

**Public Administration and Human Capital Management for National Development in  
Cameroon**

**By**

**ANNEH-ATIA NDANGLE KUMASE**

**THESIS**

Submitted to

KDI School of Public Policy and Management

In partial fulfillment of the requirements

For the degree of

**MASTER OF PUBLIC POLICY**

2011

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Professor Yong S. Lee



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Approval as of May, 2011

## **Abstract**

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In Cameroon today, the lack of motivation among civil servants has become a growing concern in public administration. The question that is of interest is why the work motivation is low among civil servants, and what can be done to change their motivational pattern? The relevance of this question comes from the fact that, in a quest for national development each government has the responsibility for creating a favorable environment which will help promote economic growth, social stability, cultural enhancement, judicial probity and political maturity. A government's ability to create such an environment depends on its public institutions and most importantly on the value and quality of civil servants in charge of running these institutions. In an environment where the cost of living is of continuous increase, civil servants benefits are unfairly distributed, appointments done not on merits and a great degree of laxity in the application of laws and regulations. Civil servants who play a central role in the implementation of all government development policies find no reason for working for public interest. This situation has forestalled the development of Cameroon. In this paper I argue that if Cameroon is to improve the capacity and efficiency of its civil servants, an effective implementation of sanctions and proper incentives, be they financial, psychological and material is of great importance.

## **Dedication**

I am happy to send this thesis dedication to my beloved family

Special dedication to lovely wife and my two sons

Their support and kindness that made this happen.

## **Acknowledgement**

This thesis achievement is through the contributions of many people to whom I would like to show my appreciation.

First, many thanks should go to Professor Yong S. Lee, my supervisor, who compassionately supported me with guidance, constructive ideas, advice suggestion and comments to accomplish this study.

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## Abbreviations and acronyms

<b>CFA</b>	Communaute Financiere d'Afrique
<b>ENAM</b>	National School of Administration and Magistracy
<b>E.R.G</b>	Existence, Relatedness, and Growth
<b>FRS</b>	Frans
<b>GDP</b>	Gross Domestic Product
<b>GNP</b>	Gross National Product
<b>IMF</b>	International Monetary Fund
<b>ISMP</b>	Higher Institute of Public Management
<b>KDI</b>	Korea Development Institute
<b>KOICA</b>	Korea International Cooperation Agency
<b>QWL</b>	Quality-of-work life
<b>SAP</b>	Structural Adjustment Program
<b>WB</b>	World Bank

## Section I. Introduction

The development of a nation depends primarily on the will of its government. In a quest for national development each government has the responsibility of creating a positive environment which will help promote economic growth, social stability, cultural enhancement, judicial probity and political maturity. Building a suitable environment for the nation's political economy, in turn, will depend on the government ability to effectively implement law and public policy in a manner that is transparent, accountable to people, and respectful of the rule of law. It follows, then, that the government's ability to implement law and public policy falls on its public institutions, particularly the quality of human resources (civil servants) in charge of these institutions. This is because the importance of any institution depends on the value of those in charge of running its activities—that is, the right people at the right Institution, in the right position doing the right job.

In sum, the development of every nation is vital for the welfare of its citizens. For this welfare, public administration plays a central role. From this perspective, I find that the challenge Cameroon is facing today is truly daunting. Those in charge of developing and implementing public policy, namely, the civil servants, display little motivation to advance the public interest. Worse, in my observation, most civil servants in Cameroon today show no work ethics. For example, they arrive late at work and leave early. If they happen to arrive on time, they would waste most of their time either on computer games or schmooze with other colleagues. Frequently, a civil servant may not show up for work without providing any justifiable excuse. It is not uncommon that civil servants leave their work and resurface after

several days or even months. Few would ask their whereabouts, and life goes on as if nothing has happened.

In a larger perspective, the indolence of the public servants is part of a corrupt public service system. Civil servants in Cameroon have developed conniving methods of bribery, passive or ostentatious. For example, a civil servant handling a particular file may decide to keep it with no reason until the person concerned demands it. He would give flimsy reasons for not having looked at the file and starts making another appointment for him. The cycle repeats. This may continue for days, months and even years. It is only when he is offered money in exchange for the work that he will look into the file. At times, the civil servant may bluntly ask the owner of the file for compensation. Demanding that if he wants his file to be looked into, he- the civil servant-will receive 5, 10, 15, or up to 30 percent of the total proceeds that the file will generate.

Obviously, the concept of competence in human capital management is relegated to the back seat. While competent staffs are either under-utilized or totally ignored, the incompetent staffs are regularly solicited. Moreover, personnel appointments are most often not made on the basis of merit and competence. The advancement of civil servants to a higher grade is irregular and inconsistent. And the benefits of civil servants are either too high or too low.

In sum, the motivation and morale of civil servants in Cameroon is dangerously low. The public administration in Cameroon is not ready to take charge of the challenges that the nation faces for the needed political, economic, and social development.

Some argue that the primary cause of Cameroon's dawdling development result from the fact that, politics has deeply embedded its self in the public administration, making it difficult for objective developmental decision and actions to be taken and implemented. They also blame the top management for the failure of following up on civil servants in the execution of their instructions. They argue that were these issues addressed properly, Cameroon would move forward with the developmental goals.

Although I am sympathetic with the views that a proper follow-up of the civil servant in the execution of their duties and an extensive separation of politics from the administration may increase the efficiency in the public administration, I believe that this will only be a quick-fix. As former French Prime Minister, Edouard Balladur, once said, -We cannot build a prosperous society with a disgruntled working class.|| So the argument that I advance in this study is that the irregularity of public administration in Cameroon is much deeper and more widespread than corruption and indolence, and that we must examine their underlying causes. Foremost, I believe, is the underlying structure of low motivation of civil servants and the limited or non-implementation of administrative and penal sanctions against faulty and unscrupulous civil servants found guilty of gross misconduct that are of fundamental concern.

