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ANALYZING THE IMPACT OF CASUALISATION POLICY ON PUBLIC SECTOR EMPLOYEES' JOB SECURITY IN YOBE STATE, NIGERIA

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Abstract
Contemporary globalisation is viewed as a phenomenon in politics and socio-economics that has dominated recent literature focused primarily on labour and jobs. It transforms the relationship between nation-states, organisations, groups, and individuals, universalising particular activities, identities, and systems. Perhaps more importantly, the representation of the global structuring that has taken place in recent years in the development of contemporary capitalist relations. This research paper aims to analyse how the casualisation policy influences job security in the public service of Yobe State, Nigeria. A qualitative, open-ended, and inductive analysis technique has been adopted in this paper. An in-depth interview was conducted with 15 participants selected from the Ministry of Finance and Economic Development, the Office of Head of Public Service, and the Ministry of Health of Yobe State, Nigeria. The data collected were analysed using thematic analysis with NVivo 12; the programme was used in data coding, and a pattern was generated from an in-depth interview. This study indicates that the Yobe state's casual workers are divided into two categories; the government is directly involved in the first category. The second is outsourced to private companies working for the government. The use of subcontractors/outsourcing and increased job insecurity resulting from casualisation was associated with poor workplace safety, health, and wellbeing outcomes in many instances. The results of this study would assist the government, policymakers, and policy implementers to confirm the direct impact of casualisation policies on public service workers.

Keywords: Casualization, Employees, Job Security, Nigeria, Developing Countries.

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1. Introduction

Contemporary globalisation is viewed as a political and socio-economic concept that explicitly focuses on labour and workers in current literature. It transforms the relationship between nation-states, organizations, associations, and people, universalising particular behaviours, identities, and systems. Perhaps more importantly, in recent years, the expression of a global structuring has taken place in the development of contemporary capitalist relationships (Tade, 1997).

> African economies' takes most important step towards integration into the global economy was to introduce structural-adjustment programmes. The standard package included liberalisation of trade and the development of foreign exchange markets; deregulation of domestic markets, including the financial sector; privatisation of public undertakings; reduced budget imbalances; tax reforms, and public sector restructuring (Kentikelenis, 2017). These measures were meant to make the distribution of resources more economically fair for nations. But while the reforms have got the prices right, they have meant that the action of both domestic and international economic agents has become more sensitive to countries. The scope for international arbitration has been substantially enhanced by systemic reform by lifting some international transaction restrictions (Bigsten & Durevall, 2003).

Casualization is the transition from full-time and permanent jobs to casual and contract roles in the workplace. It is transforming a workforce from one that operates exclusively on permanent contracts to active on a short-term or daily basis (Laß & Wooden, 2020).

> Terrible working conditions, such as job insecurity, odd hours, mediocre jobs, low salaries, and lack of standard workplace benefits, are widely used in international literature. Temporary work is a specific subcategory in certain European nations, where the basic arrangements for employment are irregular (Jaworski, Ravichandran, Karpinski, & Singh, 2018). The casual Australian term is directly linked to a lack of rights and circumstances for jobs. Between permanent and casual, there is a conventional binary worker status typology. Being casual does not imply becoming a permanent worker; however, more importantly, being casual is excluded from permanent employment rights and conditions (Burgess, Campbell, & May, 2008).

Casual employment is referred to as unprotected jobs, which persist throughout the award framework and even thrive in the gaps created by officially authorised exemptions and limitations by the award regulation. Casual workers lack entitlements for paid and sick leave and tend to lack access to different benefits, such as training. On average, casual employees in their current employees have shorter periods of accumulated work tenure, suggesting that they are more prone to job instability and the principle. Average casual workers tend to have low wages, often even lower than those of equivalent employees, and are more affected by wage insecurity due to wage irregularities (Campbell, 1996).

