COURSE GUIDE
MANAGEMENT OF PUBLIC SERVICE
PAD 312

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COURSE GUIDE

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1.0 Introduction

This Course Guide tells you the nature of the course, the materials you are going to use and how you are going to use the materials for meaningful benefits. It is expected that, at least 2 hours should be devoted to the study of every course unit. For each course unit, there are exercises. You are encouraged to attempt these exercises. They obviously serve as points of reflections, which are necessary for proper understanding of the facts contained in the course. At the end of each unit, there are Tutor – Marked Assignments (TMAs) which you are expected to answer. They serve as revision and your continuous assessment. Tutorial lectures will be provided, which is an opportunity for you to have a face-to-face contact with your facilitator. Any area you do not understand will be explained during the tutorial classes at your study centre.

2.0 What you will learn in this course

This course will introduce you to the history and development of modern public service. In connection with this you will learn about the functions of the public service as well as theory and models of managing the public service. You will also go through an overview of the Nigeria Public Service Reforms. Public Personnel management has its own Nigerian Public Service. In this course, you will learn about the concept of public management and key components of public personnel management such as labour management relations, performance appraisal system in the public service and the characteristics of public personnel management. You are already aware that there operational arms of government that are well discussed in this course. The public service is working in trust on behalf of the people, hence there the need to have rules and regulations to guide the management of national resources. This course will take you through some of the service rules that are common to public service organizations. You will also learn about materials and financial managementincluding budgeting in government. Without discipline and control the public service will not run smoothly. Hence you will learn about controlling and discipline in the public service.

3.0 Course Aims

Management of public service is aimed at giving knowledge concerning how the public service is managed. The public service determines the direction of an economy. An understanding of management of public service will enhance the competency of public administration students in performing their duties.

4.0 Course Objectives

Upon completion of this course, you should be able to.
1. Explain the functions of the public service.
2. Highlight the differences in the functions of public and private sector managers management
3. Apply theories and models to public service management
4. Describe the key public service personnel management practices.
5. Develop proficiency in the application of public service rules and discretionary powers.

6. Identifies the key considerations in materials and financial management in the public service

5.0 Working through this course

To complete this course, you are required to read all study units, attempt all the self assessment questions, tutor-marked assignments and study the concepts, practices and operational modalities in the public service as provided in this materials by the National Open University of Nigeria (NOUN). You will also need to undertake practical exercises for which you need access to a personal computer running the necessary software that can be used to update your knowledge on current issues in the public service. Each unit contains self-assessment exercises, and at certain points during the course, you will be expected to take tutor marked assignments as e- examination. At the end of the course is a final examination. The course should take you about a total of 17 weeks to complete. The following are the components of the course, what you have to do, and how you should allocate your time to each unit in order to complete the course successfully on time.

6.0 Course Materials

The major components of the course are:
1) Course guide
2) Study Units
3) Textbooks
4) Assignment File
5) Tutorials

7.0 Study Units

MODULE 1   HISTORY OF MODERN PUBLIC SERVICE

Unit 1   The Public Service Concept
Unit 2   History of Public Service
Unit 3   Functions of the public service
Unit 4   Overview of public service reforms in Nigeria
Unit 5   Management of public enterprises
Unit 6   Differences between public and private sector managers

MODULE 2   THEORIES AND MODEL FOR MANAGING THE PUBLIC
                  SERVICE

Unit 7   Classical theories of management
Unit 8   Behavioral theories
Unit 9   Quantitative management theories
Unit 10   Systems and Contingency theories
Unit 11   Models of public sector management

MODULE 3   PUBLIC SERIVCE PERSONNEL MANAGEMENT PRACTICES

Unit 12   Labour Management Relations in the Public service
Unit 13   Performance appraisal in the public service
Unit 14   Staff motivation in the public service
Unit 15   Training and development in the public service

MODULE 4   PUBLIC SERVICE RULES AND DISCRETIONNARY POWERS IN
           THE PUBLIC SERVICE

Unit 16   Appointments into the publis service
Unit 17   Reward Management in the public service
Unit 18   Ethics, Accountability and Discretionary powers in the public service
Unit 19   Controlling in the public service
Unit 20   Discipline in the public service

MODULE 5   MATERIALS AND FINANCIAL MANAGEMENT IN THE
            PUBLIC SERVICE

Unit 21   Materials purchasing and storage
Unit 22   Inventory management
Unit 23   Financial management in the public service
Unit 24   Records Management

All the units are important for proper understanding of, management of public service. For each study unit, you are to spare at least 2 hours each day to read and achieve the specific objectives. If there is any deviation, go back to the contents of that unit. There are textbooks, which you may go through for additional information; these textbooks are listed under, references/ further reading after each unit.

8.0 Assignment File
The self-assessment exercises in each unit have to be carried out ensure that you are following the idea being presented. In addition, there are tutor-marked assignments. You are enjoined to attempt all of them, as some will be part of the continuous assessment. In this course, you will find all the details of the work you must submit to your tutor for marking. Carrying out the tutor marked assignment will assist you in passing the e-TMA examination.

Table 1   Assignment File

Unit	Title of Work	Weeks Activities	Assignment (end of unit)
1.	Definition of Public service	1	
2.	Functions of the Civil Service	2	
3.	Models of public sector management	3	
4.	History of public service	1	
5.	Public service reforms	1	
6.	Classical theories of management	1	
7.	Personnel management functions	1	
8.	Labour management relations	1	
9.	Performance Appraisal in the Public service	1	
10.	Behavioural Theories	1	
11.	Quantitative management theories	1	
12	Management of Public Enterprises	1	
13.	Appointments to the Public service	1	
14.	Differences between public and private sector managers	3	
15.	Disciplinary rules	1	
16.	Salaries, Allowances and Staff welfare rules	1	
17	Ethics, Accountability and discretionary powers	3	
18	Reward Management	2	
19	Materials management	1	
20	Inventory management	1	
21	Financial management in the public service	3	
22	Controllling	1	
23	Discipline	**2**	
24	Records Management	**2**	
25	Revision		

9.0 Presentation Schedule

This is about dates for tutorials submission of assignments which you should keep in order to be on top of your studies.

10.0   Assessments

This is in 2 forms, namely:

1)   The continuous assessment, which will be based on 30%. This will be tested
        through the e-TMA.

2)   The final semester examination after you have completed the materials which will be based on 70%. This will be tested through the e- examination.

11.0   Tutor – Marked Assignments (TMAs)

There is one tutor marked assignment in each unit of this course which you are to attempt and send immediately to your tutor. There are twenty five tutor-marked assignments in this course and you are advised to attempt all. Aside from the course material provided, you are advised to read and research widely using other references (under further reading) which will give you a broader viewpoint and may provide a deeper understanding of the subject. Ensure all completed assignments are submitted on schedule before set deadlines. If for any reasons, you cannot complete your work on time, contact your tutor before the assignment is due to discuss the possibility of an extension. Unless in exceptional circumstances extensions may not be granted after the due date for submission of Tutor-Marked Assignments.

12.0 Final examination and grading

The final examination for this course will be of 'three hours' duration and have a value of 70% of the total course grade. All areas of the course will be assessed and the examination will consist of questions, which reflect the type of self-testing, practice exercises and tutor-marked problems you have previously encountered. All areas of the course will be assessed. You may find it useful to review your self-assessment tests, tutor-marked assignments and comments on them before the examination.

13.0 Course marking scheme

The e- TMA will count for 30% of your total course mark. At the end of the course, you will be required to sit for a final examination, which will count for 70% of your total mark. The table below shows how the actual course marking is broken down.

Table 1:   Course Marking Scheme

ASSESSMENT	MARKS
E- TMA examination	30%
Final Examination	70% of overall course marks
Total	**100%**

14.0 Tutors and Tutorials

There are 25 hours of tutorials provided in support of this course. You will be notified of the dates, times and location of these tutorials, together with the names and phone numbers of your tutor, as soon as you are allocated a tutorial group.

Your tutor will mark and comment on your assignments, keep a close watch on your progress and on any difficulties you might encounter as they would provide assistance to you during the course. You must submit your tutor-marked assignments to your tutor well before the due date (at least two working days are required). They will be marked by your tutor and returned to you as soon as possible. Do not hesitate to contact your tutor by telephone, e-mail, or discussion group if you need help.

You would find help necessary, when:

- you do not understand any part of the study units or the assigned readings.
- you have difficulty with the self-tests or exercises.
- you have a question or problem with an assignment with your tutor's comment on an assignment or with the grading of an assignment.

You should try your possible best to attend the tutorials. This is the only chance to have face-to-face contact with your tutor and to ask questions which are answered instantly. You can raise any problem encountered in the course of your study. To gain the maximum benefit from course tutorials, prepare a question list before attending them. You will learn a lot from participations in discussions.

15.0   Hints on how to succeed

1)   As a diligent student, you are expected to devote at least 2 hours to go through each unit. You are going to play a dual role, that is, as a lecturer and a student. This means that some confidence has been reposed in you. Read the course carefully just as you will listen carefully to a lecturer.

2)   As you read each paragraph, try to interpret and evaluate the contentso as to bring out the sense contained therein.

3)   After going through the instruction, read the objectives. As you read the main content, ask yourself whether or not what you are reading tallies with the objective.

4)   Make sure you take time to work through the self – assessment exercises. You may discuss these with other students studying the same programme.

5)   You should get your tutor's e-mail address and telephone numbers, do not hesitate to contact him or her whenever you encounter any problem in your course.

6)   Always send your tutor – marked assignments on time. Also, note the tutor's comments against future assignments.

7)   Above all, never get involved in examination malpractices.

16.0 SUMMARY

PAD 312 is designed to give you a broad knowledge of the public service. It contains information on the workings of the public service especially the common public service rules that apply to both the civil service and the public service. Public enterprises play a major role in national development. This course gives you information on the strategies for managing public enterprises in Nigeria. We hope you will enjoy your acquaintances with the National Open University of Nigeria (NOUN). We wish you every success in the future,

17. Textbooks and References

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MANAGEMENT OF THE PUBLIC SERVICE
NATIONAL OPEN UNIVERSITY OF NIGERIA
FACULTY OF MANAGEMENT SCIENCES

COURSE CODE: PAD 312

COURSE TITLE: MANAGEMENT OF THE PUBLIC SERVICE

NATIONAL OPEN UNIVERSITY OF NIGERIA

FACULTY OF MANAGEMENT SCIENCES

COURSE CODE: PAD 321

COURSE TITLE: MANAGEMENT OF PUBLIC SERVICE

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MODULE 1   HISTORY OF MODERN PUBLIC SERVICE

UNIT 1   THE PUBLIC SERVICE CONCEPT

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1.0   INTRODUCTION

The coexistence of any group of people anywhere in the world requires some form of governance, administration and division of labour in order to maintain the existence of the group. The concept of public good also indicates that there are some services that are utilized by all members, which are efficient and effective when provided for centrally. The provision of these types of services requires the full time attention of some members of the group. This in a nutshell is the basic theory of public services. Public service organizations deliver services to the people.

The main purpose of this unit is to give you a brief history and development of public services in some selected countries. The unit covers the definitions of civil service and public service, the machinery of government and the origins of public management. The other sections are the conclusion and summary. Self-assessment exercises and tutor marked assignments are also included for your self-development.

2.0   OBJECTIVES

After studying this unit, you should be able to:

(a)   Define civil service;
(b)   Define public service;
(c)   Explain the functions of the three tiers of government;
(d)   Trace the origins of public service management;

3.0   MAIN CONTENT

3.1   Definitions of Civil Service and Public Service
This will be discussed under the following sub-topics:

    (1)   Civil Service
    (2)   Public Service, and
    (3)   Public Sector

3.1.1   Definition of Civil Service
You may have been used to the usage of the terms civil service and public service interchangeably. This is not correct, as there are subtle differences between them. Civil service usually refers to the functionaries of state who are appointed to their government jobs through non-elective process (Ayeni, 1987:87). These functionaries work in the main government Ministries and Extra-Ministerial Departments. The Extra-Ministerial Organizations are headed by Chairmen and not Ministers. Okereke (2003) reinforced this when he notes that civil service refers to government ministries and departments that are charged with the responsibilities of implementing policies. They are those in the service of federal, state and local government services primarily responsible for policy implementation and making inputs available for policy formulation. Chapter 3, Section 2 of the Civil Service Handbook makes the definition of civil service clear (Federal Republic of Nigeria, 1997). It defines the civil service as follows:

> *"The civil service is a body or organ which enjoys continuity of existence. Its members unlike members of the National Assembly are not limited to a short term office at the end of which they may not be returned to office ..... When a civil servant relinquishes his office for whatever reason, his place is taken by another person who similarly enjoys security of employment".*

These definitions should make the meaning of civil service clear to you. Whatever the government, whether civil or military, the civil service is indispensable.

3.1.2   Definition of Public Service

Now that you understand the meaning of the civil service let us move to a broader term which is the public service. The term public service is broader and more inclusive. The first definition is that public service refers to government parastatals, which are the operational arm of government ministries as well as the ministries, departments and agencies (MDA). The Public Service on the other hand, in addition to the Civil Service, encompasses the Armed Forces, the Judiciary, the Police, Government Institutions, Parastatals; Government owned Companies and Statutory Agencies.

The second definition refers to service(s) provided by government to its citizens, either directly or by financing private provision of the services.

3.1.3   Definition of Public Sector

Investwords.com (2011), defines the public sector as that part of the economy concerned with providing basic government services. The composition of the public sector varies from country to country, but in most countries, the public sector includes institutions that provide services such as the policing, defense, public roads, mass transit, education, healthcare and electricity. Investorwords.com (2011) further explains that the public sector provides services that non-payer of taxes cannot be excluded from, such as: street lighting, public education and roads. These services are often referred to in economics as public goods.

Self Assessment Exercise 1

1.   Define the following terms in your own words:

     (a)   Civil Service
     (b)   Public Service
     (c)   Public Sector
     (d)   Government

2.   From your study of this section, what can you infer as the subtle differences between civil service and public service?

3.2   Machinery of Government

This topic is discussed under the following sub-topics:

     (1)   Definition of Terms
     (2)   The structure of Nigerian government
     (3)   Local governments
     (4)   Military government structure
     (5)   Other National bodies

3.2.1   Definition of Terms

The machinery of government refers to the interconnected structures and processes of government, such as the functions of the executive arm of government, the judiciary and the legislature. Mills (1861), used the phrase "machinery of government' in his publication, "Considerations on Representative Government". Shafrits and Russel (2005), sees the machinery of government as consisting of all of the structural arrangements adopted by national, state or local governments to deliver legally mandated programmes and services.

     Definition of Government

You are very conversant with the word 'government', but you need to know in precise terms what it means. Theunissen (2000), defines government as the body or bodies responsible for governing the state. In common usage, the term "government" is often used to refer to any part of the state and public administrative organ. In Nigeria, the government refers to the President, the Federal Executive Council, the Governors and Commissioners at the state level and the Local Government Councils. In general, the term refers to the executive, legislature and judiciary organs.

3.2.2 The Structure of Nigerian Government

The Federal Republic of Nigeria (1997), spells out the structure of the Nigerian Government. This is simplified for your ease of understanding. In Nigeria there is a three tier structure made up of the federal, state and the local governments. At the state level, there are the legislative, the executive and the judiciary. At the Federal level, the Legislature is known as the National Assembly. At the state level, the legislature may be referred to as the House of Assembly. The legislature is the law-making body. It is also responsible for approving the budget of Government. The Executive applies the law (or the series of Decrees under Military Rule) which is enforced by the Judiciary.

The Cabinet (the Council of Ministers or Executive Council) is responsible for deciding policies or the activities of Government. Government policies are carried out by the Executive called Ministries and Extra-Ministerial Departments and "Parastatals". The Chief Executive of a Ministry is usually a Minister of Cabinet rank. In some large Ministries, there are Ministers of State, who assist the Chief Executives. Extra-Ministerial Departments/Agencies usually have their Chief Executives designated as Chairmen, e.g. The Federal Civil Service Commission, the National Population Commission and the Federal Character Commission. As for the Parastatals, depending on the enabling legislation, the Chief Executive is usually designated as, either Managing Director, Director-General or General Manager. In addition to the post of Chief Executive, each Ministry or Extra-Ministerial Department usually has a Permanent Secretary/Director-General/Secretary who is the Accounting Officer of the establishment. Parastatals, Government owned Companies and Statutory Agencies are usually attached to Ministries or the Presidency for purposes of supervision and co-ordination.

The work of the Civil Service is classified into groups of related matters, which are assigned to Ministries and Extra-Ministerial Departments of Government. Every Chief Executive has general responsibility for the assignment of corporate objectives and management of the resources of the Establishment.

3.2.3 Local Governments

There is a third tier of Government in Nigeria called the Local Government. Officials employed in the Local Governments are also Civil Servants. However, Local Governments are less elaborately structured in comparison with the Federal and State Governments. The Chief Executive of each Local Government is designated as Chairman and the post is elective. The career Civil Servant in the set up is the Secretary.

3.2.4 Military Government Structure

The advent of Military Regimes in Nigeria started on 15th January, 1966, when the armed forces assumed the reins of Government in the Republic for the first time. Since then there have been a few other military administrations.

One common feature of this form of Government is that the Executive and the Legislature are fused into one. Currently, the Head of Government is designated as the Head of State, Commander-in-Chief of the Armed Forces, while each State Government is headed by a

Military Administrator. At the Federal level, the Chief Executives of Ministries are designated as Ministers and they form the Federal Executive Council while at the State level, they are designated as Commissioners and they form the State Executive Council.