This study examines in detail the root causes underlying the lack of motivation for work and the low morale the Cameroon public servants display today, and explores possible remedies. In larger perspective, the study aims at seeking ways to help Cameroon improve the capacity and efficiency of its most important human capital, the civil servants, thereby to help the nation move forward with the development goals.

I therefore argue that an effective implementation, by the Cameroon public administration, of administrative and penal sanctions and proper incentives-financial, psychological and material-will improve the capacity and efficiency of the civil servants, in order to achieve development. For this study, I first will describe the background of the Cameroonian society, its public administration and human capital management in its quest for national development. Where they are from, where they are now and where they are heading to.

Second, I utilize existing data and literature. For documentary research I will refer to book and publications and reports relating to Public Administration, Management of human capital, Law and administrative procedures, thesis and publications from the National School of Administration and Magistracy (ENAM) and the Higher Institute of Public Management of Cameroon (ISMP). I will also look at writings patterning to related field such as sociology, psychology.

Third, I will analyze my finding, to which I will inflect some of my field experience and know how to fill some insufficiencies.

Fourth, I will show how the austerity measures taken some 20 years ago have led to, a continuous increase in cost of living while income remained stagnant, how discrepancies in appointment, and distribution of benefits and the laxity in the application of laws and regulations greatly contributed in destroying the work motivation and ethics of the Cameroon Public Servants.

Fifth, in conclusion, I will give a brief Summary of the advent of economic crisis and how in a bid to salvage the situation, the measure taken, instead had the adverse effect of demoralizing the civil servants thus, instilling in them a loss of motivation of working for public interest. Then I will make some recommendation which I believe, if applied, will help the government of Cameroon to move out of underdevelopment.

## **Section II. Background**

For the past three decades, Cameroon has been suffering from a series of economic hardships. The economic difficulties began with the economic recession in the late 1980's which led to the reduction of salaries of civil servants by 15 percent in January 1993, followed by another reduction of 32 percent in November of the same year. Things became worse with the devaluation-by 50 percent-of the Franc CFA on January 12 1994-just two months after salary reductions.

The economic crisis which the country has been experiencing since 1985/86 has completely reversed the positive trends registered until then. Between 1980 and 1986, the Cameroonian economy recorded a high growth rate of about 8 percent. This was due mainly to the development of the oil sector. This performance resulted from high annual growth rates in investment of 7 percent, exports 16 percent and consumption 3.3 percent. This trend followed a period of intense development efforts during which the nation enjoyed a high level of credibility and credit-worthiness abroad. Concomitantly, the economic indicators were nearly all favorable, attesting to sustained development.

However, since 1987, the economy has declined precipitously with the GNP dropping to 2.8 percent in 1987 and 8.6 percent in 1988, respectively. Consequently, progress toward improving the wellbeing of the population and providing for their basic needs was thwarted.

This precipitous decline in the economy was caused by a sharp fall in the price of the dollar for oil and other agricultural products in the world market and the depreciation of close to 40 percent of the US dollar in relation to the CFA (Communaute Financiere d'Afrique) Franc-a currency which is a fixed parity with the French Franc that dominates Cameroons exports.

This led to a sharp fall in the value of Cameroon's major export products (oil, coffee, cocoa, banana etc) that resulted to a decline in the terms of trade of nearly 45 percent within three years, having adverse repercussions on government revenue, household and enterprises earnings. This crisis led to a decline in economic activities in general and a shortfall in oil revenues in particular leading to a drop in budgetary revenues of 16 percent in 1986/87 and 18 percent in 1987/88. Consequently, this drop caused an unprecedented budget deficit of 508 billion CFA francs (11.8% of GDP) in 1986/87. The government was forced to cut back on government expenditures which reduced the deficit to 214 billion (6.5% of GDP) in 1987/88.

These deficits were financed in large part through a significant accumulation of domestic arrears (250 billion CFA francs in 1986/87 and 90 billion in 1987/88), greater reliance on drawings from the Central Bank and Treasury correspondents, and an increase in the postal and hospital debts by 40 billion CFA francs.

It is in this environment of continuing economic degradation, which left no sector untouched, that Cameroon almost fell in suspension of payment. Consequently, she found herself obligated to embark on a Structural Adjustment Program (SAP) under the pressure from the International Monetary Fund (IMF) and the World Bank (WB).

#### **A. The Structural Adjustment Program (SAP)**

The policies to be implemented under the SAP as recommended by the Bretton Woods institutions- in its foundation as in its mechanism-had as its ultimate goal a regulating purpose. Basically, it was focused on a group of reforms geared toward restoring a macro-economic equilibrium which will create the necessary and indispensable conditions for economic

recovery. To do these the government targeted amongst others, attaining a more efficient production and deregulating to a maximum level exchange, thus giving way to the law of demand and supply to act. This meant opening up to the world market and multilateral liberalization.

### **1. Improvement of personnel management**

The first objective of this reform was to redefine the role of the State and to improve personnel management. This objective, aimed at improving the control of the wage bill, was to be achieved through a recruitment policy limiting entry into the civil service only to those from vocational and administrative training school-suspending all direct entry through public competitive exams-and an early retirement scheme and the strict application of retirement regulations.

Furthermore, the government had to consolidate the existing payroll management system by reviewing social benefits like family and housing allowances and government houses etc. Travel allowances had to be curtailed by reducing the movement of state personnel, both within and out of the country. Additionally, a policy of reduction of civil servants based in particular on voluntary departures and redeployment into the private sectors was put in place.

### **2. Increasing the efficiency of the civil services**

The second objective was to increase the efficiency in the Civil Service through a review of the legal and statutory framework of the Civil Service (general staff regulations, special rules and regulations, etc.).

Also, the government had to re-define a Civil Service policy based on enhancing career development and on increasing the motivation and duty consciousness of government employees. A new remuneration policy in the Civil Service which links the review of salaries, subsidiary allowances and benefits to the evaluation of individual performances had to be instituted and an inventory of skilled personnel in the administration, by level, done. Similarly, the government had to make sure that the improvement and institutional reinforcement of personnel management in the Ministry of Public Service (career management), Ministry of Finance (salaries management) and other technical ministries, should be effective.