Management literature demonstrates that casualization has traditionally been regarded as an employer's strategy to increase the 'flexibility' of the workforce by maximising its organisational potential while reducing its operational costs. Some researchers say that this policy means that temporary workers and others with fewer job protection are more likely than permanent employees to be unfairly fired, discriminated against or harassed, and generally have lower salaries and conditions. Casualization of the workplace is thus viewed as being financially beneficial to employers but adverse to employees. Informal terms of employment are substantially complex and ambiguous.

> While casual employment is often associated with short-term engagement and exclusion from benefits, it can also be associated with so-called "long-term casuals," or independent contractors, or employees of the agency (Campbell & Burgess, 2001) Furthermore, casual employment happens where employees are not entitled to paid breaks or sick leave, while permanent workers are entitled to these benefits (Lumley, Stanton, & Bartram, 2004).

The casualization of teaching has become a significant problem at Australian universities. Casual academics complain of underpaid and compromised effectiveness; they face persistent income insecurity and are voiceless at work (Berry, 2005). As for the wider economy, a sharp divide between a relatively stable manager class and the increasing casual army, which Berry (2005) described as the last class line' of the academy, has been an important feature of the flexible university.

By manipulating public budgets, governments have encouraged the casualisation. However, university leadership is ultimately responsible for casualizing academic teaching and collecting funds for other objectives. In the versatile university, the recorded expression of casual life parallels the broader neoliberalist period. Neoliberal flexibilization lowers the unit cost of labour (Harvey, 2007) – and this is clearly illustrated in the case we are addressing here. Yet the way it does so is by outsourcing tasks and risks, hollowing out and casualizing the workforce. Its effect, therefore, is more than just content. As mentioned here, the university casualization directly relates to education, protection, and college issues (Brown, Goodman, & Yasukawa, 2010).

Casual work in the South is the price paid for introducing flexibility by the International Financial Institutions (IFIs), Transnational Corporations (TNCs), and local governments. A

related consequence is the loss of bargaining power by trade unions, and the result appears to be a continuation of the neoliberal drive towards decreased protective control.
Since the 1970s, high unemployment rates have been common for labour markets in Europe and North America. The decentralization of production is facilitated by new technology. When firms seek greater flexibility and reduced wages, workers are increasingly outsourced and subcontracted. In Europe and North America, there has been an increase in non-traditional work arrangements over the past 25 years, i.e., an increase in part-time workers, shift jobs, self-employment, and the proportion of employees holding multiple jobs and temporary jobs (Schmidt, 2006).

Casualization is a commodity of neo-liberalization. The word has arisen due to the industrial transition, revolutionizing labour market flexibility, and a global economic downturn. Accessible research has tended to use distinct terms for this same definition. Contract, contingent, casual, irregular, non-standard, atypical, non-core, contractual, part-time, flexible, short-term fixed-term, recruiting, subcontracting, etc. It is a matter of great concern to increase labor-market casualization. Casual workers are rapidly filling permanent roles in nature and behind workers' insecurity; the high rates of unemployment and related inequality are the most driving force in Africa. In addition to these, it notes that employers' three essential reasons to recruit short-term workers are flexibility in the workplace, cost savings, and ease of dismissal. Neo-liberalism aims to deregulate global markets, including the labour market, to boost labour stability as a catalyst of casualization. The author recognizes, however, that labour flexibility is embodied in an employer's ability to recruit or dispose of work as required; adjust labour costs in line with market demands; allocate labour within the organization effectively; and set working hours to meet business needs (Okoye, Okolie, & Aderibigbe, 2014).
This research was built on the framework of neoliberal theory to determine the relationship between casualization and public sector employees. This research paper aims to analyze how the casualization policy influences job security in the public service of Yobe State, Nigeria.