The Federal Government is made up of three principal organs, viz: Provisional Ruling Council (PRC), the National Council of States (NCS) and the Federal Executive Council (FEC).

3.2.5 Functions of the Principal Organs of the Federal Government under the Military Regime

(a) Provisional Ruling Council (PRC)
The functions of the PRC include:

(i) determination, from time to time, of the general direction of government policy and national policy on major issues affecting the Federal Republic of Nigeria;

(ii) constitutional matters including amendments to the Constitution of the Federal Republic of Nigeria;

(iii) promulgation of Decrees, Regulations and Orders enforceable throughout the Federal Republic of Nigeria;

(iv) all national security matters, including the authority to declare war or proclaim a state of emergency or martial law;

(v) appointment of the Head of State of the Federal Republic of Nigeria, Commander-in-Chief of the Armed Forces, the Chief of General Staff, Military Administrators, Members of the National Council of States and the Federal Executive Council;

(vi) ratification of the appointment of such senior public officers as the Council may from time to time specify;

(vii) General supervision of the work of the National Council of States and the Federal Executive Council.

(b) National Council of States (NCS)
The National Council of States (NCS) consists of the Military Head of State, the Chief of General Staff, the Chief Justice of the Federation, the Attorney General of the Federation and Minister of Justice, all the Military Administrators, and the Secretary to the Government of the Federation. The functions of NCS are as follows:

(i)   Policy guidelines on financial, economic matters and social affairs in so far as they affect the States;

(ii)   Participation in the formulation and general implementation of National Development Plans;

(iii)   Advising the Provisional Ruling Council on constitutional matters especially as they affect the States; and

(iv)   Such other matters as the Provisional Ruling Council may from time to time determine.

(c)   Federal Executive Council (FEC)

The Federal Executive Council (FEC) determines the policies of the Federal Government within the framework which may from time to time be determined by the Provisional Ruling Council. The Secretary to the Government of the Federation is the Secretary to all the three Councils – the Provisional Ruling Council, the National Council of States and the Federal Executive Council.

All instruments made by the Head of the Federal Government or the Provisional Ruling Council (PRC) may be executed under the hand of the Secretary to the Government of the Federation. All instruments made by the Federal Executive Council may be executed under the hand of the Minister of the Ministry responsible for the matter in question or under the hand of the Secretary to the Government of the Federation. In the States, the instruments made by the Military Administrator may be executed under the hand of the Secretary to the State Government or the Commissioner to the Ministry responsible for the matter in question.

3.3   The Concept of Civil Service Neutrality

You have been informed that the civil service supports all government irrespective of the party a civil servant votes for. Finer (1965), defines neutrality as impartial service with equal loyalty rendered to any President, Minister, or Commissioner of the government of the day. This definition equated neutrality with impartiality of advice and service to elected politicians of any party (Lungu, 1998).

To make this clear to you, the civil service serves the public's interest. The government may change during an election, but the civil service remains. Since the civil service remains irrespective of the reigning party, the civil service must not sabotage the programmes and policies of the government.

This is however an ideal case. Civil servants as human beings with personal beliefs and values may influence government decisions through "advice" on proposed policies and programmes.

4.0   CONCLUSION

The discussion in this unit centered on the public service. In the course of this discussion, you have been informed about the subtle differences between them civil service and public service. We also discussed the structure of government, the concept of civil service neutrality

and the functions of the principal organs of government under a military regime. Irrespective of the type of government whether military or civilian, the public service is indispensable.

5.0   SUMMARY

The public sector can be defined as that part of the economy concerned with providing basic government services In the public sector, the machinery of government refers to the interconnected structures and processes of government, such as the functions of the executive, legislative and the judiciary. In Nigeria there is a three- tier structure made up of the federal, state and the local governments. The federal and state government has three arms, which are the legislative, the executive and the judiciary. At the Federal level, the legislature is known as the National Assembly. At the state level, the legislature may be referred to as the House of Assembly.

The legislature is the law-making body. It is also responsible for approving the budget of Government. The Executive applies the law (or the series of Decrees under Military Rule) which is enforced by the Judiciary. The advent of Military Regimes in Nigeria started on 15th January, 1966, when the armed forces assumed the reins of Government in the Republic for the first time. Since then there have been a few other military administrations.

One common feature of this form of Government is that the Executive and the Legislature are fused into one. Currently, the Head of Government is designated as the Head of State, Commander-in-Chief of the Armed Forces. You have also been informed that the civil service supports all governments whether military or civilian.

6.0   TUTOR-MARKED ASSIGNMENT

1. Explain in detail the machinery of government in Nigeria.

2. Compare the functions of the principal organs of government in a civilian regime and that of the military.

7.0   REFERENCES/ FURTHER READINGS

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UNIT 2 HISTORY OF PUBLIC SERVICES

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1.0 INTRODUCTION

Since the time immemorial, human beings have existed in groups and have subsequently managed their affairs through one form of leadership or another. Peaceful coexistence usually requires an acceptable mode of common resource sharing and protection of lives and property. Resources, whether rightfully or wrongly acquired, need to be managed. This need led to the emergence of machinery to be responsible for ensuring the management of common resources as well as the protection of lives and properties.

This unit gives you a brief history of the origin of public services in Britain, the United States of America and Nigeria. Being your home country, an extensive history of public service in Nigeria is provided as follows:

2.0 OBJECTIVES

After studying the unit, you should be able to:

(a)   Explain how the British Civil Service started;
(b)   list the characteristics of the United States of America's Civil Service in the 19th century;
(c)   Enumerate the main features of the Nigerian Civil Service from the colonial era to the present civilian administration.

3.0 MAIN CONTENT

3.1 History of Public Service in Britain

You remember that Nigeria was colonized by the British and therefore Britain has a lot of influence on the Nigerian public service structure and functions. This is why, it is logical for

you to know about the history of the British Civil Service. This section comes largely from Wikipedia (2006, retrieved March, 10, 2011). Wikipedia (2006), recounts that offices of states grew in England and later in the United Kingdom, piecemeal. This implies that they grew out of small secretariat of the leaders in those days. These are men who work for the Queens and Kings.

In the 18th century, the British Empire expanded to other colonized countries; hence there was the need for institutions such as Office of Works and the Navy Board. Office of Works is like our Ministry of Works. You should take a look at the map of Great Britain and you would see it is largely surrounded by water. The major means of transportation at that time too was by the sea, hence the growth of the Navy Board. Each of these two institutions had its own system and staff appointed by patronage and hiring. By the 19th century, it was clear that this type of arrangements were not working.

A permanent, unified and politically neutral civil service, in which appointments were made on merit, was introduced on the recommendations of the Northcote-Trevelyan Report of 1854.The report also recommended a clear division between staff responsible for routine ("mechanical") work, and those engaged in policy formulation and implementation in an "administrative" class. The report was well-timed, because bureaucratic chaos in the Crimean War promptly caused a clamour for the change. A Civil Service Commission was accordingly set up in 1855 to oversee open recruitment and end patronage, and most of the other Northcote-Trevelyan recommendations were implemented over some years.

The Northcote-Trevelyan model remained essentially stable for a hundred years. This was a tribute to its success in removing corruption, delivering public services (even under the stress of two world wars), and responding effectively to political change.(Wikipedia, 2011).

Lord Fulton's Committee Report

Following the Second World War, however, demands for change again grew. There was a concern that technical and scientific expertise was increasing to a point at which the administrative civil servants with classics or other arts degree could no longer cope.

Lord Fulton's committee's report in 1968 found that administrators were not professional enough, and in particular, lacked management skills; that the position of technical and scientific experts needed to be rationalized and enhanced; and that the service was indeed too remote from the people. His 158 recommendations included:

(1)   the introduction of a unified grading system for all categories of staff, a Civil Service College and a central policy planning unit;
(2)   that the control of the service should be taken from the Treasury, and given to a new Department; and
(3)   the "fast stream" recruitment process for accessing the upper echelons should be made more flexible, to encourage candidates from less privileged backgrounds.

The new Department was set up by the Prime Minister Harold Wilson's Labour Government in 1968 and named the Civil Service Department, known as CSD. But whether through lack of political will, or through passive resistance, Fulton's recommendations failed. The Civil

Service College equipped generalists with additional skills, but did not turn them into qualified professionals. Recruits to the fast stream were self-selected, with the universities of Oxford and Cambridge still producing a large majority of successful candidates. The younger mandarins/high ranking/powerful officers found excuses to avoid managerial jobs in favour of the more prestigious policy postings. The generalists remained on top, and the specialists were the implementers of the government policies.

From 1979 when Margaret Thatcher took office as the Prime Minister of Britain, the British Civil Service had undergone many reforms. Among these were:

(1)   The abolition of the Civil Service Department in 1981 (Sampson, 1982);
(2)   The introduction of a comprehensive system of corporate and business planning;
(3)   The launching of an Efficiency and Effectiveness in the civil service known as the Next Steps Initiative;
(4)   The introduction of Performance Related Pay which was introduced in 1984;
(5)   The Citizens Charter was introduced in 1992. The citizen's charter is like the Nigerian SERVICOM. Each Ministry is to state clearly in a document, its goals, how it will be serving the public and the requirements to access such services. (Samson,1982).

3.2 History of Public Service in the United States of America

In the United States of America (USA), the civil service was established in 1872. The Federal Civil Service is defined as "all appointive positions in the executive, judicial, and legislative branches of the Government of the United States, except positions in the uniformed services" In the early 19th century, government jobs were held at the pleasure of the president – a person could be fired at any time. The spoils system meant that jobs were used to support the political parties(Zarka, 2007).

During the nineteenth century, civil service was based on the Spoils System. The Spoils System (patronage) is the policy of giving government jobs to political party workers who have supported a victorious candidate. The practice began during the Thomas Jefferson's presidency. At the height of patronage, every administration was marked by massive removals of officials working for the administration. As a matter of fact, political sympathy and partisan activity were now required as a condition of appointment. Eventually, the Spoils system was associated with corruption and a reform came about. A Rhode Island representative by the name of Thomas Jenckes introduced reform legislation to Congress in 1865, but it was not approved. Demands for reform increased after the political scandals of the Grant administration(Zarka, 2007)..

In 1871, George Curtis organized the Civil Service Reform League. That eventually led to more people recognizing the need for reform, and then came the Pendleton Act. The Pendleton Act of 1883 was the first comprehensive national reform program. The Act established the United States Civil Service Commission. This Act classified that government jobs were now being applied for and given to those whose abilities fit the best position.

This Act classified certain jobs, removed them from the patronage ranks, and once again established the Civil Service Commission to administer a system based on merit rather than political connections. (Zarka, 2007).The Senate also allowed the applicants to enter a federal position above the lowest level.

By 1909, almost $\frac{2}{3}$ of the U.S.A. federal work force was appointed based on merit, that is, qualifications measured by tests. Political appointees fill certain senior civil service positions, including some heads of diplomatic missions and executive agencies. Under the Hatch Act of 1939, civil servants are not allowed to engage in political activities while performing their duties.

The U.S. civil service includes the Competitive service and the Excepted service. The majority of civil service appointments in the U.S. are made under the Competitive Service, but certain categories in the Diplomatic Service, the FBI, and other National Security positions are made under the Excepted Service. U.S. state and local government entities often have competitive civil service systems that are modeled on the national system, in varying degrees.

The Pendleton Act (Civil Service Act) also accelerated politics and administration. President Jimmy Carter abolished the Civil Service Commission and divided its functions among the Merit Systems Protection Board, the Office of the Special Counsel, and the Office of Personnel Management. The Office of Personnel Management is responsible for administering a nationwide merit system for federal employment, recruitment, examinations and training.(Zarka 2007).

As of January 2007, the Federal Government, excluding the Postal Service, employed about 1.8 million civilian workers. The Federal Government is the Nation's single largest employer. Although most federal agencies are based in the Washington D.C. regions, only about 16% (or about 288,000) of the federal government workforce is employed in this region.

Self Assessment Exercise

1. State the contributions of Northiote- Trevelyan model to the British civil service.

2. Explain the different between competitive service and expected service in the USA.

3.3.   History of Public Service in Nigeria
This section is discussed under the following subsections: Nigerian civil service under the British rule, the Nigerian civil service in the first republic, Nigerian civil service under the military and the Nigerian civil service of the 4th republic.

3.3.1   Nigerian Civil Service under the British Rule

You have learnt of the history of civil service in Britain and the United States of America. These countries may be far away for you. Hence, it is good to know about our own country, Nigeria. Kirk-Greene (1968), explains that the evolution of the public service in Nigeria is in five stages. These are:

(1)   The Law and Order Stage of 1890s – 1910 – Balogun (1983) reports that the British government on New Year's Day in 1900 assumed the responsibility for the administration of Nigeria. The major role of the British Administration was the maintenance of law and order.

(2)   The Consolidation Stage of 1910 – 1925 – This period was the beginning of a legal – rational order and a modern bureaucratic system (Balogun, 1983). This was the period of allegiance of traditional rulers to British Crown.

(3)   The Economic Development Stage of 1925 – 1945 – During this period, the colonial bureaucrats constructed roads, bridges and railway networks. Other developments include construction of dispensaries and provision of pipe borne water.

(4)   The Political Development Stage of 1945 – 1952, and

(5)   The Transition to Independence and Stage of rapid Nigerianization from 1952 – 1961. The last two stages witnessed the end of the Second World War which opened the eyes of Nigerians to the values of political independence. There were demands for the Nigerianization of the public service and independence for Nigeria. These demands were met. In October 1, 1960, Nigeria became independent and became a Republic in 1963. A republic is a political system or form of government in which people elect representatives to exercise power for them (Post, 1964).

3.3.2   Nigerian Civil Service in the First Republic

At independence, the federal government was under the Prime Minister and the Governor General was appointed by the Queen. At that time, there were still British officials as permanent secretaries and professional heads of departments with a few Nigerians. In 1963, the Nigerian constitution was changed and Nigeria became a republic; the president was no longer appointed from abroad. He was chosen in Nigeria but didn't have executive powers which then resided with the Prime Minister and ministers. In the North, a lot of expatriates were retained as permanent secretaries and professional heads of departments for five, up to seven years on contract basis.

The civil service was allowed to function in its traditional British form and almost throughout the period of nine years that Generals Aguiyi Ironsi and Yakubu Gowon ruled Nigeria as military heads of state, the system was allowed to work. Every civil servant was employed by the Civil Service Commission or the Public Service Commission as it used to be called. At that time, workers were vetted, recruited, appointed, graded, disciplined by the Commission. Minister could neither appoint nor remove civil servants and could not directly discipline them. Things started to change after the coup that overthrew Gowon in 1975, when many were summarily dismissed without the benefit of defending themselves.

The Public Service Commission was the buffer that separated the civil service from the political leadership and it also shielded the service from undue meddling from politicians. It was a big factor; as it had people who were respected in the society. As such the civil servants were outstanding, they did their work, they told the truth and if you wanted them to

do what was not right, they will tell you that this is wrong. In the first republic, the politicians and civil servants worked towards the same objective but the method and approach may be different. However, the minister had the right to decide against the recommendations of the permanent secretary notwithstanding all evidence. The first republic commenced on October 1, 1960 and ended on 14th January, 1966.

3.3.3 Nigerian Civil Service under the Military

If you are old enough, you would know that from 1960 to the end of 1990, the military ruled Nigeria for 21 years. Altogether, there were five coups de'tat involving change of government. according to the U.S. Library of Congress (2011), these were in January 15, 1966; July 29, 1966; July 29, 1975; December 31, 1983; and August 27, 1985. There was an unsuccessful coup in February 1976 and another unsuccessful one in April 1990. The military intervention was attributed to the mismanagement of the Nigerian economy. The civil service played a prominent role in Nigerian economic development under the military.

Until the 1988 reforms, the civil service was organized strictly according to British traditions. It was apolitical, civil servants were expected to serve every government in a non-partisan way. The norms of impersonality and hierarchical authority were well entrenched (U.S. Library of Congress, 2011).

By 1990, the civil service had been politicized to the extent that most top officials openly support the government of the day. The introduction of the Federal Character Clause into recruitment and promotion eroded the culture of meritocracy from the civil service.

3.3.4 Nigerian Civil Service in the Fourth Republic

Just to take you back to the memory lane, December 5, 1998, January 9, 1999, February 20 and February 27, 1999 respectively, the then National Electoral Commission (NEC) successfully held elections in Nigeria. This led to the swearing in of former President Olusegun Obasanjo, as the new Civilian President on May 29, 1999. Since then, Nigeria has not had any military intervention in politics. This is the fourth republic.

Since 1999, the Executive arm of government had been run by:

(a)   Former President Olusegun Obasanjo   May 29, 1999 – May 29, 2007

(b)   Umaru Yar'Adua   29 May, 2007 – 5 May, 2010

(c)   Goodluck Ebele Jonathan   6 May, 2010 –   May 2016

The 1999 Constitution Chapter VI, Section D, Para. 169 (Federal Government of Nigeria 1999) states that there shall be a Public Service of the Federation. The Principal Officers of the Public Service are:

(1)   Secretary to the Government of the Federation
(2)   Head of the Civil Service of the Federation
(3)   Ambassador, High Commissioner or Other Principal Representative of Nigeria aboard

(4)   Permanent Secretary in any Ministry or Head of Extra-Ministerial Department; and

(5)   Any Officer on the Personal Staff of the President.

The Constitution, specifically, states that an appointment to the Office of the Head of Civil Service of the Federation shall be made except from among Permanent Secretaries or equivalent rank in the Civil Service of the Federation or of a State.

An underlying principle is in paragraph 171 of the 1999 Constitution which states that in exercising his powers of appointment, the President shall have regard to the federal character of Nigeria and the need to promote national unity.