Finally, government had to strengthen the institutional relations between ministries; a vocational and continuing education and training policy adapted to the needs of the Civil Service.

## **B. Impacts of the Structural Adjustment Program**

In spite of the constraining decision of retrenchment of civil servants, sales of administrative vehicles, termination of certain lease contract and the drastic reduction of the wages of civil servants- all in the bid of reducing government expenses. It has been noticed that the implementation of the austerity measures of the -SAP|| in Cameroon has been far from bringing the desired socio-economic prosperity to Cameroonian people-particularly the civil servant.

None of these decisions ameliorated the quality of life of the population, not to mention that of the civil servants; instead it degenerated with the devaluation of the Franc CFA in January 1994.

This situation in my view, led to the emergence of some bad practices within the public administrations: corruption, absenteeism, callousness, lack of concentration and commitment in the execution of their duties. These gave rise to a laissez faire attitude, sowing the seed for the corrupt practices in public service. Deep down, the culture of corrupt public service is the belief in the rule of -nothing goes for nothing.|| The result was a decrease in service output of most public administration causing a slowdown of the country's development.

It is thus clear that, by trying to solve one problem, the government of Cameroon invited another problem of longer consequences: the loss or limited motivation on the part of Cameroonian civil servants. I surmise, then, that the loss or limited motivation of the civil servant is the most fundamental issue that requires special attention.

### **Section III. Literature Review**

If it is true that aspects like staff recruitment, controlling, managing, leading, and many more are of great importance to the success of an organization, employee motivation is at the heart of successful human resources management. How to successfully motivate employee is an issue that is of concern to all managers and administrators.

#### **A. Concepts and Definitions**

One early view of motivation derives from the concept of Hedonism – the idea that people seek pleasure and comfort and try to avoid pain and discomfort (Moorhead and Griffin 1998, 121). This philosophy, which argues that pleasure is the ultimate importance and is the most important pursuit of humanity, dominated and shaped early thinking of human motivation.

The word motivation derives from the Latin word *-movere*”, meaning, *to move*’. This means that no one can understand a person’s motivation until that person behaves or literally moves (Kreitner 1986, 381). Kreitner describes motivation as the psychological process that gives behavior purpose and direction, while Moorhead and Griffin explain motivation as the set of forces that causes people to engage in one behavior rather than some alternative behavior|| (Moorhead and Griffin, 1998, pp. 118).

Campbell and Pritchard (1976, 65) define motivation as a "label for the determinants of (a) the choice to initiate effort on a certain task, (b) the choice to expend a certain amount of effort and (c) the choice to persist in expending effort over a period of time").

Since motivation is what causes a person to act in a particular way under particular circumstances, it is essential for every manager to know what and how he can do spur an employee to be more efficient. In other words what will an employee need at a particular moment to make him perform more efficiently? The question is, what motivates the employees in work organizations?

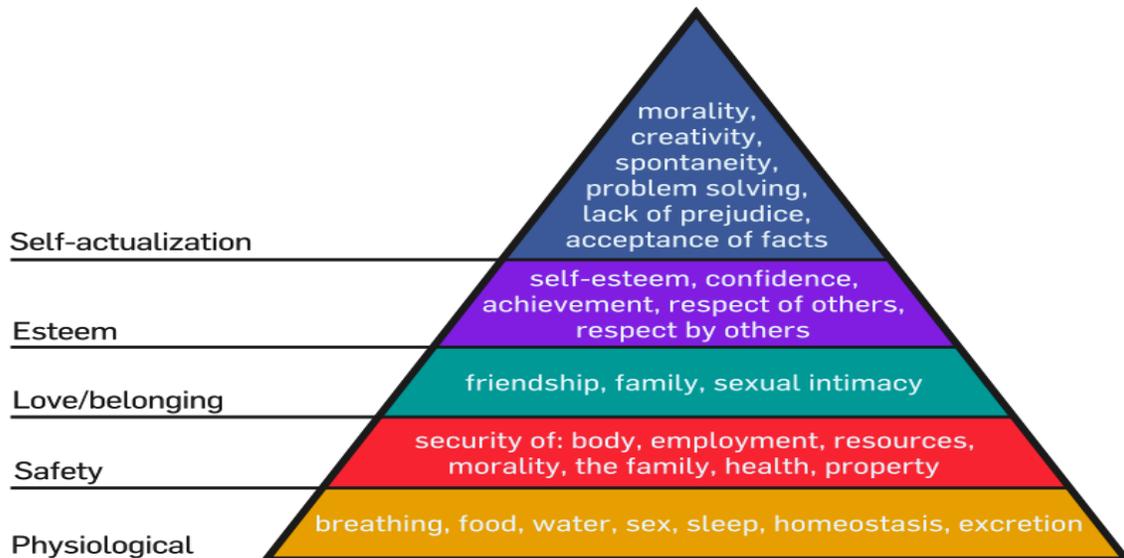
## **B. Theoretical approach on motivation**

A wide variety of theorists have exposed diverse approaches on the different factors that must be considered when motivating human beings. Amongst these theorists those who may be considered to have been influential are, Abraham Maslow, Clayton Alderfer, Victor Vroom, and John Stacey.

### **1- Maslow's hierarchy of needs theory**

In his seminal work, Abraham Maslow pioneered the structure and hierarchy of the factors that motivate human beings. In his theory known as the –hierarchy of needs || Maslow conceived human beings essentially as ‘wanting’ animals, and insisted that people have an ‘innate’ desire to satisfy a set of needs which is hierarchically arranged. In other words, these needs are categorized in an order of importance.

**Figure 1:** Maslow's Hierarchy of Needs Theory



The most basic of these needs is called –physiological needs. In a sense, the physiological needs are biological in nature. They consist of needs for water, food, sleep, homeostasis, excretion without which man cannot survive. The physiological needs are the strongest needs of all because if a person were deprived of any one of them, he/she cannot sustain the life. If the physiological needs are –wanting, || the person will do anything to satisfy such needs; hence, the physiological needs are the most compelling source of motivation. One implication for management, especially as it relates to the Cameroon public administration, is that if the civil servants are deprived of the physiological needs in terms of low salaries, it is not difficult to expect that those in dire physiological needs (e.g., feeding families) will resort to irregular behaviors (e.g., corrupt practices) to satisfy their needs.