2. Casualization and Job insecurity

Conceptualizations of work insecurity include uncertainty elements; however, the term generally applies to the underlying concern about the continued existence of the job in the future. The objective aspect of work insecurity reflects changes in the organization or society as a whole and questions about the current job's future existence. The subjective part, on the other hand, refers to individual assessments of work environment uncertainties (Paulsen et al., 2005)
In this research, job insecurity was addressed in the broader sense, taking into account work loss anxiety and work status risk anxiety. We consider the relative frequency, how they are distributed across the population and the variables that can minimize the different forms of job insecurity. While job tenure insecurity relates to job loss anxiety, job status insecurity is correlated with worries about the risk of job loss and features that are valued at work. The definition implies that aspects of good quality jobs are generally known as certain job characteristics.
It focused primarily on two aspects of the work history that impact employees' perceptions of job security: the features of jobs in terms of contract status and class position and the presence of conditions in the labour market. We have shown that this is another form of work insecurity that has an independent impact on reducing employee wellbeing. From the beginning of the millennium until 2012, all types of job insecurity have increased significantly. However, there was some evidence in 2012 that the incidence of work insecurity was much greater than that of occupational insecurity (Gallie, Felstead, Green, & Inanc, 2017).

Orkley & White (2005) maintain that there is a substantial rise in the proportion of the workforce employed in casual positions as opposed to their more stable counterparts. Australia has been at the forefront of casualization steps. There has been a lot of discussions here about the effects that working more precariously can have on the lives of current employees and those seeking jobs. The research shows that many casual individuals look

'disturbing' who work in roles they hope to become permanent, and thus report a corrupt partner. Another big impediment remains.

The study argues that in two important respects, casualization is harmful to society. First, in dissuading potential whistle-blowers, casualization tends to weaken organizations' responsibility to society. It is a tragedy for us all, not just the casual employees themselves.

By creating more jobs with hazardous conditions, we are less secure by weakening the obligation of the organizations to us as a group. Secondly, by providing people with an additional incentive to disregard corruption in the workplace, casualization deprives society of necessary virtue-enriching acts that favor all of us and strengthen common bonds (Oakley & White, 2005).

Conley (2006) asserts that a qualitative analysis was undertaken to highlight the differences in local government services between temporary and permanent workers and the detrimental effect of temporary jobs on equitable opportunities for already disadvantaged working groups. The impact of transient job growth on attracting and retaining public service employees is also considered. There are many contradictions in the government's modernization plan for the public sector. Flexibility presents a challenge to public-sector employees' terms and conditions, and decentralization provides the direction by which this can be done as a device to strengthen managerial authority. While previous Conservative governments were concerned with reducing the size of the public sector workforce, unemployment rates are now much lower, and recruitment and retention problems in critical public service issues face the new government (Conley, 2006).

Courtois and O'Keefe (2015) have carried out a report that reveals that neoliberalism induces casualization of academic work in Europe. Casual academics are people employed in higher education institutions on a short-term and part-time (including zero hour basis) and do not enjoy standard job protection. They are generally referred to in the United States as 'adjuncts' or 'contingents' as 'fractional' or 'session' in the United Kingdom (a common phrase in Australia and Canada). Their work falls under precarious labour, a type of jobs typically characterized by low pay, irregularity, volatility, uncertainty, limited social and occupational safety, and benefits such as trade union representation (ILO, 2012, p.27).

Small-scale issues have been posed by the reduction in pay and job standards in Irish higher education, but these have failed to grow into a more important movement. Precarious work characteristics make it hard to organize, including fragmentation, isolation, anxiety, and lack of resources. In this context, Third Level Workplace Watch was founded in 2013 as a group of vulnerable higher education workers. It developed out of its members' struggles between friends and colleagues with unequal pay and working conditions, unemployment, illegal redundancies, and a growing sense of insecurity, fear, and palpable demoralization. It soon became evident that the lack of casualisation data, the form it takes across institutions and its effect on working conditions made it difficult to articulate demands for change (Courtois & O'Keefe, 2015).

A longstanding problem has been the casualisation problem in Nigeria. You can get as many as two thousand employees in some manufacturing companies in Nigeria, of which approximately 1,500, maybe contract workers. In the informal industry, a situation in some domestic companies where almost all workers are contract employees (Okougbo, 2004). Casual/contract staff are specialists in professional or administrative matters. They were paid wages that could not sustain a reasonable standard of living, regardless of the importance of their services. As already mentioned, higher institution graduates or trained technicians work in several casual/contract jobs, skilled drivers who have a long career, auxiliary and clerical staff with administration skills, etc in industries in which casualisation activities are normal.