4   CONCLUSION

The Civil service is aimed at implementing government rules and regulation. In all the civil services discussed, appointment by merit is advocated as the best way to get the needed human resources into the system. While the basic structure of minister, permanent, secretary and other civil servants remains constant, reforms are periodically undertaken to keep the structure, systems procedures commensurate with current needs

5   SUMMARY

The unit discussed the history of public service in Britain, United state of America and Nigeria. The Britain civil service was based on the Northcote- Trevelyan report of 1854, with modifications thereafter. The lord Fulton's committee's reports build on the Northcote-Trevelyan report. In the U.S.A, the spoils system dominated the civil service until 1883 when the Pendleton Act came on board. Since then the merit system prevailed. In Nigeria, there was the progression of the civil service from the law and order stage in the 1890s-1910 to rapid Nigerianization stage from 1952- 1961. There were five military coups. Since 1999, Nigeria has not had any military intervention in politics.

6   TUTOR-MARKED ASSIGNMENT

1.   Explain the 5 stages of evolution of public service in Nigeria.

2.   List three recommendations of the Lord Fulton's committee report.

3.   Explain the role of the spoils system in the U.S.A civil service.

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MODULE 1

UNIT 3   FUNCTIONS OF CIVIL SERVICE

TABLE OF CONTENTS

1.0 INTRODUCTION

The civil service is the organ of government that is responsible for the implementation of government policies. You should realize that this is an enormous task and would have many sub-functions. Even though the civil service is primarily to implement government policies, it also provides policy inputs in form of data and information. The civil service is the link between one government and the other. It is the custodian of all records of government activities. The policy implantation function of the civil service requires a skilled and well-motivated workforce. Various reforms have aimed at ensuring a professional and well-motivated civil service. \this unit

This unit examines the functions of the Nigerian civil service, as well as the civil services of Britain and the United States of America.

2.0 OBJECTIVES

After studying this unit, you should be able to:

(a)   Enumerate the functions of the Nigerian Civil Service;
(b)   Compare the functions of the Nigerian Civil Service with that of Britain;
(c)   Explain the functions of the United States of America's Civil Service.

3. MAIN CONTENT

3.1 History of the Nigerian Civil Service

The Nigerian Civil Service consists of employees in Nigerian government agencies other than the military. Most employees are career civil servants in the Nigerian ministries, progressing through the ranks on the basis of qualifications and seniority. The Nigerian Civil Service has its origins in organizations established by the British during the colonial times. Nigeria gained full independence in October 1960 under a constitution that provided for a parliamentary government and a substantial measure of self-government for the country's three regions which where the Eastern, western and Northern region. Since then, various panels have studied and made recommendations for reforming of the Civil Service, including the Morgan Commission of 1963, the Adebo Commission of 1971 and the Udoji Commission of 1972 – 74. A major change occurred with the adoption in 1979 of a constitution modeled on that of the United States. The Dotun Philips Panel of 1985 attempted to reform the Civil Service. The later report of the Ayida Panel made recommendations to reverse some of the past innovations of the Dotun Phillips panel in order to have a more efficient civil service (Office of Head of Service of the Federation, 2009). The Civil Service has been undergoing gradual and systematic reforms and restructuring since May 29, 1999 when the military handed over to the civilian government of President Olusegun Obasanjo, after decades of military rule.

In August 2009, the Head of the Civil, Stephen Osagiede Oronsaye, proposed reforms where permanent secretaries and directors would spend a maximum of eight years on the post. The reform, approved by President Umaru Yar'Adua would result in massive retirement of Permanent Secretaries and Directors within a short time. Stephen Oronsaye has said that his goal is for the Nigerian civil service to be among the best organized and managed in the world (Adeniyi, 2009)

3.2 Organization of the Nigerian Civil Service

The federal civil service, from which the state civil services take cue, is mainly organized around the federal ministries, headed by a minister appointed by the President. The president's cabinet must include at least one member of each of the 36 states in his cabinet. The Senate of Nigeria confirms the President's appointments. In some cases, a Federal minister is responsible for more than one ministry (e.g. Environment and Housing may be combined), and a minister may be assisted by one or more ministers of State (Commonwealth of Nations, 2009). Each ministry also has a Permanent Secretary, who is a senior civil serant.

The ministries are responsible for various parastatals (government-owned corporations). The Ministry of Education has the Universities as its parastatals. The National Broadcasting Commission is under the Ministry of Information. Other Parastatals are the responsibility of the Office of the President (The Presidency), such as the Independent National Electoral Commission, the Economic and Financial Crimes Commission and the Federal Civil Service Commission.

The service has six additional units, which provide services to all departments on the Civil Service (Office of Head of Service of the Federation, 2009). They are:

- Establishment and Records Office (E&RO)

- Career Management Office (CMO)
- Manpower Development Office (MDO)
- Management Services Office (MSO)
- Common Services Office (CSO)
- Bureau of Public Service Reforms (BPSR)

Self Assessment Exercise

1. Briefly trace the history of civil service in Nigeria.

2. How is the civil service organized in Nigeria?

3.3 Functions of the Nigerian Civil Service

Ezeani (2006) discusses five functions of the Nigerian Civil Service, which are explained in this unit to enhance your knowledge. The functions are:

(1)   Policy implementation
(2)   Provision of inputs for policy formulation
(3)   Investigative and regulatory functions
(4)   Ensuring continuity of public administration
(5)   Informative function

(1)   Policy Implementation
The major function of any civil service including that of Nigeria is to implement the policies of any government in power, whether military or civilian. Irrespective of their political leanings, civil servants are expected to serve the government of the day. The success of any government in power is a function of the expertise, skills and knowledge of the civil servants. As you are aware, good government policies can be poorly implemented. Ezeani (2006), reinforces this when he notes that the function of the civil service is to close the gap between the expression of government intention as represented by their vision, national plans or agenda and their actual accomplishment.

(2)   Provision of Inputs for Policy Formulation

Nigerian civil servants provide inputs for decision making by the political class. Through memoranda to their ministers and permanent secretaries, they provide information, data and informed opinions to the political class. The preparation of the nation's plans which have been called many names such as Vision 2020, Agenda (7-point Agenda), National Economic Empowerment and Development Strategies (NEEDS) had a lot of inputs from civil servants and government consultants.

(3)   Investigative and Regulatory

Ezeani (2006), discusses the investigative and regulatory function of the Nigerian civil service. According to him, there are many organs of government that are responsible for investigating unacceptable behaviour and also for suggesting appropriate regulations to

government. Such organs are: the National Drug and Enforcement Agencies, Economic and Financial Crimes Commission, Internal Revenue Board, and Independent Corrupt Practices and Miscellaneous Offences Commission.

(4)   Continuity of Public Administration

As you have read in the definition of civil service, it never dies. It is a continuous organ irrespective of changes in government. Civil servants may retire or disengage their services, but there are others who have been groomed to take over from them. Ezeani (2006), notes that the civil service is a store of knowledge of past government decisions and procedures. They therefore play an educative role by assisting the political class to realize their roles in governance.

(5)   Information Dissemination

This function, as you can perceive, is very close to the continuity function. The difference is that the focus here is on the gathering of data and information which provide a databank for national and non-nationals. The civil service, through the Ministry of Information, is responsible for informing the public about the decisions of government as well as the achievements, activities and major events.

3.4 Functions of the British Civil Service

Now that you know the functions of the Nigerian civil service, you need to broaden your knowledge of other countries' civil services. This section is on the British Civil Service. You will discover that the civil service has many different names. In Britain, it is called Her Majesty's Home Civil Service or Home Civil Service. The government of the United Kingdom of which Britain is a part, is composed of a Cabinet of Ministers chosen by the Prime Minister. United Kingdom also includes Wales and Scotland (Wikipedia, 2006).

The British Civil Service implements executive decisions in the United Kingdom. A major difference you should know is that the civil servants in Britain are the employees of the Crown and not Parliament. However, senior civil servants may be called to account to Parliament. Secondly, in Britain, the civil service does not include government ministers (who are politically appointed), but unlike Nigeria, the civil service does not include members of the British Armed Forces, Police Officers, Local Government Officers, members of the National Health Service or Staff of the Royal Household (UK Government, 2007).

There are also two other administratively separate civil services in the United Kingdom. One is for Northern Ireland (the Northern Ireland Civil Service); the other is the Foreign Service or Her Majesty's Diplomatic Service (UK Government, 2011). These organs perform the same five functions performed by the Nigerian Civil Service, which were earlier discussed in this unit.

3.5 Functions of the United States of America's Civil Service

Now that you know about the British Civil Service, it is good that you know about how the civil service in the United States of America operate. According to McDowell and Beliles (2008), the preamble to the US Constitution lists the five functions of government. These are:

1.　　To establish justice
2.　　To insure domestic tranquility
3.　　To provide for common defense
4.　　To promote the general welfare of American people
5.　　To secure the blessings of liberty.

Just like in Nigeria, the Government is made up of the Executive, Legislature and the Judiciary. The Civil Service is under the Executive branch. The Ministries in the United States Civil Service are referred to as Federal Executive Departments (Pierce et. al., 2009).

The US Congress can also designate certain agencies explicitly as "independent agencies" (Wikipedia, 2011). These are independent of presidential control, because the president's power to dismiss the agency head or a member is limited. The Board members serve for terms longer than the usual four-year Presidential term. Examples are:

- The Commodity Futures Trading Commission
- The Federal Election Commission (FCE)
- The Federal Communications Commission (FCC)
- The Federal Maritime Commission (FMC)
- The National Transportation Safety Board (NTSB)

The executive branch of the US government consists of the president, vice president and 15 cabinet-level executive departments. Just like in Nigeria, the USA civil service is responsible for the execution of policies of government.

3.6 Differences between public service and civil service manager

There are many differences between private sector management environment and that of the public sector. This claim does not negate the fact that all managers irrespective of sector and country perform the management functions of planning, organizing, directing and controlling. Public sector managers perform their functions on behalf of the public while private sector managers perform their functions on behalf of one organization or at most an association. Mares(2013), came up with 25 differences between the public and private sector managers. Mares, who worked in the chemical and manufacturing industries, and was the fossil energy chief in the Reagan administration's Department of Energy,

 Mares(2013), 25　differences between private and public sector managers are reproduced here for your information and critical assessment.

1. The size, monetary value, and complexity of many government programs exceed that in the private sector.

2. The government has fewer measures of progress or success than the private sector. The private sector has profit as a clear-cut measure.

3. Most individuals join private sector organizations with the expectation and hope that they will have an opportunity either to earn significant amounts of money or to be trained such that the opportunity to earn significant amounts of money could occur in a later job. The individuals who join governments do so knowing that high compensation rates are not possible; they join for other reasons such as providing for others and/or having more power/responsibility than in the private sector.

4. The civil service and compensation rules of the government make it more difficult to encourage outstanding performance and discourage poor performance.

5. There is very little personal gain in the government for taking risks on policy or programs and being successful in achieving the goals more effectively. This is due to mass promotion and other rules relating to advancement of public servant. There is also potential for substantial criticism and other personal loss if any innovative attempt fails.

6. The private sector has market-driven competition, whereas the manager in the public service has to focus on effectiveness and government legislations.

7. Private sector managers worry about creating added value, i.e. a product or service that can be sold competitively to the public. This requires the ability and skill to change, evolve, adapt and improve constantly. Government is frequently quite different. Managers in the government often know what needs to be done and desire to do it but are facing restrictions of laws, regulations, policies, often made years earlier for other circumstances, that prevent prompt action.

8. Authority and responsibility in the government are oftentimes not commnesurate while authority and responsibility in the private sector are more clearly balanced. Responsibility in the government can be enormous while authority is frequently quite limited.

9. Authority in government may be ambiguous and unclear in some circumstances. In other cases it is very clear and tightly restricted through laws, regulations, policies and directives that leave little, if any room for individual initiative.

10. In government, goals and objectives have been fuzzy and unclear. Goals in the government are often divergent which may lead to confusion.

11. The senior/political leadership in Ministries, Departments and Agencies get changed more frequently and to a larger extent than occurs in the private sector. The only similar private sector situation is a hostile takeover.

12. The average years of experience either on the substantive matters for which they are responsible or in management generally for political leadership is much, much less than their counterparts in the private sector.

13. The main goal of most political appointees is to promote the policies of the Administration and/or change the policies of the previous Administration. While leadership changes occur in the private sector, drastic changes in the policies of past administration are not common.

14. The various forms of control on a government agency are many versus the few on the private sector.

15. The Appropriations, Authorizing and Government Oversight committees are very powerful and can directly or through their members direct government agency actions. The Executive Branch disregards such staff at its peril. No similar institution affects the private sector.

16. The norm in the Executive Branch of government is for Secretaries to have multiple Special Assistants with even Assistant Secretaries having from one to three.. In the private sector special assistant positions are rare.

17. The oversight of an Executive Branch agency is much greater than that of an organization in the private sector. That oversight is by both governmental and non-governmental entities.

18. Too many agencies are responsible for Governmental Oversight in the public sector unlike the private sector which deals with only few monitoring government.

19. There is also more extensive non government oversight in the public sector than that of the private sector. The national press, general media, and trade press cover the Executive Branch extensively. There are multiple "think tanks" concerning almost every aspect of the Executive Branch, which write reports criticizing Executive Branch actions. The affected private or public sector stakeholders will provide information and leads to the press and the Congress. These stakeholders are frequently organized through trade associations or non-governmental organizations, which know how to influence government action. Unless the private sector is a monopoly, this is not common.

20. "Whistle blowers" receive more encouragement and protection in the government than the private sector and are thus more active. They provide insights and information to the National assembly, the media, and/or the affected stakeholders because of policy differences with the Administration, anger with their employer, or for other reasons. The private sector does not have highly publicized whistle blowers.

21. The government is much slower in action than the private sector; there is little sense of urgency or time; the analogy of the time and distance involved with turning an oil tanker is apt.

22. Career, and political staff in the Executive Branch have the ability to slow down and/or derail actions of the Secretary or President by very slow compliance or "apparent" compliance with decisions and/or orders.. Such lack of support of the organization's leader and/or loyalty to the organization would rarely occur in the private sector.

23. Since political appointees know that their job tenure is very finite, they frequently spend a disproportionate amount of time considering or working towards their next private sector activity. This distraction, with its implications for the performance of the individual and those organizationally above or below the individual, does not occur in the private sector.

24. In government, issues are rarely "permanently" decided with little chance of modification or reversal. Private sector managers do not face this difficulty.

25. Private sector managers have to manage negative policy implications of outgoing Assembly members, Ministers and Chief Executives of paratatals. This does not happen in the case of the private sector manager.

4.0 CONCLUSION

The unit discussed the functions of the Nigerian civil service and compared this with those of the British and the United States of American (USA) Civil Services. You can see that there are similarities and dissimilarities in the functions of the three civil services discussed. However, in respective of the country, the civil service remains the government policy implementation organ. The private sector depends on the government just as the government needs the private sector for national growth and development.

5.0 SUMMARY

The Nigerian Civil Service has its origins in organizations established by the British in colonial times. Nigeria gained full independence in October 1960 under a constitution that provided for a parliamentary government and a substantial measure of self-government for the country's three regions. Nigerian Civil Service consists of employees in Nigerian government agencies other than the military. The civil service is mainly organized around the federal ministries, headed by a minister appointed by the President.

The British Civil Service implements executive decisions in the United Kingdom. A major difference you should know is that the civil servants in Britain are the employees of the Crown and not Parliament. However, senior civil servants may be called to account to Parliament. There are differences between public sector manager and private sector manager.

USA civil service performs five functions of government which are:

1. To establish justice
2. To insure domestic tranquility
3. To provide for common defense
4. To promote the general welfare of American people
5. To secure the blessings of liberty.

Just like in Nigeria, USA Government is made up of the Executive, Legislature and the Judiciary. The Civil Service is under the Executive branch. The Ministries in the United States Civil Service are referred to as Federal Executive Departments (Pierce et. al., 2009).

6.0. TUTOR-MARKED ASSIGNMENT

1. List and briefly explain the functions of civil service in Nigeria.

2. What are the similarities between the Nigerian, British and American civil services?

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MODULE 1

UNIT 4   OVERVIEW OF NIGERIAN PUBLIC SERVICE REFORMS

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1.0 INTRODUCTION

From time to time, the Executive arm of government introduces reforms to meet the changing public service environment and to solve emerging or anticipated problems from the day to day running of national affairs. You would recall that many Commissions were set up to review aspects of the civil service. Some were set up to review salaries and wages, while others were set up to review the administrative machinery processes, structure and functions of the various arms of government. This unit will take you through the salient features of these reforms.

2.0 OBJECTIVES

After studying this unit, you should be able to:

(a)   define reforms;
(b)   explain the problems to be solved by the reforms;
(c)   identify the major recommendations of each of the reforms;
(d)   appraise the effectiveness of the current reforms.

3.0. MAIN CONTENT

3.1 Concept of Public Service Reforms

Reforms mean beneficial change, more specifically, to repair, restore or to correct. It can also be seen as a campaign to correct abuses or malpractices in the system; (Taylor 2011) sees it as the amendment, or altering for the better, of some faulty state of things, especially of a corrupt or oppressive political institution or practice; the removal of some abuse or wrong.

In this case, reforms are new ideas, and recommendations that can lead to improved results-oriented public service; that can deliver needed public services to the citizens. In the Nigerian public service, reforms have been carried out as far back as 1946. The next section will take you through the highlights of the various reforms carried out to date.