## **Safety Needs**

When all physiological needs are satisfied and are no longer controlling thoughts and behaviors, the needs for safety and security become active. This is about individual safety-keeping away ones from danger and threat.

## **Needs of Love, Affection and Belongingness**

When the needs for safety and for physiological well-being are satisfied, the next class of needs for love, affection and belongingness can emerge. Maslow states that people seek to overcome feelings of loneliness and alienation. This involves both giving and receiving love, affection and the sense of belonging

## **Needs for Esteem**

When the first three classes of needs are satisfied, the needs for esteem can become dominant. These involve needs for both self-esteem and for the esteem a person gets from others. Humans have a need for a stable, firmly based, high level of self-respect, and respect from others. When these needs are satisfied, the person feels self-confident and valuable as a person in the world. When these needs are frustrated, the person feels inferior, weak, helpless and worthless.

## **Needs for Self-Actualization**

When all of the foregoing needs are satisfied, then and only then are the needs for self-actualization activated. Maslow describes self-actualization as a person's need to be and do that which the person was "born to do." "A musician must make music, an artist must paint, and a poet must write." These needs make themselves felt in signs of restlessness. The person feels on

edge, tense, lacking something, in short, restless. If a person is hungry, unsafe, not loved or accepted, or lacking self-esteem, it is very easy to know what the person is restless about. It is not always clear what a person wants when there is a need for self-actualization. The three sets of needs at the bottom of the hierarchy can be grouped as **‘deficiency needs’**, which must be satisfied in order for a person to be comfortable, while the top two sets can be named **‘growth needs’**, which focus on the growth and development of an individual.

## **2- Clayton P. Alderfers’ ERG Theory**

Reacting to Maslow’s hierarchy of needs, Clayton P. Alderfer distinguishes three categories of human needs that influences work behavior, Existence, Relatedness, and Growth (E.R.G). According to Alderfer’s ERG Theory, Maslow’s Physiological and Safety needs are similar to the Existence category, while Maslow’s Love and Self Esteem needs are placed in the Relatedness needs category. Finally, Maslow’s self-actualization and self-esteem needs are similar to the Growth category. Contrary to the need hierarchy, Alderfer’s emphasizes that more than one kind of need may motivate a person at the same time. Moreover, an even more important difference between the two theories is that the ERG includes two main components: The Satisfaction-Progression Component and The Frustration- Regression Component (Moorhead and Griffin, 1998, 126)

The satisfaction-progression component explains that after an individual has satisfied one category of needs, he then moves on to the next level. This concept agrees with that of hierarchy of needs theory. The Frustration-Regression Component, on the other hand, argues that if an employee is not able to satisfy a higher level of needs, he becomes **‘frustrated’** and eventually **‘regresses’** to the previously satisfied level.

### **3- Victor H. Vrooms' Expectancy theory**

The expectancy theory first proposed by Victor H. Vroom in the 1960s, focuses on highly personalized rational choices that an individual makes when dealing with the prospect of having to work hard to achieve rewards. Expectancy 'refers to the \_subjective probability' that one thing will result in another. Individual perception is therefore an essential part of Expectancy theory.

According to the expectancy model, people's motivation strength increases as their perceived effort-performance and performance-reward probabilities increase. Although the two terms may sound very complicated, they can easily be understood through simple examples. For instance, how strong can you be motivated to study if you expect to score poorly on your tests no matter how hard you study (low effort-performance probability) and when you know that the tests will not be graded (low performance-reward probability)?

In contrast, your motivation to study will increase if you know that you can score well on the tests with just a little hard work (high effort- performance probability) and that your grades will be significantly improved (high performance- reward probability). Employees are no different to students - they are motivated to work harder when they believe their hard work will lead them to achieve personally valued rewards (Kreitner,1986, 390)

#### **4- John Stacey Adams' Equity Theory**

According to this theory, first developed in 1962 by John Stacey Adams, managers can offer satisfaction to their employees through fairness and equality. The Equity theory places great emphasis on fair treatment, considered to be a major motivational factor amongst employees. An employee will only believe to be fairly treated when he feels that the ratio of his inputs to his outcomes is the same to other people around him. In this case, it would be acceptable for an employee who has much more work experience and who is a more senior colleague to receive higher compensation/salary for his/her job. On the other hand, if an employee feels that another individual who has the same qualifications and provides the same amount of efforts is earning more recognition or compensation, he will feel he's treated unfairly and thus perform at a lower level on his tasks. Also, an employee who feels he is over-compensated may increase his effort. However, he may also change the perceptions of his inputs and feel a sense of superiority, which may lead to him decreasing his efforts instead