For many years, several of these workers stayed with their company. However they are referred to as casual/contract workers and are treated as such.

In most cases, it is contract labour, without a human face. Contract employees are held as prisoners in their plants in Asian-owned manufacturing firms so that no outside body can access them, particularly in some oil and gas industries, which are owned by indigenous businessmen. While its contract employees are capable of being permanent, they are made to remain casual/slave wage workers. To continue to optimize rare earnings at the lowest labour cost (Adenugba, 2004; Okafor, 2005; Oladapo, 2006).

Okougbo (2004) listed some of the challenges casual/contract employee member experienced includes:

- Abysmally low pays
- Lack of health insurance or benefits
- No employment stability and job advancement
- Absence of leave and grant
- Association rights are frequently under attack
- No mortality compensation or occupational accident insurance
- Collective bargaining deal or non-negotiation arrangement

It is quite instructive to have data available about casual/contract workers.

In addition, in emerging economies, especially in Nigeria, where most companies have poor infrastructure, combined with a competitive operating environment that is anti-aggression. With downsizing, subcontracting, rationalisation, and then casualisation, globalisation has exacerbated job losses. Managers in public or private corporations in Nigeria use poor market conditions and poverty as an excuse for jobs (Okougbo, 2004).

Conversely, a contract job in cash is well enumerated in advanced countries, far better in certain cases than permanent jobs, given that contract workers are not placed on a pension at the end of service. Interestingly, the same employer went to developing countries from advanced countries including Nigeria, perpetuates the distribution of peanuts as salaries to casual/contract workers. They do this by introducing poor service standards that are reminiscent of the era of the industrial revolution in British history, which through trade unionism and vigorous labor movements, workers fought hard to overcome. This impact of casualisation on employees in Nigeria has led to further abuse and dehumanisation of workers (Okougbo, 2004) (Adenugba, 2004).

3. Methodology

Qualitative study is a way of investigating and interpreting the nature of a social or human issue ascribed by individuals or groups. This article has adopted a qualitative, open-ended, and inductive research approach. However, the researcher conducted a comprehensive interview with 15 participants chosen from the Ministry of Finance and Economic Development, the Head of Public Service Office, and Yobe State's Ministry of Health and Human Services, Nigeria. They comprise three (3) permanent secretaries, six (6) directors, and six (6) planning and administration heads, respectively, making a total of respondents involved in the talk process fifteen (15) and appointed based on two grades of public servants, i.e., grade 12-14 senior officers and grade 15-16 senior management officers.

The tool used to gather data is an in-depth interview. The researcher selects an in-depth interview for this analysis as follows: (i)it helps the researcher obtain accurate data on a particular subject. (ii) it provides a detailed view of the perceived reality of the few key actors

chosen. In this study, the purposive, non-probability sampling approach was used. The purposive sampling method, otherwise called judgmental sampling, is the participant's intentional choice due to the features that the participant carries.

With the support of NVivo 12, the data collected were analyzed using thematic analysis; the software was used in data coding, and a pattern was created from an in-depth interview.

4. Discussion of Findings

This study's findings reveal that the casual staff that work in Yobe state are separated into two categories; the government directly engages the first category, and the second is those outsourced to private companies working for the government.

The casualization policy impacts the public service in Yobe state Nigeria in many ways.

A participant interviewed from the governors' office is narrated that:

> *The employees are gaining a few benefits from the casualization except the government. It is the government that is benefiting a lot from this policy because it saves costs". "One of the benefits of the policy is there is a lot of saving for the government. The state government pays the companies that they contracted for the services rendered* (Field Study, 2021).

The response reveals that the policy benefits the government more than the employees because it generates funds from the saving cost of running the state's affairs. The saving would be a channel to other sectors that could benefit the public. The government outsourced some aspects to private companies, which they received their payment at the end of every month.

The casualization policy affects the employees in the public service of Yobe state by providing them with an opportunity to become permanent employees.