3.2.   Pre-Independence Reforms

The last section gave you an idea of the meaning of reforms. This section will discuss the main features of reforms of the public service that were undertaken before October 1, 1960 when Nigeria became independent. Reforms are usually named after the surname of the Chairman of the Panel or Commission. The reforms to be discussed are:

- (1)   Sir Walter Harragin Reforms of 1946
- (2)   Sir H.M. Foot Reforms of 1948
- (3)   Gorsuch, L.H. Reforms of 1954 – 1955
- (4)   Newns, A.F.F.P. Reforms of 1959
- (5)   Justice I.N. Mbanefo Reforms of 1959.

3.2.1   Sir WalterHarragin Reforms of 1946

These reforms were to review the salary and administrative structure of established staff at that time. The Harragin Commission as reported by Maduabunn, 2006, was to review and make recommendations on:

(1)   General standards of remuneration and super annuation payments;
(2)   Machinery for adjusting remuneration to variations in the cost of living;
(1)   Recommend suitable machinery, for regulating the selection and promotion of candidates;
(2)   Suitable arrangements for consultation between the government and staff representatives.

    The Commission recommended the following among others:

(3)   Award of substantial increase in salaries by way of Cost-of-Living Allowances;
(4)   Creation of higher entry point of salaries for African Technical Staff;
(5)   Creation of a two-service structure known as "Senior Service" and "Junior Service";
(6)   Introduction of civil service examinations in the junior service and emphasis on non-monetary benefits.

3.2.2   Sir H.M. Foot Reforms of 1948

These reforms were on the recruitment and training of Nigerians for appointments to senior posts in the civil service. Because of this, it is often referred to as the Nigerianisation Commission (Maduabum, 2006). Some of the recommendations were:

(1)   No non-Nigerian should be appointed to any Government post except where there are no suitable and qualified Nigerians;

(2)   Departmental Selection Board should be appointed to make recommendations for promotions to the senior service; and for selection of junior officers for training;

(3)   The system of study leave should be opened to junior staff.

3.2.3   Gorsuch L.H. Reforms of 1954 – 1955

The Gorsuch Commission was set up to inquire into the structure, remuneration of the public service and examine the problems of the future Federal and Regional governments. The Commission recommended that the Public Service Commission was to be solely responsible for the appointments, promotion and discipline of public officers. In terms of structure, the Commission recommended five grades of administrative officers and five grades of professional officers as shown in Table 4.1 as follows (Maduabum, 2006):

Table 4.1: Five Grades of the Gorsuch Reforms

S/N	Administrative	Professional/Technical
1.	Sub-Clerical	Minor Technical
	Clerical	Technical
	Executive	Higher Technical
	Administrative	Professional
	Superscale	Superscale

Source: Maduabunn (2006: 43).

3.2.4   Newns A.F.F.P. Reforms of 1959

This Commission was set up to work out modalities for the integration of Ministries and Departments, to define the roles and functions of Permanent Secretaries and evolve administrative machinery for the operations of the Ministries. The Commission recommended the merger of the professional and administrative divisions. The Commission also gave the Permanent Secretary the power of general supervision of the Ministry and to act as the link between the Minister and the Heads of Departments.

3.2.5   Justice I.N. Mbanefo Reforms of 1959

The Mbanefo Commission was set up to look into the public sservicewages and salaries.The Mbanefo Commisssion had as its terms of reference, the examination of wages and salaries in the Northern, Eastern and Federal Public services(Balogun 1983).

Self Assessment Exercise 2

1. Define in your own words the term "reform"

2. List five major reforms from 1946 to 1959. What were their objectives?

3.3 Post-Independence Reforms (1963 – 2011)
Under these reforms are:

(1) Morgan Commission
(2) Elwood Team
(3) Adebo Commission
(4) Udoji Commission
(5) Falae Report
(6) Dotun Phillips Report
(7) Koshoni Report
(8) Ayida Report
(9) Obasanjo Reforms

3.3.1 Morgan Commission (1963 – 1964)
This Commission was set up to review the wages, salaries and conditions of service of junior employees in both public and private sectors. The Commission recommended Daily Wage System, Payment for all on public holidays and national minimum wage.

3.3.2 Elwood Team (1966)
This grading team was to inquire into any anomalies in the gradings and other conditions relating to all posts in the public service.

3.3.3 Adebo Commission (1970 – 1971)
The Adebo Commission was set up in 1970 to review the existing wages and salaries at all levels in the public service; examine areas in which rationalization and harmonization of wages and salaries are desirable.

The major recommendations include:

(1) The setting up of a Public Service Review Commission to review the structure, and grading structure of the service;
(2) More attention should be paid to performance of staff and less on seniority;
(3) Public enterprises should have complete autonomy to operate.

3.3.4 Udoji Commission (1972 – 1974)
This is the Public Service Review Commission recommended by the Adebo Commission. The Commission was to look into the organization, structure and management of the public

service. It was also required to re-grade all posts in the public services and establish scales of salaries corresponding to such grades. The Udoji Commission recommended among others:

(1)   A new style of public service management through the utilization of Management by Objectives (MBO), Programme Planning Budgetary System (PPBS) and Project Management techniques;
(2)   A new unified grading and salary structure for the service;
(3)   Open reporting performance appraisal system.

3.3.5   Falae Committee Report (1976)
The Falae Committee was set up to re-appraise the civil service due to the prevailing poor attitude to work at that time. The Committee was also to determine the fall in standards of performance of public servants and make appropriate recommendations. The Committee recommended the need to focus training on all staff irrespective of status and roles. It also recommended the need to decentralize training to the level of each Ministry.

3.3.6   Dotun Phillips Study Team (1985)
This study team was set up to examine the adequacy of the structure, composition and methods of operation of the civil service to cope with the current demands on government. The team was also to determine the extent of overstaffing at all levels, among others

The team recommended the following, among others:

(1)   The designation of the Minister as the Chief Executive and Accounting Officer;
(2)   Full Politicization of the post of the Permanent Secretary;
(3)   Professionalization of the Civil Service such that an officer makes a career in a Ministry of Choice;
(4)   Decentralization of powers of appointment, promotion and discipline, otherwise carried out by the Federal Civil Service Commission.

These recommendations were examined by a Task Force headed by Vice Admiral Patrick Koshoni. The 1988 Decree 43 was promulgated on the Dotun Philips Team's recommendations.

3.3.7   Ayida Panel Report (1994)
The Panel was to re-examine the provisions of Decree 43 and make recommendations to take care of the criticisms. The Panel submitted an interim report in 1995, which reversed some of the recommendations of Dotun Phillips Team. Some of these are:

(1)   The Permanent Secretary was to be the accounting officer and not the Minister;
(2)   Office of the Head of Civil Service should be restored;
(3)   Decree 43 of 1988 should be abrogated.

3.3.8   Obasanjo Reforms
When former President Olusegun Obasanjo took over the reigns of government in 1999, there were many problems and challenges in the public service. Among these are: over-bloated service, corruption, inadequate human and institutional capacities, aging population (Adegoroye, 2006). To arrest these problems, the following reforms were carried out by

Obasanjo with the aim of improving service delivery and promoting good governance (Adegoroye, 2006).

The areas of Nigeria's Public Service Reforms are in the following four key areas, all targeted at improving service delivery and promoting good governance:

(i)   **Budget and Financial Management**
        - Procurement system review
-       Institutionalization of fiscal responsibility
(ii) **Accounting Issues**
        - Installation of due process, transparency and accountability in government transactions;
        - Establishment of service charters.
        - Setting up of Economic and Financial Crimes Commission (EFCC) and the Independent Corrupt Practices and Miscellaneous Offences Commission;
        - Institutionalization of compliance enforcement.
(iii) **Human Resources Management**
        - Personnel records and payroll cleaning
        - Staff cadre reviews
        - Remodeling of recruitment and promotion procedures, including injection of competent professionals, young and bright people as well as experts with rare skills into the Service
        - Installation of a new Performance Management Scheme
        - Transformation of the present Administration Departments into professionally manned Human Resources Management Departments with competencies for strategic functions such as Manpower Planning, Career and Succession Manning, Training and Development, etc.
        - Undertaking Pay Reform as one of the strategies of attracting and retaining talents n the Service
        - Massive Capacity Development and Training
-       Organizational culture change.
(iv) **Operations and Systems**
        - Organizational restructuring and right-sizing
        - Work process re-design
        - Information technology applications.

Self Assessment Exercise 3

What are the highlights of the Obasanjo reforms?

4.0. CONCLUSION
The public service environment is always changing. The effects of globalization and Information Communications Technology, manifest in new ways of carrying out the functions of government. This situation implies that reforms of government systems, structures and processes will be with us for a long time. Whatever the recommendations of any commission or committee, it is important that government should know when they have achieved their usefulness. It is also important that governments should know when to initiate Reform commissions

5.0. SUMMARY

This section deals with the pre-independence and post independence Reforms in Nigeria.Among the pre-independence Reforms are: Sir Walter Harragin Reform of 1946, Gorsuch. Reforms are from 1963 to 2011. Among them are the Morgan commission reform; the Elwood Team reform; Dotun Phillips Report and Obasanjo reform. Their objectives and recommendations were stated.

6.0. TUTOR-MARKED ASSIGNMENT

1. Pick any three reforms of the Nigerian public service and discuss the objectives and three major recommendations.

2. Compare and contrast the Udoji commission's recommendation and the dotun Phillips study team.

3. Explain the Human resources management Reforms of the Obasanjo regime

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MODULE 1

UNIT 5   MANAGEMENT OF PUBLIC ENTERPRISES

TABLE OF CONTENTS

1.0   INTRODUCTION

Management is the utilization of resources to achieve organizational goals efficiently, economically and effectively. Efficiency has to do with the management of output and inputs in such a way that outputs are greater than the inputs. Economical operations are based on purchasing the right quality for the right price while effectiveness has to do with achieving the results or the reasons for setting up a public enterprise. Unit 1 dealt with why nations need public enterprises. For example, the various government hospitals would be effective if there is decrease in mortality rates, morbidity and poor management of patients, among others. To achieve the public enterprises objectives, a public enterprise requires good organizational structure, control and accountability procedures as well as performance measures. All these are discussed in this unit.

2.0   OBJECTIVES

After studying this unit, you should be able to:

(a)   Draw the organization structure of public enterprises;

(b)   List the sources of finance of public enterprises;

(c)   Explain the control functions of the key actors in the evaluation of public enterprises performance;

(d)   Enumerate performance measures of public enterprises.

3.0   MAIN CONTENT

3.1   History of State Enterprises in Nigeria

Historically, state enterprises in Nigeria, began in 1898 when the British colonial administration undertook the railway transport project from Iddo in Lagos to the hinterland. This was followed by coal mining; electricity generation and ports construction with the development of relevant government organizations. All these organisations were established as administrative organs to facilitate trade and commercial activities in Nigeria. They were managed as government departments. The railway corporation was considered very important, then, so the General Manager was a member of the Legislative Council (Tokunboh, 1990).

In 1949, the structure of seeing public enterprise as government departments came to an end. This was as a result of a labour dispute at the Enugu Coal Mines when, arising from a go-slow strike by the mine workers over wage claims, 21 miners were shot and killed by the police. A Commission under Fitzgerald was set up to carry out an investigation of the incident. A major recommendation of the commission was that government departments such as coal, mines, electricity (ECN) and railways should be transformed into public corporations(Tokunboh, 1990).

Coal Mines   -   Nigeria Colliery Department

Electricity   -   Electricity Corporation of Nigeria (ECN)

Railways   -   Nigerian Railway Corporation

Ports   -   Nigerian Ports Authority

Since the 1950s, the growth of public corporations has been remarkable. By 1983, there were about 300 out of which 136 major ones were owned by the federal government alone. By 1988, there were about 3,000 state-owned enterprises of various forms and sizes.

In Nigeria, both the federal and state governments were using the public enterprises as employers of last resort. Hemming and Ali (1988) noted that state-owned enterprises enabled governments to pursue goals of social equity that the market ordinarily ignored. Many government undertakings were used to provide jobs for constituents, political allies and

friends. The location of public enterprises had been defended on the need to maintain "federal character" and promote national integration.

One factor that accelerated the growth of public enterprises in Nigeria was the indigenization policy of 1972 as enacted by the Nigerian Enterprises Promotion Decree (Federal Government of Nigeria, 1972). The policy gave legal basis for extensive government participation in the ownership and control of the economy. In 1989, the Technical Committee on Privatization and Commercialization remarked that as at 1980, there were 70 non-commercial and 110 commercial federal enterprises and Parastatals, many of which depended on government support to cover their operational losses.

3.2 Forms of Public Enterprises in Nigeria

Public enterprises take various forms. Broadly, these can be categorized into three (Adamolekun, 2002), namely:

(1) The government department;

(2) The statutory corporation;

(3) The state company.

(1) The government department

Originally, this was the form in which public enterprises existed. The formations of the other forms – the statutory and state company are responses to the need to reduce excessive central control by governments. This is also to say in other words that the government department is the form of public enterprise in which the management has the least autonomy. Unlike the other two, there is no partnership with the private sector. They operate with money appropriated under more or less detailed headings (either by items of expenditure or by functions) and issued from a single government fund. The staffs are usually civil servants although fairly stringent staffing and financial rules are applied.

Sometimes, it is possible for a government department to be given a legal personality and made "self accounting" with its own financial and personal rules. In such an instance, it becomes very difficult to see the difference between a government department and a statutory corporation, except that the minister is directly responsible in the case of the former.

(2) The statutory corporations

These are established by Law or Acts of parliament and exist as separate legal entities. Here, the minister has no direct responsibility for the corporation. Such enterprises are set up with Statutes that provide the mandate for their activities.

(3) The state companies

These also have distinct legal personalities. They are usually established to avoid the ministerial/departmental control. They are registered under the normal company law. The

registration and operations of these companies are the same for privately owned companies. The only difference is that the government has majority shares.

3.3 Organization Structure of Public Enterprises

The principal actors in the management of public corporations are the Board, the General Manager/Managing Director/ Director General and the Secretary of the board (Ezeani, 2006).

3.3.1 The Board of Directors

The board of a public enterprise plays a key role in its management. Government from within and outside the government circles appoints the board of directors of a public enterprise. Its primary responsibilities include:

(1) Formulation of policies and priorities within the framework of broad government policies and priorities (Adamolekun, 2004);

(2) Approval of public enterprises budget, monitoring of its performance and protection of its management from encroachments of sectional interests (Adamolekun, 2004). The performance of a public enterprise is, therefore, largely, dependent on the quality of its board.

Adamolekun (2004) identified two types of boards of public enterprises: the policy board and the executive board. The policy board is composed mostly of persons from outside the organisation with the chief executive as the only internal board member. The policy board is more widespread than the executive board. Most public enterprises in Nigeria have policy boards.

The executive board is composed mostly of persons who are heads of major units of the organisation, with the chief executive as the chairman. There are normally few outside members appointed to represent outside interests in the board. The Nigerian Railway Corporation is an example of a public enterprise that has an executive board. The main advantage of the executive board is that the body responsible for policy is not separated from management. Again, the appointment of a few outsiders to the board, apart from ensuring that perspectives from outside the enterprise are considered, also constitutes a form of control.

It is important to state that the size and composition of the boards vary from one country to another as well as from one public enterprise to another. The size usually ranges from a minimum of five to a maximum of about twenty-five members. In general, the size of an enterprise's board depends on its scope and strategic importance within the economy. Worthy of note is lack of consensus on who should be appointed into the board. The tenure of the board membership varies from one country to another, ranging from two to six years, and could be renewed (Adamolekun, 2004).

3.3.2 The General Manager/Managing Director/Director General or equivalent

The General Manager supervises the actual operational functions of the public enterprises. He usually possesses professional knowledge of one or more areas of the corporation's

operations. The General Manager plays a vital role in the success or failure of the public enterprises. As Olisa et. al. (1990) state, "he is the person who comes into direct touch with all the corporation's staff, and he can take a wide range of decisions on his own initiative, in order to ensure that the corporation is functioning smoothly and effectively". Several Heads of Departments who are in charge of various departments, divisions and sections of the public enterprises usually assist the General Manager.

3.3.3 The Secretary of the Board

The Secretary of the board records the board's transactions and decisions. In many public enterprises, the Secretary is a lawyer, who gives legal advice to the organisation whenever necessary. The Secretary, therefore, helps "to clear any doubts or misinterpretations about the boundaries of authority, and function between all categories of officials of the corporation" (Olisa, et. al. (1990:86). In the University, the Registrar serves as the Secretary to the Governing Council, Senate, Congregation, Convocation and other statutory Committees.

3.3.4 Recommendations to Improve the Performance of the Board

The following are the recommendations to improve the performance of the Board:

1. Board members should have a clear idea of their responsibilities and authority, and objectives of the organisation.

2. Board members should be trained in the principles of managing the public enterprises.

3. Size of the Board should be related to the functions of the organisation. However, board of 6 – 9 qualified members of integrity is recommended.

4. Required qualifications of Board members should be spelt out and enforced.

5. Level of remuneration/compensation should be commensurate with the work performed. Performance contract is advocated.

6. Tenure of a Board should be from 3 – 5 years, with possibility of continuity.

7. Use of Board Committees or subsidiary Boards is recommended for faster decision making.

Self Assessment Exercise

1. Describe briefly the origin of public enterprises in Nigeria.

2. Describe three forms of public enterprises in Nigeria.

3. Describe the three top levels in the organization structure of a public enterprise.

3.4 Financing Public Enterprises

Ezeani (2006), explains the financing of public enterprises. He states that there are two main sources of funding public enterprises which are internally generated revenues and externally generated revenues.