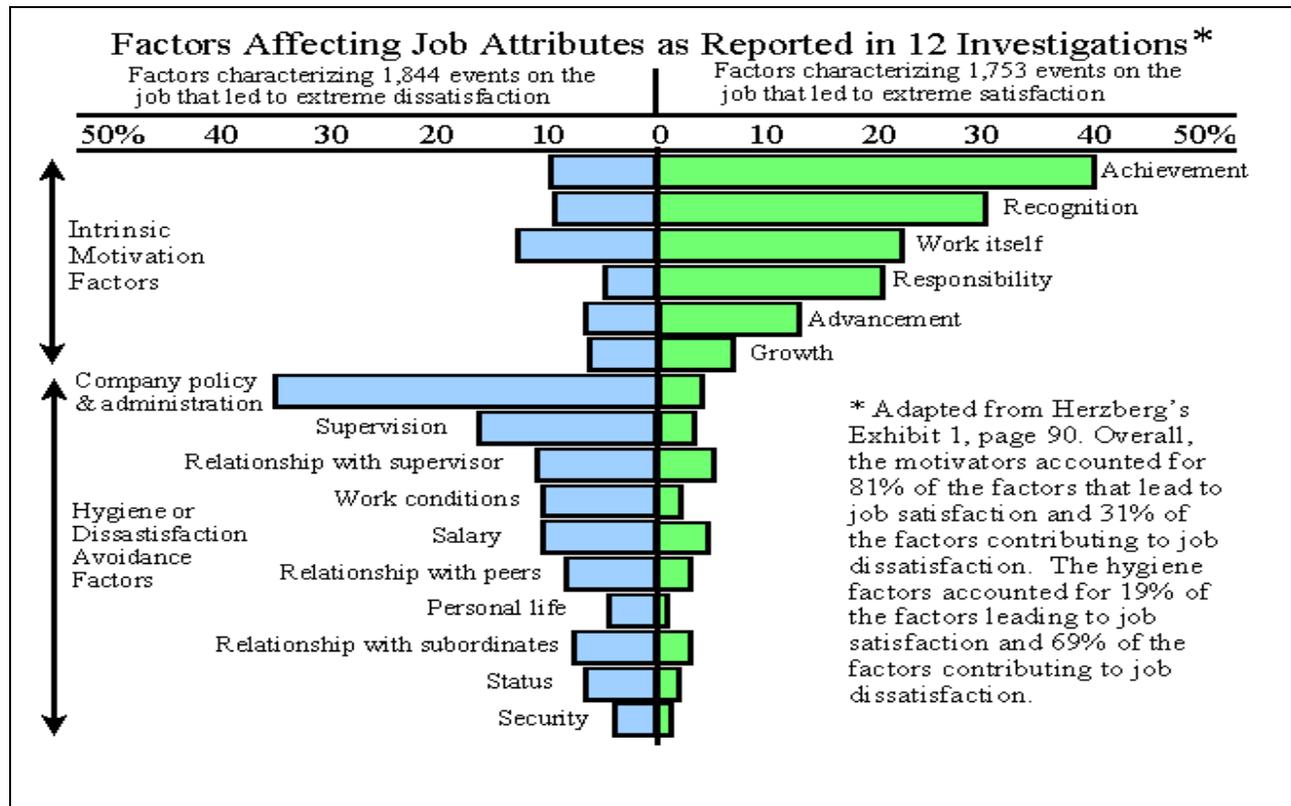
Critics argue that employees might perceive equity/inequity not only in terms of their relationships with their colleagues, but also with the overall system. This means that, for instance, an employee may view his inputs and outputs are relatively similar to his colleagues, yet may feel that the system as a whole is unfair. Furthermore, they hold that a number of demographic and psychological variables affect people's perceptions of equality. In other words, what a manager feels is equal may be considered unfair by his employees. Having looked at the different theories on motivation it is essential that we now look at the different types of motivator or incentives which may be used to satisfy the diverse needs discussed above.

## 5. Herzberg two factor theory

Herzberg distinguishes two kinds of needs: those that are unique to all living beings (hygiene factors) and those that are specific to humans (internal factors). The first (hygiene factors) are not true sources of motivation, but simply satisfaction. The hygiene needs, as they are provided, reduce dissatisfaction and are therefore more motivating. But, failure to meet these needs can be a source of discontent and therefore de-motivating. According to Herzberg these factors are found in working conditions, relationships with others, and pay. He further argues that only the internal factors are a source of motivation.

This motivation is found in the need for job content, achievement, advancement, independence and autonomy. To meet these needs, man does all what he can, not only to achieve but to exceed the stated objective. To motivate people to really put more effort in their job, Herzberg proposes to give them a job that allows them to achieve, which therefore offers the possibility of a rewarding experience (extensive, difficult, important) and has some autonomy and responsibilities. Otherwise they will not escape the vicious circle: when they have little interest in their work, they do poorly, which further reduces its interest etc. Herzberg identifies seven recommendations such as removing certain controls without removing the check or established self-control, increase initiative; carry a set rather than a party. He thinks he should be given more power and more freedom to employees in performing their work, to review with them, introducing new tasks and propose to acquire expertise, this in terms of accountability.

**Figure.2** Herzberg two factor theory



The physiological needs are the most compelling part of human motivation without which according to Maslow the employee will not be motivated to achieve at a higher level other than to do what is told to do to acquire the needed reward. Herzberg expanded on Maslow. He theorized that the basic needs are not necessarily a motivator. The absence of them causes them to seek the rewards. The real motivators are located at the higher level of Maslow's hierarchy—that is the need for self actualization and self esteem. If Maslow and Herzberg are correct, we can think of rebuilding Cameroon's public administration by creating step by step the incentives for motivating its civil servants along the hierarchy of needs.

### **C. Different forms of Incentives**

Among the various types of motivator or incentives money, reward, quality of work life and innovation, punishment are considered to be the most important.

#### **1. Money as an Incentive**

According to James Houran \_No one works for free, nor should they'. Obviously, employees want to earn fair wages and salaries, and employers want them to know this is what they are getting for their hard work. Unsurprisingly, this all leads to the fact that employees and employers would all view money as the fundamental incentive for satisfactory job performance.

Money is important to employees because it's a medium of exchange. People may not work only for money, but take money away and how many people will come to work? A study of close to two thousands five hundred employees although these people disagree over what their number one motivator, they unanimously chose money as their number two motivator. (S. Caudron.1993.33). As equity theory suggests, in addition to its exchange value money has a symbolic value. Employees use pay as the primary outcome against which we compare our input to determine whether we are been treated equitably. Also both reinforcement and expectancy theories depict money as a incentive (T.R. Mitchell and A.E Mickel 1999.570). In the former pay encourage employees to generate high level of effort if it is contingent to performance. Consistent with the expectancy theory, Money will motivate to the extent that it is seen as being able to satisfy an employee's goals and is perceived as being depended on performance criteria.

The best case supporting money as an incentive is a review of a study that looks at four methods of motivating employee performance: money, goal setting, participative decision making, and redesigning jobs giving employees more challenge and responsibility. The average improvement from money from money was consistently higher than with any of the other methods (E.A. Locke et al, 363-383).