One participant interviewed from the ministry of finance asserts that,

> *"They may stand a chance of been engaged as permanent and pensionable staff."*
>
> A participant from the ministry of health reveals, *"The policy creates self-discipline, a casual staff will get the impression that if they perform well, he/she may be absorbed as a permanent employee."*
>
> "*Some of the casual staff are diligently performing for them to get a chance of being converted to permanent workers."*
>
> A respondent from the ministry of health said, "*I have to commend the effort of the management staff of this ministry on prompt payment of casual* st*aff salary, and a kind gesture of converting the hardworking employees to a permanent position."*
>
> "*Casualization policy reduces the level of unemployment, and a casual staff stands a chance of been converted to permanent staff."*
>
> "*For instance, we have casual government workers at the environmental sanitation board, and some of them converted to permanent staff"* (Field Study, 2021).

Most of the respondents' opinions indicate that casual employees have an ample chance of becoming permanent staff under the system of government casualization. The system warrants that casual government employees with outstanding performance would be retained in their organization as permanent staff. This system encourages casual staff to perform

excellently in their line of duties. The introduction of the casualization policy in public service reduces unemployment in society, and it saves governance costs.

The casualization of labour reduces public expenditure and creates a chance for employees to be retained in the public service. Casual employment makes it easier for managers to adapt their work time to business activity. Therefore, casual labour generates direct spending savings as a worker is only paid when necessary (Allan, 2000). There are challenges, given employers' advantages using casual labour as a cost reduction tactic (Lumley et al., 2004).

The first effect of the casualization plan on work security is outsourcing and subcontracting of service. A participant from the ministry of health reveals that:

> "*Since we contract out the service of casual staff to private companies, it is their responsibility to manage and supervise them."* A response from the ministry of health indicates, *"The casual staff does not have job security; they can hire and fire anytime at the government will*." "*For example, we partner with one private company that the ministry outsources to them, which they used the casual staff to maintains and manages the cleaning services of the buildings. That is the confer cleaners and hygiene limited company"* (Field Study, 2021).

Another impact of the casualisation plan is having ample chances to engage in other work and receive monthly salary by casual staff.

A respondent from the governors' office maintains that:

> *"The impact of the policy is as follows; first, the employee will get the benefit of being engaged; Second, having the opportunity of doing another work because of the limited time frame of their work."*
>
> A response from the ministry of finance indicates, *"With the casualization policy, the employees are gaining because they are getting a means of livelihood to sustain themselves every month."*
>
> A participant from the ministry of health reveals that; "*the only benefit of the casual staff is getting their monthly salary to cater to their living*."
>
> A similar response maintains "*the benefit that the employee gain is prompt payment of their monthly salary. Apart from it, there is nothing more"*.
>
> Another participant reveals that:
>
> *"The casual staff had their job to do and get their salary at the end of every month."*
>
> One participant from the ministry of health said that *"the only benefit of the casual staff is monthly salary, apart from this no other gain"* (Field Study, 2021).

Based on the respondents' view, the casualization plan provides limited working hours to casual employees, usually 4-5 hours per day. This system allowed them to engage in other jobs after closing hours. The employees get to benefit from the policy because they receive their monthly salary promptly, and at least they have something to do. Besides, employees who work with the outsourced private companies received similar government gestures through their employers.

Moreover, There is widespread outsourcing of jobs to private companies to handle casual staff in public service because of a restructuring programme. The government introduced the policy in the civil service due to economic recession, which would enable the state to save

funds and reduce the costs of governance. Through outsourcing and subcontracting, the government possesses the authority to hire and fire at a will. It certainly weakens employees' job security. The employees must work hard and perform efficiently to survive in the system.

This factor compels people to accept a casual job because of no other option.