3.4.1 Internally Generated Revenue

This is revenue generated internally by public enterprises from trading surpluses, taxes and dividends and earnings from sales of goods and services after payment of employed capital. The amount of revenue derived internally by public enterprises is usually small due to the fact that they are not primarily established to make profit. Furthermore, government's control over public enterprises tariffs and prices constrains their capacity to make profit (Adamolekun, 2004).

3.4.2 External Sources

External sources of funds to the public enterprises comprise of funds from the government, national financial institutions, local private entrepreneurs, and international sources. We shall discuss, in detail, each of these sources of funding.

1.   Government Sources

Public enterprises derive different kinds of funds from the government. They include:

(a)   Capitalization funds: These are funds provided by the government in order to meet the needs of public enterprises, in terms of equipment, plant, and running capital (Adamolekun, 2004).

(b)   Grants: Public enterprises receive various grants from the government. Grants can be statutory or special. Special grants are given for specific projects or activities, whereas statutory grants also referred to as subventions, are regular and mandatory.

(c)   Subsidies: These are funds given to public enterprises to assist them offset the losses they incurred due to the following reasons: operation of uneconomic routes; government control of tariffs and prices, etc.

(d)   Loans given to them by the government to ease their financial management problems or to assist them in specific projects or interventions that are of special interest to governments (Adamolekun, 2004). The main disadvantage of loans is that they are not a reliable source of revenue.

(e)   Equity: This is a situation whereby "Government in its capacity as a shareholder in a joint venture, contribute to increase the capital of the enterprise or to increase its share" (Adamolekun, 2004).

3.5.3   Control of Public Enterprises

Public enterprises(PEs) being owned by government, either wholly or partially, are subject to some control. The two main forms of control are ministerial control and parliamentary control (Ezeani, 2006).

1.   Ministerial Control

Ministerial control of public enterprises takes various forms: firstly, a PE must inform its supervising ministry, and obtain its permission before it makes any major changes, and embarks on any new important lines of operation, especially, where such major changes affect the public interest. For example, a public corporation, such as the Power Holding Company of Nigeria (PHCN), must obtain clearance from its controlling ministry before it takes any major decision on almost all the major areas of its operation. Examples are personnel issues, increases in electricity bills, introduction of new products into the markets, construction or purchase of important technical installation, etc. (Olisa et. al., 1990). The second form of ministerial control is in the appointment of board members. The President is politically responsible for the appointment of the board and can dissolve it if he is not satisfied with their performance. Usually, the controlling ministry has a representative in the board whose role is to explain government position on important issues, and ensures that the corporation's affairs are managed along public service rules and other conditions of service of the public enterprise.

Each ministry, at the end of the year, prepares an annual report which it submits to the government through its supervising ministry. The ministry after studying the reports asks questions where necessary, before submitting the report to the government with its own comments. The minister also appoints auditors to audit the account of public enterprises and intervenes whenever there is a crisis, like employees of a public enterprises embarking on riots or strikes or destruction of public property.

2.   Parliamentary Control/National Assembly

Apart from ministerial control, public enterprises are ultimately accountable to the National Assembly through their ministers, who are the political heads of the specific government ministries and oversee public enterprises. Parliamentary committees maintain oversight functions over the public enterprises (Adamolekun, 2004). Parliamentary control takes the following forms (Ujo, 2001:83):

(a)   Control through annual report- A public enterprise usually submits a comprehensive annual report of its activities to the parliament through the Minister.

(b)   Control through annual account- A public enterprise usually submits its annual account for a given financial year to the parliament. Such annual account and report are subject to debate in the Parliament, and

(c)   The Financial Committee of the House may summon the Minister whose ministry supervises a particular public enterprise to explain or discuss issues concerning his/her corporation.

3.   Judicial Control

Many public enterprises in Nigeria have, at one time or the other, been subjected to judicial control by the government.   From time to time, a government sets up a commission of inquiry into the affairs of one or other of its public corporation (Olisa, et. al., 1990).   This action is prompted by public or employee outcry about corruption, mismanagement or incompetence in the company/organisation.

3.5.4   The Objectives of Control in Public Enterprises

The objectives are as follows:

1.   To ensure that the objectives of the public enterprise are achieved.

2.   To ensure that the resources of the organisation are adequately used such that outputs are greater than inputs.

3.   To ensure the implementation of government policies and targets.

4.   To ensure financial responsibility.   It facilitates accountability of management to higher authority and watches for misuse of fund.

5.   To ensure the achievement of social objectives of the government and achievement of non-commercial objectives.

6.   To curb the undue use of power of management.

7.   To minimise centralisation/concentration of power by supervising ministry or board.

8.   To provide timely, accurate and sufficient information to appropriate authorities and the public for the appraisal of the effectiveness of public enterprises.

The agencies of control of public enterprises are:

1.   National Assembly/Parliament

2.   Minister/ Supervising Ministry

3.   Board

4.   Accountant General/Auditor General

5.   Public Accounts Committee

6..   Special Agencies of Control for example, Consumer Associations, Economic and Financial Crimes Commission, and Independent Corrupt Practices and Miscellaneous Offences Commission.

3.6 Problems of Public Enterprises in Sub Saharan African (SSA)

The performance of public enterprises in Sub Saharan Africa (SSA) and in Nigeria has not lived up to expectations. In general, they face the following problems:

1. Distorted Pricing Policy

The pricing of public enterprises is not guided solely by profit optimization principle. In the case of Power Holding Company of Nigeria, prices are kept low by government even when costs have been rising.

2. Inappropriate Investment Decisions

Many sub-Saharan African public enterprises have been established without sufficient reflection, with unclear objectives and few linkages to the rest of the economy (Savas 1971).

3. Heavy Burden of Social Overheads

The prevalence of social objectives has greatly complicated the operation of public enterprises in Sub Saharan Africa by making commercial criteria almost inapplicable. In Ethiopia, public enterprises are expected to provide many social infrastructure, which creates heavy financial burden.

4. Under Capitalization

Sub-Sahara Africa suffers from insufficient equity capital. This problem worsened through drastic cuts in government subvention to public enterprises.

5. Excessive Political Interference

Public enterprises also suffer from frequent political interference. They are often seen as instruments of political patronage by the government in power. This results in overstaffing, poor choices of product and location, recruitment of mediocre, etc.

6. Absence of Competitive Environment

This leads to complacency on the part of the management of most public enterprises, resulting in poor service delivery and inefficiency.

7. Corruption

PE managers and political appointees see most public enterprises, especially in the developing countries, such as Nigeria, as instruments for private wealth accumulation. Consequently, huge sums of money are often siphoned into private accounts, leading to huge losses by the enterprises.

8. Poor Infrastructures

The deteriorating state of infrastructures in most African countries also contributes to the failure of public enterprises as they contribute to high cost of operation. In Nigeria, for

instance, power supply is unreliable, consequently, most public enterprises rely on standby generators which cost much to purchase and maintain. In addition, the roads are in a bad state.

4.0 CONCLUSION

The success of public enterprises depends on the strict application of management principles and practices. There is no short cut to efficiency and effectiveness. The resort to sale of public enterprises confirms the fact that inefficient management cannot produce the desired results. The problems of public enterprises in Sub Saharan Africa should be addressed as a means of improving their performance.

5.0 SUMMARY

This unit presents a brief history of public enterprises in Nigeria. We also discussed and drew the organisation structure of public enterprises; listed the sources of finance of public enterprises. Also we explained the control functions of the key actors in the evaluation of public enterprises performance; enumerated performance measures of public enterprises and the problems of public enterprises in Sub Saharan Africa.

6.0 TUTOR-MARKED ASSIGNMENT

4.1 Explain the sources of fund for public enterprises in Nigeria.

4.2 How can public enterprises be held accountable for their performance?

4.3 What are the problems of public enterprises in Nigeria?

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UNIT 6   DIFFERENCES BETWEEN PUBLIC AND PRIVATE SECTOR MANAGERS

1.0 INTRODUCTION

The public service is part of the executive arm of government. It is the tool which the government uses for planning and executing its programmes. The public service is an organization which is made up of the Ministries, Departments and Agencies (MDAS). The minister is the Chief Executive of the ministry. An extra-ministerial department is headed by Chairman (e.g. federal Civil Service commission). The permanent secretary is the Chief Adviser of the Minister on policy and operational issues, and he is the accounting officer. The power to make appointments to offices is vested in the Federal Civil Service Commission while promotion, dismissal and displinary matter are vested in the Federal Civil Service commission. The public service is a typical bureaucratic organization made up of public servants who are recruited on the basis of their skills/qualifications and expertise.   The private sector consists of businesses owned by individuals or groups of people. The sector is made up of companies whose primary objective is to make profit. The loyalty of employees in these organizations is to the owners and shareholders as the case may be.

1.0 OBJECTIVES

At the end of the unit, the student should be able to:

   a. Explain the structure of the public service

b. Describe the functions of the public servant

c. Differentiate the functions of the private sector manager from the public sector manager

d. Enumerate the constraints facing both the private sector and public sector manager

3.0 MAIN CONTENT

3.1 The Structure of the Public Service

The public service consists of MDAS. In addition to the Civil Service, the public service, encompasses the Armed forces, the Judiciary, the Police, Parastatals, government owned companies and statutory agencies. Parastatals and government owned companies/ statutory agencies are usually attached to ministries or the Presidency   for the purposes of supervision and co-ordination. Each ministry usually has a Minister/ Commissioner in the State and Director General/ Secretary/ Managing Director in a corporation. The third tier of government in Nigeria is the Local government. Local governments are less elaborately structured in comparison with the federal and state government. The chief executive of a local government is designated as Chairman and the post is an elective one. The highest career post in the local government is the Secretary to the local government.

The civil service is divided into ministries and Extra – ministerial departments. The Chief Executive of a ministry is the minister at the federal level and the commissioner at the state level. The permanent secretary is the accounting officer. In the Extra ministerial Departments, the Chairmen are the chief Executives; while Directors General or Secretaries as the case may be are the Accounting officers. In the parastatals and government owned companies, Directors General, Managing Directors or General Managers are the Accounting Officers.

The most important tool or instrument the Government uses to achieve its objectives is the Civil Service. The political class initiates policy and the civil servants execute the policy. The Civil Service also advices the political class on policy options and the implications of various options.

Under the constitution, the general direction and control of a Ministry is under the Minister or Commissioner. However, discipline and control of civil servants are vested by the constitution in the Civil Service Commission. All policy decisions are taken by the Minister/Commissioner. Before taking his decision, he is expected to seek the advice of the

Permanent Secretary. He is not necessarily bound to accept this advice, but it is advisable that it is to be rejected. Within the framework of approved policy, the management of the ministry is the responsibility of the Permanent Secretary and the Directors.

The Permanent Secretary

The appointment of Permanent Secretary is vested in the President and State Governor, as the case may be. The Permanent Secretary is the Chief Adviser to the Minister / Commissioner in the formulation of policy and is responsible for the execution of the policies thus formulated. It is his duty to keep the Minister/Commissioner fully and regularly informed of what is happening in the Ministry and he serves as the authoritative interpreter of Ministerial and government policies to other officials of the ministry, as well being the coordinator of activities and policies affecting the different branches of the ministry.

 In addition to his responsibility to the Minister/Commissioner, the Permanent Secretary is responsible to:

a) The Head of Civil Service and the Civil Service Commission for the control and direction of Civil Servants serving in the Ministry.
b) The legislature, through the Public Accounts Committee, for the proper, economical and lawful expenditure of public funds voted by the legislature.

3.2 Functions of Public Servants/Managers.

The public service is the instrument of government for policy implementation, but neither the service nor its members can identify with any particular political party. A public servant is, therefore, required to assist in formulating and implementing the policies approved by the Government by whatever his personal or private opinions or attitudes may be. This does not imply that a civil servant should comply with unlawful directives; if directed unlawfully, he should invite attention immediately to the legal position or requirement and advice on the proper action to take. It is also his duty to advice on the implications of a particular policy or action.

The public service consists of Ministries, Departments and Agencies (MDAS). The public service on the other hand, in addition to the Civil service, encompasses the armed forces, the statutory agencies. Parastatals and government owned companies. In the public service:

1. Decisions are taken by Ministers/Director Generals/ Chairmen and it is the duty of public servants to apprise the Minister with the information necessary to make a right decision.

2. The public servant must place before his/her Minister/Director General, arguments for both sides of the case, fully and fairly. Whatever his own sympathies may be, he must put all the arguments for and against the recommendations.

3. Once the decision is taken, the public servants must carry out loyally the policy chosen, even though he may be a different one.

4. The decision once taken is that of the MDA as a whole, and it is contrary to tradition for a public servant to take credit for any measure accepted by government and of which he is the originator. Since the decision is that of the Minister, the Minister must take full responsibility for it. If the decision happens to be wrong or unpopular, the Minister must protect his officials. It is also expected that the Head of MDA should defend his officials if they are attacked in public. A Head of MDA who cannot observe this tradition is normally expected to resign.

5. The public servant must observe absolute silence and be discreet as to what takes place in the office, since responsibility for the policy rests upon the Minister. The civil servant is concerned with formulation of policy as directed by his Minister.

6. The public servant is responsible for continuity of government. Its concern is therefore the good of the nation as a whole irrespective of party and therefore to each minister in turn as they come, the civil servants must submit the national point of view. Almost any administrative decision may be expected to have consequences which will endure or emerge long after the period of office of the government under whose authority it is taken. It is the peculiar function of the civil service, in their day-to-day work to record these exigencies of the moment, in order that the convenience of today may not become an embarrassment of tomorrow.

7. It follows from all the foregoing that public servants should strictly observe the triple maxim of impartiality, neutrality, and anonymity.

8. Must carry out the decisions and policies laid down by the political boss, he must resist illegitimate political demands or pressures.

3.4 FUNCTIONS OF THE PRIVATE SECTOR MANAGERS

You have been well informed about the functions of the public sector manager or public servnat which involves the implementation of the programmes and policies of the government of the day. The private sector is the sector of the economy that is operated by individuals, limited liability companies and multinational organizations.

The private sector manager like the public sector manager performs the same managerial functions of planning, organizing, directing and controlling of resources to achieve organizational objectives. The basic difference is that the private sector manager has clearly measurable objectives. The objective of profit is paramountand dominates all other objectives.

A private sector manager is accountable to the chief executive and his or her immediate boss only while top management in the private sector is accountable to the Board and the shareholders. The private sector manager operates without the checks and balances of the public sector that have been earlier discussed.

The demand for transparency and accountability in the private sector is unlike the public sector. The private sector focuses on the achievement of results without the incumberances of government rules and regulations.

The private sector manager does not enjoy the same stability of tenure like the public sector manager. Any changes in the fortune of a private sector organization can lead to mass retrenchment.This is not common in the public sectordue to the long process and conditions for disengagement of managers.

3.5 CONSTRAINTS OF MANAGING IN THE PUBLIC SECTOR

The constraints of the public service are so numerous that only some will be discussed in this section as follows:

1.   Slow Decision Making Process: . In a country like Nigeria, there is still the use of authority relationship which requires that power, functions, processes and procedure be structured in a long chain. The long chain of command is often responsible for slow decision making.

2.   Tension between Minister and Permanent Secretary: The tension between the Minister and the Permanent Secretary (PS) or the administrative head of the ministry by whatever name he/she is called poses another problem for the civil service. The tension arises from the position the PS occupies in relation to the Minister as the Accounting officer of the ministry. In some cases, the Minister may decide that some actions be taken only to be told by the PS that there is no fund for it. On the other hand, the orientations of the Ministers and PS are different. While the Minister seem to be in a hurry to please his/her electorate or constituency, the other as a technocrat, has been trained to ensure compliance with public service rules. Such differences in orientations are sources of conflict which tend to be problematic for the service..

3.   Rigidity of Public Service Rules: Public service rules in Nigeria regularly to take account of societal dynamics. They are in bits and pieces which are scattered in memoranda and other documents such that in some cases, public servants themselves forget some of the amendments, or cannot locate the files or some of them are not aware of the existence of some rules as there is no common reference point for rules or most of them.

4.   Inadequate Human Resources: This is noticeable in terms of quality and quantity. The Nigeria public service moved towards a lean government in order to reduce its overall costs. The management number has not been mentioned in many MDAS after the right sizing exercise of the 2000s.

5. Politicization of the Service: This has come in different forms through recruitment, deployment, authoritative allocation of resources, etc. with respect to recruitment; politics has contributed to a heavy dosage. To get appointed many people have to have political and other connections. There is the issue of quota system which is antimerit. The 1999 Constitution of the Federal Republic of Nigeria, section 153 and the third schedule section 7c are on the Federal character commission. The Commission is empowered to work out an equitable formula subject to the approval of the National assembly for the distribution of all cadres of post in the public service of the federation (Federal Government of Nigeria, 1999)

6. Insecurity of Tenure: This has manifested in the rightsizing of the Nigeria public service. It is not being suggested that dead woods should be kept in the service because they cannot keep pace with the dynamics of the job and the need for development administrative in LDCs. But in disengaging employees, order and procedure should be respected.

7. Lack of Adequate Resources: Inadequate resources are a major problem of all civil services both in the developed and developing countries.

3.6 CONSTRAINTS OF MANAGING IN THE PRIVATE SECTOR

Just like the public sector manager, the private sector manager also faces a number of constraints. Among these are: survival, competition, uncertainty, innovation, government policies and regulations, changing technology, and complexity.

The private sector manager faces the challenge of surviving in a highly competitive global environment. The problems of financing the products of the organization, having enough customers and making profit are all tied to survival. The manager in government on the other hand does not face this challenge of survival as government is a continuous entity. The ruling party can change, but the public servant is not threatened by such changes as he/she is to serve the government of the day.