## **2. Reward as an incentive**

Employees, or volunteers who donate their time and efforts for good causes, expect to receive rewards of some sort for their contributions. Managers have found that rewards play a significant role in motivating employees to work harder and longer. There are two types of rewards: Extrinsic and Intrinsic. Extrinsic rewards are external outcomes granted to someone by others, such as money, employee benefits, promotions, recognition, status symbols, and praise (Kreitner,1986, 398).

In other words, this kind of reward is provided by another person or by organizational system to individuals (Schermerhorn 2002, 363). In contrast, intrinsic reward derives internally from individuals and can be experienced through their work, such as the feelings of competency, sense of accomplishment, personal development and self-esteem. The importance of being self-administered offers great advantages and power of "motivating from within". As a 50-year-old Steve Schifer, who works at a small copper kettle manufacturer in northern Ohio, once said, "It gets in your blood and you can't get rid of it, it's something you can

create with your hands and no one else can' (Schermerhorn 2002, 363) There are four ways in which extrinsic rewards can be administered in order to improve job performance and efficiency.

### **Reward must satisfy individual needs**

Motivation is an unlikely outcome if the reward does not satisfy individual needs. Since different people have different needs, what they expect to be rewarded from their work is also different. Some people tend to focus more on high wages, while others would prefer to be promoted to a higher position in the organization.

### **One must believe that effort will lead to reward**

An employee tends to work harder if they believe their efforts will lead to reward. According to the expectancy theory, an employee will not endeavor for a reward if they perceive it as unattainable. For example, a company has promised to pay for the leading salesperson to go on a trip for two to Hawaii. This will only prompt those who feel they have a good chance of winning it to work hard and try to sell as many of their products as possible. Those who believe the reward is highly unlikely to achieve will not be motivated to try any harder (Kreitner, 1986, 400)

### **Rewards must be equitable**

Reward must be fair and equitable. For instance, if the reward is a bonus payment of 100\$, so each member, considering other things equal, should be rewarded with the same amount of money. In contrast, inequity will lead to jealousy and dissatisfaction in work

## **Rewards must be linked to performance**

The manager can increase staff motivation by providing rewards to those who 'give that little extra' hard work. Schemes that can be used to reward employee based on their performance include profit sharing, annual bonus, and stock purchase.

### **3. Quality-of-work-life innovations as an incentive**

One of the world authorities on this subject has once described Quality-of-work life (here after QWL) as "a process by which an organization attempts to unlock the creative potential of its people by involving them in decisions affecting their work lives." In other words, QWL program is an interpersonal connection between employees and the organization; it touches every aspect of modern work life. Three main categories of QWL program are flexible work schedules, participative management, and workplace democracy. The common characteristic of these three categories is that they give employees a degree of control over their own work lives, or to say that every step and decision they make does not only affect the company but also themselves, which leads to another kind of employee motivation (Kreitner, 1986. 408)

Recently, the traditional use of extrinsic rewards such as pay to motivate performance and maintain satisfaction has come under critical analysis by some organizational psychologists. They argue that perhaps pay is not the best motivator for all performance reward situations (Deci, 1975; Anderson, Manoogian, & Rezinik, 1976; Kruglanski, Friedman, & Zeevi, 1971). Deci

(1975) further states that extrinsic rewards (inducements controlled by some source external to the individual) have the tendency of inhibiting intrinsic motivation in a job performance situation.

#### **4. Punishment as an Incentive**

Living in a society governed by a set of rules and regulations-without which there will be total anarchy and chaos-who's violation will be sanctioned by punishment, human being are oblige to respect and work in accordance to these rules and regulations. As stated by John Staurt Mills(1969.p.245) -we do not call anything wrong unless we mean to imply that a person ought to be punished in some way or other for doing it; if not by law by the opinion of his fellow creatures; if not by opinion by the reproaches of his own conscience.|| This means that punishment should be attached to things that shouldn't be done. Punishment in one way or the other interfere with a person's liberty and does so by imposing a cost on that person that he or she would not otherwise have borne if he had not behave in a given way.

It therefore leads to a deliberate set back of a person's interests in order to shape his or her behavior. Human beings throughout their existences are always in pursuit of happiness and will always stay away from all that may cause them physiological and psychological pain-like punishment. Thus, when a person knows and is certain that a particular action of he's will be reprimanded, he tries as much as possible not to carry out such actions. Consequently, he will always be geared toward doing what is right and just.

## **Section IV. Analysis and discussion**

This section applies the theory of human motivation and explains how the austerity measures that the government of Cameroon instituted 20 years ago have systematically contributed to destroy the work motivation and ethics of its public servants, sowing the seeds of corrupt and inept civil service corp.

### **A-Increasing cost of living**

After the double salary cuts of close to 50 percent in 1993, the Cameroonian civil servants have and continue to face serious socio- economic hardship. The continuous increase in the cost of living has even made matter worse. Between 1980 and 2009 the prices of basic commodities, housing, electricity and water bills etc have been on a constant increase while civil servants income remain almost the same-except for a 15 percent increase of April 2009. Critically speaking, this increase could simply be considered as the reinstatement of the 15 percent that was cut in the first half of 1993 and not as an increase.

For instance in 2009 the price tomatoes that used to be 6 big fruits for a 100 frs has now rise up to 2 fruits for a 100frs in the markets. Some sell 5 fruits for 200 FRS. A kilogram of rice has moved from 350 FRS for the average cost for the different kinds of rice to 400 FRS. Maggi that sold at 10 cubes for 100 FRS now sells at 8 cubes for 100 FRS.

