [27].

It was discovered also that employees in Lagos public sector organizations are not allowed to

assess enrichment programs to relieve them from the feelings of the repetitiveness of jobs with no career paths. Usually, no new dimension is added to their jobs to make them more motivated. This has resulted in poor service delivery in the sense that employees in PSOs are not satisfied with their respective roles owing to the repetitive nature of these roles [28]. According to Kokemuller "job enrichment is a common motivational technique used by organizations to give an employee a greater satisfaction in his work. It means giving an employee additional responsibilities previously reserved for his manager or higher-ranking positions" [29]. Job enrichment is a veritable tool for motivation, satisfaction, and Performance. They further stressed the need for managers to include job enrichment strategies in their management practices to retain a productive workforce [30,31].

5. CONCLUSION

The thrust of this study was to critically examine human capital development and service delivery in the Lagos PSOs. It is the constitutional right of citizens to enjoy efficient and effective service delivery from the government. These services are rendered by the PSOs behalf of the government. The inability of the Lagos State PSOs to live up to expectation in this regard has raised several concerns by members of the public, HR experts, and academics. Pertinent among frequently asked questions is; what could be the cause of ineffective service delivery in Lagos PSOs that have existed for more than three (3) decades now? What is the way out of this problem? Findings in this study pointed at the inadequate development of employees in various MDAs through consistent pieces of training, lack of good performance appraisal strategies and programs in various MDAs, and poor enrichment programs in various MDAs. This problem was explained within the lens of human relations theory which explains that human beings are not to be treated as machines because they have feelings and emotions, and need to be constantly developed through pieces of training, assessed through efficient performance appraisal techniques, and encouraged through job enrichment programs. It was pointed out in this study that PSOs in Lagos are created to meet the needs of the people as well as bridge the gap between them and the government to render essential services that will satisfy the former. This study concludes that more attention should be paid to the

development of human capital in Lagos State public sector for efficient and effective service delivery. Hence, the following are recommended to improve service delivery in Lagos State PSOs.

6. RECOMMENDATIONS

- a. There should be adequate training of employees in PSO. The absence of regular staff pieces of training has been one of the major contributing factors to the problem of poor service delivery in the country. In core HR practice, regular pieces of training of civil servants help to increase their efficiency in service delivery and client satisfaction.
- b. Managers of PSOs need to regularly appraise the performance of employees within the organization as it was discovered that performance appraisal, which is supposed to be a regular review of how well an individual employee has been able to contribute to the company, was lacking in the Nigerian PSOs.
- c. Managers should use performance appraisal to determine how to allocate limited funds to deserving employees who have immensely contributed their skills and knowledge to organizational growth and development
- d. Job enrichment programs should be given priority in modern PSOs as it has proven to be a common motivational technique that gives an employee a greater satisfaction in his work.

COMPETING INTERESTS

Authors have declared that no competing interests exist.

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