Competition is the bane of private sector. Organizations in the same industry compete for the available scarce resources and customers. This puts pressure on the private sector manager to perform or be sacked.

There are many uncertainties in the private sector. Negative acts of God, like hurricanes, floods, wars, can get many private companies out of business. It takes a longer time for the public sector manager to be affected by the uncertainties of the market. Price fluctuations, foreign exchange rates, and higher interest rates are challenges for the private sector manager.

In terms of innovation, the world is constantly changing. New ideas have to be born to survive in an environment of changing demands and limited resources and markets. Government policies and regulations are always being closely monitored by the private sector. You know that the president usually talks to the nation on the 1st of January. The direction of the economy forms major information to the private sector manager. The banning of certain commodities or increase in tariffs have grave consequences for the private sector manager.

Changing technology and complexity are also important especially in developing countries that are major markets for obsolete technology. By the time a company buys a machine, another version has been developed.

The increased globalization of the world has also complicated the complexity. Events in the United States of America, Russia, Syria and Britain affect developing countries much faster than in the past due to Information Communications Technology. The effects of these factors on Nigerian businesses pose major challenges.

4.0. CONCLUSION

The structure of the Nigerian public service has been relatively stable. While MDAs are merged or divided, the structure remains the same. The same applies to the categories of officers in the public service. The stability in classification of public servants ensures easy transfer of services of public servants from the States to the Federal service and vice-versa.

This is the opposite in the private sector. There is much higher pressure for survival in the private sector than in the public sector. There are challenges facing both the private sector and public sector managers. Both types of managers need to be able to thing strategically to cope with these challenges.

5.0. SUMMARY

There are five categories of staff to carry out the functions of the public service. The public service consists of Ministries, Departments and Agencies (MDAS). In each ministry, there is the Minister. Under the Minister, is the Permanent Secretary as well as Director General, Secretaries, Managing Director, Vice Chancellors of Parastatals. Government Commissions which are headed by Chairmen.There are also differences between perfoming in the public service as compared to the manager in the private sector. The objectives of the public service are not as easily measureable as those of the private sector. The challenges facing both sectors are also interrelated especially in the area of changing technology and complexities in the world.

6.0. TUTOR – MARKED ASSIGNMENT

1. What are the likely problems of making the Permanent Secretary the accounting Officer while the Minister is the Chief Executive?
2. Discuss five problems of the Nigerian public Service.
3. What are the main duties of a public servant?
4. What are the differences between the public sector manager and the private sector manager?

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MODULE 2 THEORIES AND MODELS OF PUBLIC SERVICE MANAGEMENT

UNIT 7 CLASSICAL THEORIES OF MANAGEMENT

1.0 Introduction

2.0 Objectives

3.0 Main Content

 3.1 What Are the Classical Theories of management?

 3.2 The Scientific Management Theories

      3.2 .1 Frederick Winslow Taylor(1856-1915)

      3.2.2 Henry L Gantt (1861- 1919)

      3.2.3 Frank Bunker(1868-1924) and Lillian Moller Gilbreth(1878- 1972)

      3.2.4 The Managent process School of Henri Fayol(1841-1926)

3.3 The Bureaucratic Theory

      3.3.1 Max Weber (1864-1920)

3.4 Contribution and Limiationsof the Classical School

4.0 Conclusion

5,0 Summary

5.0 Tutor Marked Assignment

6.0 References and further reading

1.0 INTRODUCTION

Management theories and models evolved during the Industrial Revolution when problems concerning the running of fast growing factories system began to emerge. Managers were unsure of how to to get the best out of their employees as well as ensure harmonious relationship with the employess. To solve these problems interested scholars set out to provide techniques that could be put to use. The first of this is the classical management theory developed to provide "one best way" to perform and manage tasks in the factories. These classical theories are made up of the classical scientific theories and the classical administrative theories. The classical scientific theorists were interested in increasing

productivity and efficiency. Their focus was on trying to find the best way to get the work done through the improvement of work processes and the skills of workers.The major contributors to this school of thought are Frederick Taylor, Henry Gantt, and Frank and Lillian Gilbreth. The classical administrative theorists are: Max Weber, Henri Fayol, Mary Parker Follett, and Chester I. Barnard. This school of thought focused on improving the processes of the total organization.

2.0 OBJECTIVES

On completion of this unit, you should be able to:.

- Differentiate among the two branches of administrative theories.
- Apply the fourteen principles of management to your job.
- Identify the advantages and disadvantages of the classical theories

3.0 MAIN CONTENT

3.1 What Are the Classical Theories of management?

Almost every discipline you come across has a body of ideas or principles. Management is no exception. By the mid-1900s there was the systematic development of management theory (Higgins 1991: 36). The classical approaches to management were developed early in the twentieth century. There are two primary thrusts, management, organization and administration. The scientific management theories focused primarily on improving work methods. The process approach and the bureaucratic theory focused on how to administer and structure organizations. The classical school is composed of these major schools of thoughts (theories) and some prominent writers who were famous in the early 20th century. The ideas of the writers under the classical school represent the first well-developed framework of management. This section is aimed at exposing you to the theories of management as presented by the classical management scholars. You should be able to review the theories with a view to assessing their usefulness, strengths and weaknesses in managing organizations today. The theories discussed here are:

- The Scientific Management Theories;
- The Management Process School of Henri Fayol
- The Bureaucratic School

3.2 The Scientific Management Theories

The theory of scientific management grew from the works of important writers between 1890 and 1930(Higgins, 1991) They sought to increase productivity and make work easier by scientifically studying work methods and establishing standards. We shall not discuss the works of all the writers of this school. You need to focus on the key ones and these are:

- Frederick Winslow Taylor
- Henry R. Gantt.
- Frank and Lillian Gilbreth

3.2.1 Frederick Winslow Taylor (1856 - 1915)

Frederick Winslow Taylor was interested in prosperity both for the employer and for the employee. Working principally with heavy manufacturing and steel workers, he showed that work could be redesigned so that workers could do more. He decided that there was one best way to do things and he sought to find it. He also redesigned their compensation systems, so that they wanted to do more. Using scientific management approaches, a company and its workers would both make more money. He also believed that the workers would be happier as a result. Taylor's scientific management had four underlying principles:

- The development of a true science of management.
- The scientific selection of the individual to fill each job.
- The scientific education and development of each employee, so that he or she would be able to do his or her job properly.
- Cooperation between management and workers.

Taylor emphasized that all four of these elements in combination, not any one of them singly, were responsible for improved productivity and increased worker satisfaction. He believed that managers should:

- use science, not rules of thumb
- seek harmony, not discord;
- cooperate, not be individualistic;
- seek maximum output, not restricted output; and
- encourage each person to develop to his or her greatest level of efficiency and prosperity.

A major part of Taylor's scientific management system was an incentive compensation plan that paid workers at piece rate for a specified amount of work and a bonus for anything beyond that. At that time, the idea of paying people for what they did rather than for the time they spent on the job was not only innovative but also suspect.

Managers who want to get the most they can from their employees must reward performance. They must also seek harmony and cooperation as well as develop their subordinates to the fullest if they expect to solve the productivity problem. It is amazing that we face the same problems of ensuring high performance and productivity that existed eighty years ago. Organizations in this century still seem to require many of the same solutions. What have we learned from history? (Higgins 1991)

3.2.2 Henry L. Gantt (1861 -1919)

One of Taylor's students, perhaps the leading student, was Henry L. Gantt. Gantt worked with Taylor on several of his major projects. Thus, Gantt's scientific management approaches naturally reflect Taylor's four principles of scientific management. Gantt is perhaps best known for the Gantt chart, a simple, yet effective way to allow managers to schedule their work across a series of tasks Other key contributions by Gantt included a task-and-bonus system and what he labeled "the habits of industry." Gantt felt that instead of simply developing an employee's skills, foremen should instill positive characteristics such as industriousness and cooperation. He modified Taylor's incentive system to give workers base pay plus bonuses. Gantt was also one of the first managers to be concerned about the social responsibility of business people.

3.2.3 Frank (1868 -1924) and Lillian Gilbreth (1878 -1972)

While Taylor was known as the father of scientific management, the Gilbreths' effort was on the study of work itself, especially through the use of motion and time studies. Their careful studies of the work motions of various types of employees and their analysis of the time it took to perform those motions, led to increased employee productivity. The Gilbreths constantly searched for "the one best way." One of Frank's motion studies of bricklayers found that the number of motions necessary to lay bricks could be reduced from 18½ to four. This reduction tripled the number of bricks that a bricklayer could lay with no additional effort. The Gilbreths were the first researchers to use motion picture cameras and lights to study work motions.

After Frank Gilbreth's early death, Lillian became more concerned with the psychology of management. She not only studied work efficiency, but the effects on the worker of compensation systems, and other factors. She was one of the first to study the psychology of successfully managing employees.

Self Assessment Exercise

List the major theorists of the classical School of thought and discuss the features of two of them.

3.2.4 The Management Process School of Henri Fayol (1841-1925)

At the time the scientific management theory was being developed, Henri Fayol was also working on how managers managed and how organizations are structured. He was one of the first people to sit down and work out what managers do.

Drawing on his many years of experience as a manager, Henri Fayol divided business operations into six interrelated activities:

- Technical - producing and manufacturing products;
- Commercial - buying raw materials and selling products;
- Financial - acquiring and using capital;
- Security - protecting employees and property;
- Accounting
- Management.

His extensive administrative experience helped him to set forth the guiding principles of a theory of administration. Fayol was probably the first to outline what are today called the functions of management. He listed five major elements of management: planning, organizing, commanding, coordinating and controlling(Bartol & Martin,1991)

- Planning: foretelling the future and preparing to meet its needs and opportunities.
- Organizing: constructing an organizational structure showing the duties of each position and its relationship to other positions.
- Commanding: stimulating employees to do their best for the organization; issuing and enforcing regulations; eliminating unfit personnel; etc.
- Coordinating: unifying efforts to achieve organizational goals.
- Controlling: Rectifying weaknesses and preventing their recurrence; evaluating progress to see that all occurs according to predetermined plan; appraising things, people, and actions.

Henri Fayol argued that these elements are present in all business firms, no matter how small and that their efficient exercise was essential to successful operation. He, however emphasized planning and organizing because he viewed these elements as primary and essential to other functions.

Henri Fayol developed a list of principles known as the principles of management. He described fourteen principles upon which the soundness and good working order of an organization depend. He used these principles as broad and general guidelines for effective management. Fayol also stressed flexibility in the application of the fourteen principles and that allowance should be made for different and changing circumstances.

.

General Principles of Management

In 1916 Fayol, the father of modern management, published what he described he had found to be the proper way to manage organizations and their members. Fayol's major contributions were to define the functions and list the general principles of management. He defined management as consisting of planning, organizing, commanding, coordinating and controlling. So in this module, as in most others, we are essentially following Fayol's functions. Problem solving occurs in each of these functions.

Advantages of Fayol's Theory

The importance of Fayol's contributions to the practice of management cannot be overemphasized. Most of Fayol's observations are relevant to most organizations today. For example, virtually all organizations are still arranged according to the division of work using highly specialized labor, whether they are making bread or microchips or providing health care services. All organizations use the principle of authority; while most employ the unity of command concept; and all use some degree of centralization versus decentralization, and the scalar chain(Bartol & Martin,1991)

Moreover, experience in your organizations will confirm that most of the other principles-equity, order stability of tenure for personnel, initiative, esprit de corps, remuneration, and discipline-can contribute to successful organizational management. If you want to solve the structuring problems of your organizations you would do well to use many, if not most, of Fayol's basic concepts.

Limitations of Fayol's Theory

- The idea of unity of command is presently being challenged by matrix structure and project management techniques where a manager can have two bosses and still be productive;
- The centralization principles are currently being overtaken by decentralization, which is found to help better achievement of results(Bartol & Martin,1991)

Self Assessment Exercise
What are the advantages and disadvantages of Henri Fayol's theory?

3.3 The Bureaucratic Theory

It is most likely that while carrying out your job you have heard of the word 'bureaucratic' being used to describe the civil service. Although this word now carries a negative meaning, the basic idea was not meant to be so. When Max Weber formulated the theory of bureaucracy, it refers to a system of administration of organizations though departments or bureaus. The following narration about the work of Max Weber should make this clearer to you(Henderson and Parsons, 1947)

3.3.1 Max Weber (1864-1920)

Weber's major contribution to the study of management was the concept of "bureaucracy," and he is often referred to as the father of organization theory. Weber defined bureaucracy as " the ideal or pure form of organization." He was interested in improving organizational structures used in large-scale organization and in designing a blueprint of a structure that would help large organizations achieve their objectives. Weber's concept of bureaucracy is conceptually close to Fayol's view of structure. Its basic elements are revealed in Table 7.1.

Table 7.1. Characteristics of Weber's Bureaucracy

1. A division of labor in which authority and responsibility are clearly defined and legitimized.
2. A hierarchy of authority resulting in a chain of command.
3. Organization members who are selected on the basis of their qualifications, either by examination or because of their training or education.
4. The appointment of managers and not their election (as might occur in government).
5. Managers to be paid for fixed hours and to be career oriented.
6. Managers do not own the unit they administer,
7. Manager's conduct is subjected to strict rules and procedures, disciplinary actions, and controls.

Source: Henderson and Parsons (1947)

Weber envisioned three types of legitimate authority that formed the basis of any organizational structure: (a) rational, legal authority; (b) traditional authority; and (c) charismatic authority. Rational, legal authority depends on position. Traditional authority depends on the legitimacy of the person in command. Charismatic authority depends on the follower's personal trust and belief in the leader.The importance of Weber's contributions became evident when organizations around the world began to grow in size and complexity in the 1940s and 1950s. As leaders began to search for ways to improve these organizations' structures, Weber's "ideal bureaucracy" became the model. His formalized structures then led to the examination of informal organizations, human relations, organizational behavior, and other factors that influence the formal blueprint of an organization.

3.3.2 Strengths and Weaknesses of a Bureaucratic Model
        Strengths

A bureaucratic organization, once designed and run according to the characteristics stated in Table 7.2, possesses some remarkable advantageous qualities:

- Bureaucratic organizations have distinct rules that allow them to act with precision, and sometimes with speed. The hierarchical arrangements and the rules and regulations of bureaucracies help them achieve greater degree of efficiency.

Bureaucratic organizations serve large number of persons in an orderly and systematic way.

- Bureaucratic organizations have a high degree of predictability of outcomes. The boundaries of each position are clearly demarcated to prevent duplication of effort. Since bureaucracies operate on the basic rules and policies, their decisions are predictable and free from arbitrariness.
- Bureaucratic organizations exhibit a high degree of impersonality. Both the employees and clients of the organization are treated fairly.

Weaknesses

The organization "depersonalizes" relationships in the interest of efficiency. This means the organization eliminates all purely personal and emotional elements from decision-making. Some later writers feel that this is too rigid. They criticized Weber's theories for this weakness. The most pronounced deficiency of a bureaucratic model is its over-rigidity or inflexibility. Bureaucracies encourage conformity to established rules. They do not deviate from established ways of doing things. Bureaucracies do not easily adapt to changing conditions and special circumstances. The rules of bureaucratic organization, thus, may prevent, rather than encourage the organization to cope adequately with changed circumstances(Bartol & Martin,1991).

Self Assessment Exercise

Can organizations do without rules? Discuss

3.4 Contributions and Limitations of the Classical School(Griffin 1992).

The following describe the contributions and limitations of the classical school.

Contributions

- laid the foundation for later developments in management theory;
- identified key management processes, functions and skills that are still recognized as such today;
- focused attention on management as a valid subject of scientific inquiry.

Limitations

- is more appropriate for stable and simple organizations than for today's dynamic and complex organizations;
- prescribes universal procedures which are not really appropriate in some settings;
- viewed employees as tools rather than resources (Griffin 1992).

4.0 CONCLUSION

There are many theories available for the running of the public service. The choice of any depends on the inclinationof the government. However, the Bureacratic theory which focuses on rules, regulations and management processes seem to be prevalent in the public service**.**

7.0 SUMMARY

The classical apporches to management were developed early in the twentieth century. Their focus is on management organization and administration. The three major theories are: the scientific managementtheories, the management process school and the bureaucratic school**.**

8.0 TUTOR MARKED ASSIGNMENT

    1. Explain why the bureaucratic theory is applicable to the public service?
    2. What are the strengths and weaknesses of the Bureacratic School?

7.0 REFERENCES AND FURTHER READING

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UNIT 8 BEHAVIOURAL THEORIES

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1.0 INTRODUCTION

One of the criticisms of the classical school you have read about was the lack of concern for the human element of an organization. The behavioral school or approach arose out of this criticism. The school's concern was with increasing productivity by focusing on understanding the human element of an organization. We shall answer the question; what are the behavioral contributions to organizational management? Research conducted in the 1920s to 30s demonstrated the importance of good human relations in organizational performance (Dessler, 1985). This led to the emergence of the Human Relations School. Another related school of thought concentrated on the behavior of individuals and groups in an organization. This school as you can guess emerged as the Organizational Behavior School. The conclusion of the two sub-schools of the behavioral school is that social relationship and work group relationship have positive effect on productivity. This section is aimed at helping you to recognize the importance of human relationship and behavior in enhancing performance and productivity in organizations.

2.0 OBJECTIVES

After you have studied this unit, you should be able to:

- Explain the Human Relations school

- Desreibe the Hawthorne experiments

- List the key features of the behavioural school

- Evaluate the contributions of the behavioural theorists

3.0 MAIN CONTENT

3.1 The Human Relations School

The human relations movement was interdisciplinary in nature. It was founded on new knowledge developed in the disciplines of psychology, group dynamics, sociology, political science, and labor economics. Drawn from these fields, such concepts as motivation, group behavior, the influence of groups on their members, role structures, power struggles between groups and individuals, and the resolution of conflict became the subject matter of the Human Relations School. The human relations movement basically grew from the Hawthorne studies (experiments), which were popular for many years.