**Table 1.** Evolution of prices of basic commodities (1 US Dollar–approximately 500 FRS CFA)

<b>Items</b>	<b>In the 80s and 90s</b>	<b>Today</b>
	<b>Approximate price</b>	<b>(approximate price)</b>
Bag of rice (50 kg)	8000 FRS CFA	18000 FRS CFA
Bag of flour (50 kg)	8000 FRS CFA	18000 FRS CFA
Soap	150 FRS CFA	350 FRS CFA
Sugar (Packet)	250 FRS CFA	650 FRS CFA
Electricity bill	50 FRS CFA /KW	75\$100 frs /KW

Moreover, the reduction of the number of civil servants through voluntary and forceful departures as requested by the World Bank and the International Monetary Funds, led to a drop from 188, 000 civil servants in 1990 to 155, 210 in may 1995. This reduction created a very difficult situation in most households. Some home who previous had two income earner-father and mother-found them self either with one or none.

As result of these, most families-civil servants-mostly husband finding it difficult to meet the basic need of their families, did not only face the rejection and insults of their spouses at times children, but the insult of family members and neighbors.

As stated by Abraham Maslow in his hierarchy of needs theory, the basic need which are said to be psychological are those that are most compelling source of motivation and a person will do all he can to satisfy these needs. But the Cameroonian civil servants have been in a constant struggle to provide these needs to their families and themselves. Furthermore, the Cameroonian civil servants have for the pass years had the feeling that what they are putting in to render service for public interest does not meet what they are getting in return from the administration. A believe that has pushed them to be reluctant in putting any effort in carrying out their job.

### **B- Unfairness in the distribution of benefits**

Civil servants in Cameroon are entitled to different types of financial benefits. These benefits which range from transport benefits, benefits for special work, quarterly benefits, and gratification paid to state agent-government workers who are not civil servant.

Most civil servants in Cameroon have during the past years realised that the distribution of these benefits have not been always fair. The civil servant of lower rank are not only at times exempted from some of these benefits, when they are includes they receive a very small amount. Moreover, at times lower civil servants of the same rank and holding the same position receive different amount. Also, the senior civil servant in carrying out the distribution of these benefits, most often allocate to himself a very large amount while the lower civil servant just receive a miserable amount. Things at time get worse when a civil servant is asked to sign that he/she has received a certain amount which in fact is not the actual amount he/she has received-an amount

far lesser. It is not unusual in most public administration that a civil servant who is not hard working-always absent, treat less files etc receives the same amount of these benefits with those who spare no effort in delivering the good - just because he/she has some special connection or closely related with hierarchy. It is also common that in a ministerial department with personnel having the same qualifications, and rank only some specific personnel are always chosen to go on mission. This is most often thanks to their affiliation with the hierarchy. This is a means the hierarchy uses to give money to their protégés-through mission allowances.

These ways of doing things in the different administration in Cameroon has greatly frustrated most civil servants. They have developed the feeling that they are been cheated. They feel they are not receiving a fair share of what they are contributing to the administration. This has made them loose motivation to work.

This is a reaction that is justifiable according to John Stacey Adams' Equity Theory. The theorist argues that an employee will only believe to be fairly treated when he feel that the \_ratio of his inputs to his outcomes' is the same to other people around him. He also state that , if an employee feels that another individual who has the same qualifications and provides the same amount of efforts is earning more recognition or compensation, he will feel he's treated unfairly and thus perform at a lower level on his tasks. Adams also argues that employees who are over compensated turn to feel they are superior making them not to be motivated to work.

This loss of motivation of the Cameroon civil servant is again supported by the expectancy theory proposed by Victor H. Vroom. In his work Vroom first hold that expectancy

is a subjective probability that one thing will result to another and that expectancy is essentially and individual perception. Second, he is of the opinion that people's motivational strength valence increases as their perceived effort-performance and performance-reward probabilities increase. As a result employees are motivated to work harder when they believe their hard work will lead them to achieve personally valued rewards (Kreitner, 1986, 390)

Moreover, keeping to the conditions of giving rewards to employees in a bid of motivating them, the reward must make the employees believe that it help satisfy his individual needs. Also he must believe that effort will lead to reward. The reward must be equitable and must be link to performance. From the above theories it is evident that the practices that have going on in the Cameroonian public administration is damaging the morale of the civil servants as they are displaying today. And because of this the civil servants have little motivation to working hard for the public interest.

### **C- Discrepancy in appointments**

In Cameroon the appointment in the public administration is done on base of a document known as the -Cadre Organique||. This document lays down criteria that have to be followed in order to appoint any personnel. These criteria classify which category of civil servants are to be appointed to which position-going from the top to the bottom. This very document states that appointments are done on the discretion of the appointing authority. This means that the minister or the person having authority to appoint can appoint any civil servant to a given

position on condition that this civil servant fulfils all the condition stated down in the –Cadre Organique||.

Unfortunately, the situation that prevails is totally different. All too often, appointments are made with no relationship to the –Cadre Organique||. This situation has become very serious as politics and nepotism has penetrated deeply into the public administration in Cameroon. Now, most appointments are done on the bases of who you know in a high position in government. It is common to see civil servants who according to the \_Cadre Organique|| do not meet the required condition to be appointed to a given position of responsibility, being appointed to those positions, while those who have the qualification and have the needed seniority are put aside. Moreover, those who are appointed through this means turn not to respect their hierarchy-at time being insolent-because they have someone who will react if they are sanctioned.

Most often it happens that young civil servants who just graduated from school are appointed in a post of high responsibility where they come and command those that have been working for years and hoping to be appointed to such position.

All of the above have with the passage of time have had a damaging impact on the morale of the Cameroonian civil servants. The civil servants now believe that no matter how hard they work or no matter how competent they may be, if –he is not connected|| he can't expect to be appointed to a higher position. Most civil servants always say, –why should I kill myself to work, when someone will just come from nowhere and be my boss||

Vroom in his expectancy theory put forward the argument that an individual becomes motivated to work when he expects that his efforts will yield him something in return. So when this individual sees no prospect of having something in return for his hard work he turns to lose all motivation to work. In the same light according to Adams equity theory an individual feel motivated when he believes that what he is giving in is equal to what he is receiving and that what is given to those who put in the same effort as he is doing are receiving the same outcome as he is. But he becomes frustrated and de-motivated when the outcome is not equitably distributed-he's is less than what others receive.