One participant interviewed by the researcher reveals that:

> *"It is more appropriate to employ people permanently, but because of the economic problem, people have engaged as casual staff."*
>
> "*The ministry of health employs labourers and guards as casual staff to work and get their salary every month." "For example, when the employee retires in this ministry of health, there is no replacement because of a limited resource, so the government employs the casual staff to supplement the existing one to save administrative cost."*
>
> A participant from the ministry of health maintains, *"We screen the ministry's casual staff annually. Those who did not perform well are disengaged, and we recruit others as their replacement"* (Field Study, 2021).
>
> Participants from the governors' office reveal that;
> "*In Yobe state, some years back, there are no casual staff. However, nowadays, due to the restructuring of the public service, the casualization policy is introduced, which has a devastating effect on the employees. Downsizing, monetization, and casualization are policies that have been implementing globally. Moreover, the Yobe State Government implemented the policy. Since the regime operates and implements the global best practice in terms of financial regulation"* (Field Study, 2021).

Based on the participants' views, the high rate of unemployment makes people accept a casual job for survival purposes. People tend to ignore the issue of job security and accept casual appointments as a means of survival. The government employs casual workers in the public service to fill the vacuum created by permanent employees' retiring. The government has the power to disengage the non-performing public servants, specifically the casual staff. This system conforms with the doctrine of neoliberalism. The structural adjustment globalization advocates for change in public service of developing countries like Nigeria. These changes will reduce public expenditure and save costs of governance.

The growth of casualization has been related to the restructuring of the labour market's economy and stability. The increase is attributable to employee vulnerability in Nigeria, caused by high unemployment levels and accompanying poverty. It is argued that a substantial body of international research suggests flexible employment structures such as contractual and home-based jobs. The use of subcontractors/outsourcing and increased job instability resulting from downsizing are correlated in several instances with inadequate workplace protection, health, and wellness outcomes. The result also revealed that casual workers' hazardous behaviours could increase on-site chances of accident occurrence. At the same time, employee productivity, cost savings, and easy dismissal, among others, were cited as some of the reasons why casual labour is involved. When considering the long-term impact of the system, the above example defeats whatever purpose the casual employment programme was conceptualized (Okoye et al., 2014).

5. Conclusion

The need to restructure public service in developing countries arises because of the global economic recession in the 1980s. This problem prompted the developing nations to seek economic recovery loans from the international financial institutions, specifically the international monetary fund (IMF) and World Bank, attached with strict conditionality called

a structural adjustment. One of the conditions is the public service restructuring; it includes the casualization of labour. This measure is related to the doctrine of the neoliberal theory of reducing public spending and public jobs.

This study's findings reveal that the casual staff that work in Yobe state are separated into two categories; the first category is directly engaged by the government, and the second is outsourced.

For example, the Yobe state ministry of health has directly recruited casual staff as guards, laundrymen, and gardeners. Besides, the private companies that the government engaged and outsource the service to them employ cleaners and the securities. The casual staff has fewer working hours compared to permanent employees.

Subcontracting is usually a payment-by-results system where payment is dependent on the amount of work done rather than the time spent on the worksite. Returns are thus, improved by completing tasks in the shortest possible time, resulting in subcontractors pushing themselves hard, working excessively long hours, or cutting comers in terms of safety. Outsourcing is well defined as deciding to move work to outside domestic entities (e.g., contractor organizations, consultants), resulting in job loss within the company.

The study found out that most casual staff that the ministry of health of Yobe state has was employed by the private companies that the government outsourced or sub-contracted to manage and supervise the casual staff. The ministry hired a few casual employees to general hospitals in the various local government of the state.

The study further exposes that the impact of casualization on job security is employment generation, the opportunity for casual staff to engage in another work because of short working hours. The policy creates a chance for casual staff to become a permanent worker. The effect of casualization policy is creating unemployment. The outsourcing tempered with the job security of the employees. The casualization is a global policy, it is appropriate to employ staff permanently, but neoliberal globalization prevents it.

The outcomes of this research would help the government, policymakers, and policy implementers to confirm the direct influence of structural adjustment policy on public service. Based on this study's findings, the government could reinforce its influence and reduce public spending by implementing a policy of casualization in the public service. It will involve re-energizing the existing civil servants with job design, work flexibility, division of labour, and specialization.

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