3.1.1 The Hawthorne Studies (Higgins 1991: 46-47)

Professor Elton Mayo is most usually associated with the Hawthorne experiments carried out at the Hawthorne plant of the Western Electric Company in Chicago, United States of America between 1927 and 1932. The Hawthorne studies consisted of three parts: the illumination experiments, experiments in the relay-assembly test room, and experiments in the bank wiring observation room(Higgins, 1991

The Illumination Experiments (1924-1927)

> The illumination experiments were based on the belief that such factors as fatigue and monotony were functions of improper job design and environmental conditions (lighting, temperature, and materials flow). In 1924 a study of these factors was commissioned by the National Academy of Sciences (NAS) at the Hawthorne Works of the Western Electric Company near Cicero, on Chicago's west side. Two groups of workers were examined: a control group, whose illumination would not be varied, and a test group, whose illumination would be varied. The results were surprising. Regardless of the level of light, which in one case equaled moonlight, productivity increased in both the control and test groups. Unable to explain the results, researchers began looking for other key variables, including pay, rest periods, and refreshments. Yet, no matter how they manipulated the variables, productivity

increased. Even after canceling all the privileges that workers had recently earned, productivity still increased. Reinstating rest pauses and refreshments led to yet another increase. Researchers were at a loss to explain the results.

During the studies, which lasted until 1927, output increased from 2,400 relays to 3,000 relays per week per worker. Just as researchers were considering abandoning their efforts, Elton Mayo, a Harvard professor, began to consult on the studies. Mayo believed strongly that "a remarkable change of mental attitude in the group" explained the Hawthorne situation. Workers would perform at higher levels if managers seemed more concerned about them. The classical theorists assumed that people always reacted rationally and were motivated principally by money. Environmental factors were also believed to influence productivity, but virtually no attention had been paid to the behavioral aspects of managing. In the Hawthorne studies, the special attention given to the group by the leader of the experiment, who was not viewed as "a boss" and who also gave special attention to the workers' sentiments and motives, created a special relationship that led to higher productivity. As a result of these studies, when a secondary factor, such as the attention paid to the workers produces a result that could not have come from the phenomenon being studied; this result is known as the Hawthorne effect. The phenomenon being studied you remember is the level of lightning.

After the experiments in the relay-assembly test room, lengthy interviews revealed that the supervisor should show concern, should establish open communication with employees, and should be willing to listen to employees. These experiments also uncovered the existence of informal groups. These are groups not officially designated as part of the formal organization. These informal groups were discovered as researchers sought to explain productivity levels. Interviews revealed informal group norms or ways of behaving to which most workers adhered.

Source: Higgins 1991: 46-47

. Identify the skills you would require to manage human resources in your organization.

3.2 Mary Parker Follett (1868-1933)

Mary Parker Follett focused on relationships within an organization and on the power of the group. Instead of basing administration on the idea of power over people, she suggested that

authority resided in the situation. To her, responsibility was inherent in the functions a person performed and not in his or her authority. She was instrumental in helping managers recognize the importance of the group(Higgins 1991).

Another of her major contributions was to refine the concept of coordination. For Follett coordination involved the sharing of responsibility by all people involved in an organization and was a means of relating all factors in a situation to each other. She felt that coordination was critical in the early stages of an organization and was an ongoing process. She believed that coordination achieved control and unity.

Follett was also one of the first to point out that leaders had to have followers to be leaders; and that followers influence leaders and leaders influence followers. Leadership to her, however, was not just a situation in which leaders had followers, but rather one in which leaders had the ability to influence their followers. This was an important distinction because it was contrary to the military model where the leader is always obeyed and has the final say. A business manager does not have the absolute authority that a military officer has.

Follett believes there will always be conflict in an organization. In her view, there are three ways of settling differences (conflicts) which are by:
- Domination
- Compromise
- Integration

Domination, obviously, is a victory of one side over the other. This is not usually successful in the long run for the side that is defeated will simply wait for its chance to dominate. By compromise, each side gives up a little in order to have peace. Follett argued that both these ways- dominance and compromise are unsatisfactory. In dominating only one side gets what it wants; in compromise neither side gets what it wants.

Is there any other way of dealing with conflicts? Yes, there is a third way of resolving differences. This is a way of integration. Integration means finding a way in which the interests of both parties will be integrated, in which both will benefit, and neither side has to sacrifice any thing. Follett stressed that solving conflicts (differences) by integration means progress.

She also recognized the importance of communication in an organization. The classical organizational model conceived of communication mainly as the transmission of orders' and information from higher to lower levels in the organization's hierarchy. Little thought was given to the necessity of communication between ranks or from lower to higher ranks. Communication in the human relations view is the lifeblood of an organization. Management must see to it that information flows freely, up, down, and horizontally through established networks of the formal organization and non -official networks of the informal organization.

In an organization, every one affected by an action or policy should be acquainted preferably beforehand, with the reasons for it. The rational for keeping employees informed is that desired behavioral response is more likely when every one is aware of what is going on and

the reasons behind them. It is not enough, of course, for employees to understand information transmitted to them; they must also accept it. This implies that they must have an opportunity to voice their opinions and questions, in face-to-face meetings if possible, and to have them listened to with an open mind.

Participative decision-making has strong motivating force. Basically, the motivating force of participative decision-making is developed from the fact that there is ownership in injecting one's own idea, values, and decisions into one's work. Ownership in this case means belonging to, pertaining to, or relating to one's self, and participation in the decisions concerning the work in which one is engaged.

Self assessment exercise

How are conflicts settled in your organization?

3.3 Organizational Behavior School

Outstanding authorities such as Munsterberg, Mayo, Maslow, McGregor, and others have made valuable contributions to management. Contemporary theorists, however, have noted that many assertions of the Human Relations School were simplistic, inadequate descriptions of work behaviour. (Griffin 1992: 53)

Contemporary behavioral management theory, generally referred to as "organizational behavior"', acknowledges that behavior is much more complex than the human relationists realized. As a field of study, organizational behavior is the term used to describe the systematic study of a person's behavior in an organization. It involves a study of the roles played by individuals in the organization and the relationship of individuals to each other. It attempts to explain how and why people in organizations, private or public, act as they do, singly and, in groups. It looks at the needs and actions of both managers and non-managers. It helps managers, whatever their level in an organization, with a sounder understanding of the problems actually encountered in managing and working with people. It also helps them realize the alternative solutions that are available when confronted by human relations problems within the organization.

Organizational behavior theorists take a holistic view of behavior by considering individual, group, and organization processes. The field of organizational behavior draws from broad, interdisciplinary base of psychology, sociology, anthropology, economics, and medicine.

3.3.1 Scope of organizational behaviour

Organizational behavior is an important element in contemporary management theory. The scope of organizational behavior includes such issues as:

- The formal and informal organization of the work-place; motivation and job satisfaction, leadership;
- The needs people seek to achieve in their work;
- Group dynamics;
- Communication;

- Organizational politics;
- Interpersonal conflict; the work environment;
- Delegation of authority;
- The overcoming of resistance to change;
- The creation of a harmonious climate for human relations;
- Principles of good supervision;
- The process of conflict resolution, organizational development and effectiveness.

3.4 Contributions and Limitations of the behavioural school

Generally speaking, organizational behavior school:

- focuses on employees' behavior in an organizational context;
- draws from an interdisciplinary base and recognizes the complexities of human behavior in organizational settings;
- provides important insight into motivation, group dynamics, and other interpersonal processes in organizations';
- focuses managerial attention on these same processes;
- challenges the view that employees are tools; and
- further the belief that employees are valuable resources.

Limitation of the behavioral school

- Human behavior is very difficult to predict. The effect of culture and religion among others, make generalizations about human behaviour in organizations difficult.

4.0 CONCLUSION

You have been informed that the Behavioural School is a reaction to the limitations of the Classical School. It focuses on human behaviour and human relations. However, this School is also limited by the fact that human beings are the most unpredictable of all the resources hence there is no single method of managing them.

5.0 SUMMARY

In this unit, you have learnt about the Behavioural theories of Elton Mayo, and Mary Parker Follet. You have also learnt about the Organizational Behaviour School. The Human Relations School of Elton Mayo and associates was criticized for being simplistic and has inadequate description of human behaviour**.**

6.0 TUTOR MARKED ASSIGNMENT

1. What are the differences betweenthe Human Relations School and the Organizational Behaviour School?

2. Explain MaryParker Follet's method of settling disputes.

7.0 REFERENCES AND FURTHER READING

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UNIT 9   THE QUANTITATIVE MANAGEMENT THEORIES

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1.0 INTRODUCTION

You should recall that we arrived at the conclusion that management is a science through the use of scientific method of enquiry. The quantitative management approach brings management closer to the natural sciences though the emergence of the management science and operations management schools. The quantitative management theory was not fully developed until early in the World War II. The school applies quantitative techniques to managerial problem solving and decision making situations. This section is to enhance your understanding of the contribution of the quantitative school in managing organizations.

2.0 OBJECTIVES

By the time you have studied this unit you should be able to:

- Explain the The Management Science Schools of thought and
- Desribe the key features of the Operations Management School.

3.0 MAIN CONTENT

3.1 The Management Science School

From the name, this school applied mathematical techniques or models to solving managerial problems. A mathematical model is a simplified representation of a system, process or relationship. Two men, Robert A Gordon and James E. Howe, were responsible for the general belief that more rigor was needed in managerial problem solving (Gordon and Howe 1959). This brought a change in the curriculum of business schools to more focus on quantitative issues. Examples of mathematical models of this school are: simulations, inventory control models and statistical decision theory. Another notable feature of this school is the use of computer programming for decision-making.

3.2 Operations Management School

Today, businesses have accepted the crucial importance of operations management. It is now a competing tool for the production of high quality, low-cost products through efficient management processes. Operations management is a bit less mathematical and statistically sophisticated than management science. Operations management techniques are generally concerned with helping organizations to perform more efficiently. Operations managers are responsible for producing goods and services. Operational strategies are also used in finance, information systems, marketing and even human resources management particularly human resource planning.

Operations management focuses on managing the process of utilizing resources in form of labour, capital, materials and equipment to produce goods and services. Operations management involves the planning, organizing and controlling processes for higher profitability and productivity.

Operation management previously known as production management has its origin in manufacturing. This started with the division of the production process during the early days of ancient craftsmen. Operations management requires being familiar with a wide range of discipline. It involves general management, factory and equipment maintenance management. The operation's manager has to know about the organizational strategic policies, basic material planning, manufacturing and production systems.

3.3 Contributions of the Quantitative Management Approach

The quantitative theories evolved during World War II. These theorists used tools such as queuing theory. The queuing theory is a model constructed to analyse the waiting time for grtting service to help managers. Project management is also a tool of the quantitative management school. Wengrzyn (2017), point out that the quantitative theories strive to combine classic management theory and behavioral science through the uses of statistical models and simulations.

The following are the contributions of the quantitative management theorists:

- The development of sophisticated quantitative techniques to assist in decision making;

- Application of models has increased awareness and understanding of complex organizational processes and situations;
- Quantitative management theory has been useful in planning and controlling processes.

3.4 Limitations of the Quantitative Management Theories

By now you should be thinking of the limitations of the quantitative management school. Three identified ones are:

- The two schools cannot fully explain or predict the behavior of people in organizations.
- Mathematical sophistication may come at the expense of other important human skills.
- In reducing real situations to mathematical models, a lot of unrealistic assumptions may be made.

4.0 CONCLUSION

The quantitative management school provides tools and techniques for solving problems in a scientific manner. Mathematical models are useful for concretizing ideas and provide clearly the relevant factors bearing on a problem and how they are interrelated. The models provide opportunities to see the results of changing scenarios or factors before they become real life problems.

5.0. SUMMARY

In this unit you have learnt about the quanttitative management school which fosusses on mathematical models of managerial situations. You also learnt about the Operations Management School which is concernd with production of goods and services.

7.0.TUTOR MARKED ASSIGNMENT

1. Explain the key features of the Operations Management school.

2. What are the contributions and limitations of the quantitative theories

8.0 REFERENCES AND FURTHER READING

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UNIT 10   THE SYSTEMS AND CONTINGENCT THEORIES

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1.0 INTRODUCTION

You live in an environment. Such an environment can be internal or external to your organization. Either way you take some things from the environment, for example education and you also give back some things like skills, abilities and attitudes. Since the 1960s managers have become concerned with the impact of business decisions and their effect on the total environment. The starting point of intervention is to see the organization as a system existing within a wider environment. So, what is a system? A system from the earlier explanation is a set of interrelated parts, which together make a unitary whole.

Your physical body is a system. Your car is a system. Your department could be a system or a sub-system of your larger organization. With your understanding of the system's concept, the next question is how do we apply the systems approach in organizations? The systems approach influences management practice by allowing for the visualization of an organization as an input, transformation process and output system. The next two sections expand on this approach. One of the aims of the early theories of management is to propose theories that could be applied to all situations. The contingency approach fits this paradigm as it allows managers to change their management approach according to the situation they operate in.

2.0 OBJECTIVES

The aim of this section is to help you understand the interrelationships among all the units of an organization. Specifically:

- You should also be able to use the systems approach in making decisions.

- You should know the right approach to use for any situation you face as a manager

3.0 MAIN CONTENT

3.1 What is a system?

In the management schools of thought studied previously, you have noticed that names have been associated with each school. Ludwing von Bertalanffy and Kenneth Boulding pioneered the systems theory between 1930s and 1950s. The question that should be in your mind is what is a system? The systems theory maintains that everything is related to everything else. Hence all systems have sub-systems. A sub-system is a part of the whole system. Your department is just a part of your organization. It can thus be regarded as a sub-system of the organizational system. Other sub-systems could be finance, personnel, stores, procurement and the library. A system can be open or closed. An open system interacts with its environment. A closed system does not interact with its environment. Systems also require synergy. Synergy means that combined and coordinated actions of the parts (sub-systems) achieve more than all the parts acting independently (Higgins 1991: 51). It is very easy for you to see the relevance of this theory in your organizations. Successful organizations have good leaders who co-ordinate all the units effectively.

Fremont and Rosenzwing (1972), extended the systems perspective to the internal functioning of the organization. They viewed an organization as a system consisting of several sub-systems for example, a social system. Understanding how these subsystems work, and how they interrelate, can help managers make better decisions. An organizational system or sub-system consists of four interrelated elements. These are: inputs from the environment; the transformation or throughput, the outputs and feedback. This is illustrated in the following Figure 10.2.
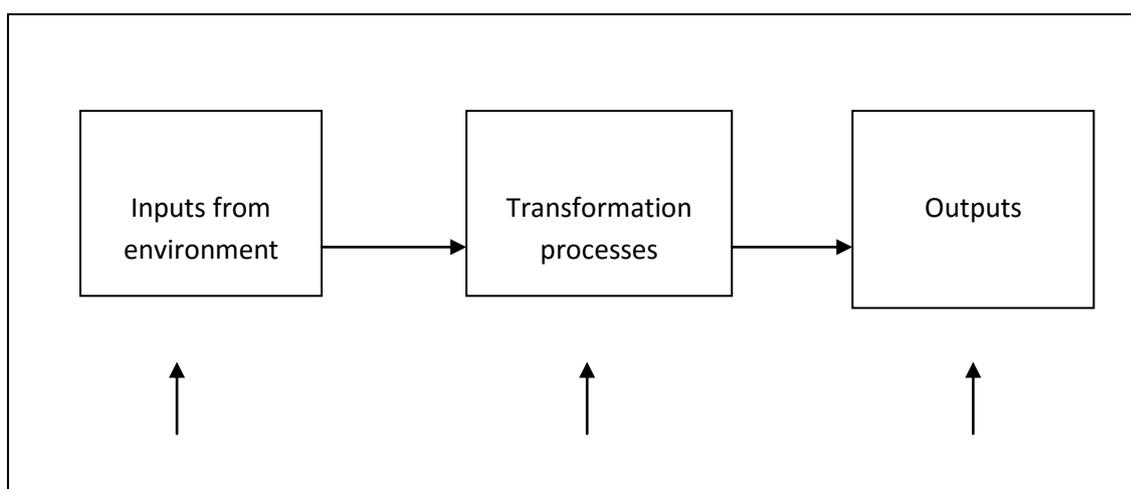

Figure 10..2   An illustration of an Organizational System

Source: Fremont and Rosenzwing (1972),

Inputs are the various human, material, financial, equipment and informational resources required to produce goods and services. Transformation processes are the organization's managerial and technological abilities that are applied in the changing of inputs to outputs. Lastly, outputs are the products, services and other outcomes produced by an organization.

3.2 Features of a System

This section further explains a system by discussing its features. In an organization, the main features of a system are: (Griffin 1990).

1. Components
   Components are the smallest meaningful units (elements) that interact with each other to fulfill the purpose(s) of the system.

2. Subsystems
   Subsystems are relatively smaller systems that exist within a large system. A subsystem is a set of components interrelating for a purpose.

3. Boundary
   The boundary may be a physical component such as the border of a country or the casing of a machine; or it may be an intangible zone such as the outer limits of a social group.