Looking at how the Cameroon civil servant has loss motivation of working for the interest of the ~~state~~, I agree to the position of the above theorist. The civil servants no longer believe that their hard work can bring something positive to them.

#### **D- Laxity in the applicability of laws and regulations**

If it is true that civil servants in Cameroon have little motivation for hard work, what remains sure is that the manner in which laws and regulations are implemented leaves much to desire. Either they are completely ignore or when applied it is done with much laxity and no severity. This ways of doing has contributed in one way other to the loss of motivation.

The public administration in Cameroon as I understand has very good laws. But these laws are most often applied to the convenience of the hierarchy. As a result, and with the passage

of time, civil servant have come to realise that no matter what behaviour they display in the execution of their job little or no sanction will be meted against them.

The General Statute of the Public Service, a document that manages the career of all civil servants except those with special status like the military, judiciary and the police, stipulate that if any civil servant is absent from his post of work for a period of 30 days without any justification he is automatically dismissed from the public service. Also this very document lays down the different disciplinary sanction which could be applied to a civil servant- Written warning, Simple Blame, Blame which is filed in your personal file, Suspension for a determined period, Suspension for an undetermined period, and dismissal. But these good laws are hardly applied even though instances warrant sanctions arises. This lackadaisical environment has given room to the civil servants to behave in whatever manner they find it convenient.

Likewise, the internal rules and regulation of the different ministerial department demands that a file should be treated with 72 hours after reception, but most often files are been kept for more than this period, it is only when the hierarchy start putting pressure that the civil servant who is in possession of the file then decides to treat it, and no disciplinary measures is been taken against him.

Moreover, considering all the advantages they have as senior civil servants, they should have all the reasons to be motivated to work hard, but that is not the case. Most of them earn high salaries to which many other perks like, transportation facilities-administrative vehicles and fuel bonds-, lodging facilities-living in house paid by the state are added. But they still indulge in

practices like embezzlement, corruption, nepotism, that have contributed in slowing down the development process of Cameroon. What is behind such behaviour is the change in priority of their motivation. These senior civil servants have focused their motivation for work to their personal interest and not that of public interest. In other words the motivation of working for the development of the nation has been superseded by that of personal interest. This way of doing has been greatly encouraged by the limited or non implementation of laws and regulations by the authorities.

A glaring example lies in the 1996 constitution of Cameroon. The constitution states in its article 66 that, all appointed senior civil servants and elected officials are obliged to declare the fortune before taking and after leaving office. But this provision has hardly or even still never been implemented for over 14 years now.

## **Section V. Conclusion & Recommendation**

Cameroon, a country with a population of about twenty million inhabitants and gifted with plenty of natural resources, enjoyed rapid economic growth until the advent of economic crisis in the second half of 1980. Things become difficult for the citizen and most importantly for the civil servants who saw their salary slash twice in the first and second half of 1993. The situation became worse with the devaluation of the Franc CFA by 50 percent on the 12 of January 1994. Being incapable of meeting up with their basic need, witnessing and being victim of some deviant behavior within the public administration, which demoralized them, they loss the motivation of working for public interest. This situation led to the emergence of many unethical practices by the civil servant, seriously thwarting Cameroon developmental endeavors.

Although many studies have been conducted on how to help Cameroon move toward development, in this study I adopt a different dimension. The study starts by looking on how to re-motivate the civil servants-the circular arm of the government-so that they can carry out the job efficiently in order to bring out Cameroon from underdevelopment. To this worry I argue that with the effective implementation of, administrative and penal sanctions, and proper incentives-financial, psychological or material-the capacity and efficiency of the civil servants will be greatly improve, thus helping in paving the way for development.

To corroborate these claims the use of some secondary data and resources, on motivation and incentives, from the writing of different outstanding theorist was necessary. Thesis, publications and reports from the National School of Administration and Magistracy (ENAM), the Higher Institute of Public Management of Cameroon (ISMP) and the Ministry of Public Service and Administrative Reform were also used.

With these publications an indebt analysis of Cameroonian society and public service was done. Following the results of these analyses I came to the conclusion that, if Cameroon wants to move toward the development it has been struggling to achieve for almost three decade, more emphasis should be place on the management of her human capital-the civil servants. The civil servant must be at the center of the developmental effort.

Because, no matter how good and perfect all the developmental policies formulated by the government may, it will be of no help if the civil servants don't contribute in implementing it. Considered as the arm of the government the civil servant is an essential element needed by the government to move toward development. So the government of Cameroon should take the necessary steps to make sure that the civil servants, to greater extent, feels comfortable-both psychologically financially and materially- working for the interest of the nation. It is with the above considerations in mind that I make the following recommendation.

## **Recommendation**

Government should see to it that civil servants have good working condition- environmental, physical, and psychological. Because if the civil servant is physical and psychologically stable then he will surely have a more efficient and effective out-put.

The government should make sure that, more precisely, those in-charge with the distribution of the various benefits should do it in a way that is equitable and just. This will help in boosting the morale of the civil servant and consequently leading to their re-motivation.

Government should be more serious and committed in implementing the different laws and regulation that have been put in place. The strict application of these laws will serve as a coercive incentive. In other word, some sorts of deterrent which will make civil servants think twice before engaging themselves in unethical behaviors.

The Cameroon government should make sure that the different –Corps|| of civil servants should have their specific statute managing their career profile. This will help to boost their morale because; they will know how they are going to advance in their career. So in working hard to achieve this career advancement they will at the same time contribute to the out- put of their different ministerial department or organizations.

The government in doing its appointment should do so in strict compliance with the –cadre juridique|| legal framework of each ministerial department. This will prevent the appointment of unqualified civil servant at certain position. With this the civil servant will have no feeling of injustice and will be motivated to work. With a strict and continuous application of the

above stated recommendation, I believe Cameroon will go a long way in re-motivating its civil servants. By so doing increasing the efficiency and effectiveness of the public administration. As a result, I believe, Cameroon will be able to move on and achieve development and prosperity.

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