4. Flow
   A system has flows of materials, energy and information. These enter the system from the environment as inputs, undergo transformation processes (throughput) within the system and exit the system as outputs. An organizational system may consist of three fundamental elements:

   - Inputs
   - Transformation process (throughput)
   - Outputs

According to the systems view of organizations, first, inputs enter the systems from the environment. Next, through technological and managerial processes, the inputs undergo a transformation process. Outputs are then produced in the form of a product or service, profit or losses (even not-for-profit organizations such as government, hospitals, and universities must operate within their budgets), and information. Finally, the environment reacts to these outputs and provides feedback to the system (Griffin, 1990, p. 56).

5. Purpose

   The purpose of a system is the function it performs in relation to adjacent systems or a larger system of which it is a part.

6. Feedback

   In a system information is fed to the appropriate spot so that the work can be assessed and, if necessary, corrected.

7. Openness and Closeness

Systems vary in the range of inputs that enter across the boundary of an organization and the rate at which inputs can enter or outputs leave the system. Some system boundaries are relatively difficult to enter and others are highly easy to enter. In other words, systems can be described as relatively open or closed.

8. Equifinality

Equifinality is an open-system characteristic, which suggests that an organization can reach the same point through any of several routes. It also suggests that not every organization must start from the same place or use the same tactics to be successful. Social organizations can accomplish their objectives with diverse inputs and with varying internal activities. The concept of equifinality, therefore, negates the "one best way of achieving objectives" as suggested by the scientific management school.

9. Differentiation
Organizations that operate as an open system tend to grow. As they grow, they tend to specialize or get differentiated through their services and products.

10. Coordination
In an organization various functions of the components or sub-systems are coordinated in order to achieve the major objectives of the organization.

11. Equilibrium and Disequilibrium
Equilibrium is a state of stability or balance in a system. A social system, as an open system, is explained by continual interactions among its sub-systems. When there are no crises or new programmes and projects the organization is stable. On the other hand, disequilibrium, as opposed to the concept of equilibrium, is a state of instability or imbalance in a system. Changes in leadersh Changes in leadership sometimes bring disequilibrium to an organization.

12 .Synergy (Holism)
The "synergy" concept means that the whole is greater than its parts acting separately. The system itself can be explained only in totality. We are interested in the total success of an organization and not in a sub-unit success. Organizational members therefore need to work together.

Self Assessment execrcise

How would you describe your organization? Is it open or closed? Which of these systems' elements are applicable to your organization?

3.2. The Contingency Theory
The last section was on the Systems approach. You now know when you can use this theory. One of the aims of the early theories of management is to propose theories that could be applied to all situations. You would have discovered by now that none of the theories so far discussed has achieved this aim. Each has contributed to better ways of managing but none

can be applied in its totality to all organizations. Therefore in the 1970s, it became evident that a manager's action should depend or be contingent on the existing or prevailing situation otherwise known as the contingency approach.

The contingency theory is a problem-solving approach. It dictates that managers should consider the major elements in a situation before making a decision, determining what management style to use, determining how to structure an organization, or determining a plan or a budget. Managers can then base their decisions on experience and knowledge about any prescribed model that best suits the situation. This section aims at developing your flexibility in the application of the management theories based on different situational factors.

Fred E. Fiedler, a management researcher undertook the first major research on Contingency theory in 1967. He attempted to determine what style of leadership a manager should use in a given situation. Leadership styles have been characterized most commonly as either production oriented or people oriented. Depending on the degree to which leader-member relations are good, a task is well defined, and a manager has position power (authority of the job itself). Fiedler found that managers should exhibit varying degrees of concern for production and for people (Higgins 1991).

Paul Hersey and Kenneth H. Blanchard, management researchers and authors, have identified different factors on which a manager's leadership style should depend. They believe that the maturity level of the subordinate work group is the key factor and that leadership style should change according to whether subordinates have low, medium, or high levels of maturity. In this context maturity is defined as a combination of job skills and psychological maturity. Spurred on by research in leadership, research on contingency theory followed in strategic planning, personnel, and marketing. Thus, it became evident in the 1970s that virtually all management functioning is contingent on the elements of a situation (Bartol and Martin 1991).

 The contingency approach suggests that appropriate managerial behavior in a given situation depends on, or is contingent on a number of elements. Some of these factors could be the type of technology available, the degree of stability in the environment, and the degree to which organizational units differ from one another.

If you review earlier management theories you would see that it is difficult to find "one best way" to solve management problems. The contingency approach holds that universal solutions and principles cannot be applied to managing organizations. The best approach is to consider all relevant elements in every new situation. The contingency approach complements the other early theories. For example, if you consider the systems approach, you would see that how people, tasks, and management fit together; differ from one organization to the other. The contingency approach recognizes the systems approach and helps managers to choose the best way in fitting the interdependent elements together. In considering the situation you need to see the relationship among the various elements as recommended by the systems approach.

The contingency theory rejected the existing principles of organizational design-bureaucratic, scientific, administrative, and human relations management theories as either too universalistic or too prescriptive. Instead, they advocated searching for the situational patterns or relationships that determine organizational structure. Underlying this new approach is the idea that the internal functioning of organizations must be consistent with the demands of the organizational task, size, technology, or external environment and the needs of its members.

According to this theory, rather than searching for the one best way to organize under all conditions, investigators have more and more tended to examine the functioning of organizations in relation to the needs of their particular members and the external pressures facing them.

The major contribution of contingency theory to organizational design is its premise that there are a number of ways to solve problems and that situational circumstances are important. By providing a comprehensive account of these circumstances, which include the changes in the environment, the rate of change, technological constraints, and the requirements of a growing organization, contingency theorists are able to help managers make better decisions on improving, if not changing, their organizational performance.

4.0 CONCLUSION

The Systems and Contingency theories are good for modern day management as they can be applied to prevailing situations as necessary. The transformation process of the Syatems School cannot be faulted neither can the Contingency theory, as there is no best way to manage diverse situations.

5.0 SUMMARY

You have noticed that the systems approach is a much wider approach than the other earlier theories that we have discussed. The approach sees an organization like a motor vehicle engine with several subsystems. A car cannot move properly if the electrical sub-system or the mechanical sub-system fails to work. The functioning of one part affects the other. Systems approach enables each manager to act in cooperation and harmony with the others towards the achievement of the overall goals of the organization.

The contingency approach attempts to enhance a manager's understanding of how organizations can be managed under varying conditions and circumstances. Contingency views are directed towards the selection of organizational design and actions that are most appropriate for specific situations. You as a manager must recognize the interdependence of units within your organization and the effect of external environmental influences, before attempting to apply any of the concepts and ideas from the other management theories. You must carry out a thorough analysis of the situational factors, policies, rules and regulations that affect an issue before finalizing a plan of action.

6.0 TUTOR MARRKED ASSIGNMENT

1. What are the features of a Systems theory?

2. Is there a best way to manage an organization? Discuss

7.0 REFERENCES AND FURTHER READING

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MODULE 2

UNIT 11   MODELS OF PUBLIC SERVICE MANAGEMENT

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1.0   INTRODUCTION
The last three units discussed the Systems ans Contingency theories of Management. This unit deals with how all these theories can be used to provide services in the public service. It also deals with the management models and practices that have been found to be effective in providing government services. Some of these principles were propounded by early management theorists such as Henri Fayol and Max Weber (Koontz et. al., 1983).

You know that knowledge is ever expanding; hence new ideas came up to build on these early theories. This new idea is called the New Public Management. The basic theory of the New Public Management is that certain management models and practices utilized in the private sector should be applied in the public sector to make it more efficient-driven.

2.0   **OBJECTIVES**
After studying this unit, you should be able to:

(b)   Define the concept New Public Management;
(c)   Enumerate the New Public Management techniques.

3.0   MAIN CONTENT

   3.1 Origins of Public Management
Shafritz and Russell (2005), recount the origins of public management as dating back to the beginning of civilization. Primitive tribes had the sense to organize themselves against attackers. This, as you know, requires a leader, a chief or a warlord to whom people look up to for a sense of direction. Of course, one man cannot rule a tribe alone. Hence, the leader also had a retinue of lieutenants that assist in keeping the tribe together in peace time and

defend the tribe in war time. As tribal villages grow into cities more sophisticated system of administration had to evolve. The early principles of hierarchy, line and staff, logistics and communication evolved through the need to defend tribes against attacks (Shafritz and Russell, 2005).

The same authors pointed out that ever since the time of ancient Rome, young men have viewed a start of service as a military officer as a logical prelude to serving in the larger public service or be a political office holder. The essence of this section is to show you that the origin of public service lies in the military and the need to maintain and protect the tribal territories.

3.2 New Public Management Models

Before discussing the new public management models, it is important to define the concept. The last section, you would recall, was on the theory of bureaucracy. Your experience would have revealed to you that having rules alone does not make for organizational effectiveness. Other techniques are required. This led to the introduction of New Public Management.

The new public management (NPM) is a management philosophy used by governments since the 1980s to modernize the public sector. NPM is a broad and very complex term used to describe the wave of public sector reforms throughout the world since 1980s. The basic theory of NPM is that more market-oriented approaches in the public sector will lead to greater cost-efficiency and effectiveness. It introduced competition into the public sector. The main models of NPM to be discussed in this section are:

(1)   Performance management
(2)   Decentralization
(3)   Benchmarking
(4)   Total quality management (TQM)
(5)   Public private partnership (PPP)

3.1.1   Performance Management

You may have realized that getting employees to perform their assigned duties is the problem of every chief executive of an organization. This is more pronounced in the public service. To ameliorate this inertia the performance management technique has been proposed. Its objectives are (Fagbemi, 2006) to:

(1)   ensure the continuous relevance of an organization's mission;
(2)   ensure managers have the capacity to derive goals from the mission statement;
(3)   equip managers with the capability of deriving short-term objectives/targets from the goals of the organization;
(4)   use target setting, accountability, performance standards and measures to enhance employee performance;
(5)   equip managers with skills to appraise and review organizational and individual performance;
(6)   use reward as incentive for high performance.

These objectives provide the framework of performance management.

3.1.2 Decentralization

Another performance management technique you need to know is decentralization. Decentralization is the dispersion of power among the various machineries of government to enable an increasing number of people identify with the nation's social, economic and political choices. It is the transfer in varying degrees of power, functions, responsibilities and resources of the state from the centre to autonomous regional, provincial, local authorities and other agencies of the central government. In Nigeria, the central government is the federal government.

3.1.3 Benchmarking

A benchmark is a standard or point of reference. Benchmarking is a useful tool for comparing the performance between and among organizations or different units of an organization. The aim is to identify best practices which can be emulated by other organizations or units as the case may be.You can think of problems that your organization have tackled well, the methods of which can be useful to other organizations. This technique was used in the United Kingdom Department of Employment, in its contract branch, to provide continuous improvements and planned innovation in its operation (Kaul, 1998).

Kaul (1998) suggests the following benchmarking process:

(1)   Plan – Design a programme around a key process.
(2)   Measure – Establish the benchmark and current performance.
(3)   Analyze – Find the best practices and identify areas for improvement.
(4)   Implement – Implement best practices.

3.1.4 Total Quality Management (TQM)

You probably have heard of the acronym TQM. It has become a popular technique in both private and public sector organizations. This technique is directly related to improving the delivery of public services. Its emphasis is on:

(a)   High quality service/product; and
(b)   Customer satisfaction.
Qualify refers to the degree of excellence in producing a desired output or service. It is characterized by zero tolerance for errors or dissatisfaction (Deming, 1986). TQM is a structure system of meeting and exceeding customer needs. Customer satisfaction is the primary goal and ultimate measure of quality in any public service organization.

An aspect of TQM that you need to know is the Quality Improvement Principles of Deming. Deming you would recall was one of the proponents of the TQM theory.

The Deming's (1986) quality improvement principles are:

  1.   Create constancy of purpose – everyone must clearly understand the mission of the organization and his/her role in achieving it.

2. Adopt the new TQM philosophy – We can no longer live with commonly accepted levels of delays, mistakes, defective materials and defective workmanship.
3. Cease dependence on mass inspection. Require instead, statistical evidence that quality is built in.
4. End the practice of awarding business on the basis of a price tag.
5. Find problems. It is management's job to work continually on the system.
6. Institute modern methods of training on the job.
7. Institute modern methods of supervision of production workers. The responsibility of the foreman must be changed from numbers to quality.
8. Drive out fear, so that everyone may work effectively for the company.
9. Break down barriers between departments.
10. Eliminate numerical goals, posters and slogans for the work force, asking for new levels of productivity without providing new methods.
11. Eliminate work standards that prescribe numerical quotas.
12. Remove barriers that stand between the hourly worker and his right to pride in workmanship.
13. Institute vigorous programmes of education and training.
14. Create a structure at top management that will push everyday, all the above 13 points.

3.1.5 Public Private Partnership (PPP)

Another NPM technique that you may have heard about is public-private partnership. This, as the name implies, is the working together of the public and private sector organizations to achieve the goals of national development. This type of partnership could be in the provision of health, educational services. It also includes the various outsourced services in the Ministries, Departments and Agencies (MDAs).

PPP can be helpful in:

- Mobilization of private funding for public services. For example, the organized private sector in Nigeria is expected to pay a certain amount of their profit as Nigeria's Education Tax Fund.

- Policy Monitoring Evaluation – Private sector organizations such as the Lagos Chamber of Commerce and Industry; Manufacturers Association of Nigeria; etc. monitor the implementation of government.

- Development of Technology – The private sector develops technology that is used in the public sector, such as ICT technologies.

Problems of PPP

Loafer (1999) identified some problems of PPP. Some of these are listed for your information.

1. There is the politicians' fear of losing control over policy making, if the private sector is permitted too much involvement in governance, there might be conflict of interest.

2.   Consumers or customers may bear the brunt of too much closeness between the policy makers and service providers, through high-price exploitation.

3.   There might be unclear responsibilities and accountability especially information hoarding by the two parties.

4.0   CONCLUSION

From what you have read in this unit, you can see that public sector managers require new techniques and practices to perform in the first century. While the old schools thought cannot be completely jettisoned, the new public managemen tmodels have to be integrated. This integration will enhance the achievement of the functions of the civil service.

5.0   SUMMARY

This unit discussed the origins of public management as rooted in the primitive tribes. It also touched on the early principles of management such as Henri Fayol's principle in which the new public management techniques were built. The new management models, you would recall are management practices and techniques utilized in the private sector which can be applied in the public sector . Those discussed are: Performance Management, Total Quality Management, Decentralization, Benchmarking, and Public Private Sector Partnership.

6.0   TUTOR-MARKED ASSIGNMENT

1. Explain Deming's fourteen principles of Total quality management.

2. Discuss the objective of Perform Management technique.

3. Explain the use of Benchmarking and Public Private Sector Partnership in the public service.

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MODULE 3: PUBLIC PERSONNEL MANAGEMENT PRACTICES

UNIT I2   THE CONCEPT OF PUBLIC PERSONNEL MANAGEMENT

TABLE OF CONTENTS

1.0 INTRODUCTION

You know that employees cannot achieve organizational goal without resources. However, to the chief executive of an organization, the employee himself/herself is a resource. The management of which is termed Personnel or Human Resources Management. We shall stick to the term Personnel Management.

Personnel Management is concerned with the effective acquisition and development of employee's skills, knowledge and experience to achieve the goals of an organization. The concept of human resources management is fast taking over the use of the term personnel management but irrespective of the name, they both deal with the people resources.

Depending on the size of the organization, the personnel function could be carried out through a department or a division under the Administration Department. In the Federal Civil Service, the personnel function is currently a division under the Administrative Department, usually headed by a Deputy Director.

2.0 OBJECTIVES

After studying this unit, you should be able to

   (a) Define Management and Personnel Management
   (b) Define Public Personnel Management
   (c) Explain the Scope of Public Personnel Management

(d) Explain the Structure of Public Personnel Management in Nigeria

3.0 MAIN CONTENT

3.1. Meaning of Management and Personnel Management

3.1.1 The Definition of Management

There are many definitions of Management in the literature. The simplest definition of Management is that given by Mary Parker Follett, which defines management as "the art of getting things done through people" (Stoner, James and Freeman 1992).

Management is also seen as some interrelated activities commonly referred to as the functions of Management. From this perspective, Management is defined as a process of planning, organizing, leading and controlling organizational members and using all available resources to reach stated organization goals (Stoner, and Freeman 1992).

Obisi (1996) gives many definitions of Personnel Management. Personnel Management is concerned with the procurement, development, compensation, integration and maintenance of the personnel of an organization for the purpose of contributing towards accomplishment of the organizational goals and objectives (Flippo 1979).

The Chartered Institute of Personnel Management, United Kingdom defines Personnel Management:"As an integral but distinctive part of Management personnel management is concerned with people at work and their relationships with the enterprise". It also sees Personnel Management as the responsibility of all those who manage people as well as being a description of the work of those employed as specialists. Every manager with subordinates will at one time or the other performs Management functions(Chatered Institute of personnel management U.K, 2011).

According to Yalokwu (2002), personnel management is a management function which involves various activities designed to foster the effectiveness of an organisation's workforce in achieving its goals and objectives. This definition suggess that personnel management involves certain activities targeted at the effectiveness of the workforce with the overall aim of helping and organisation achieve its goals and objectives.

Therefore, for our discussion, we can adopt the definition that Personnel Management is the process of assuring that competent employees are acquired, developed, utilized and rewarded for achieving organisation goals and objectives. (Eniaiyejuni 2006)

3.1.2 Importance of Personnel Management.

The importance of personnel management lies in the fact that effective performance of personnel management functions brings about:

(i) Adequate supply of trained employees to man available jobs in the organisation, and match-up with the pace and complexity of change.
(ii) Satisfaction and retention of employees, through improvement in quality of work life.

(iii)Elimination of productivity crisis (Eniayejumi 2006).

3.2. Definition of public and civil services.

In any economy, there are usually three major sectors, which are:

1. The public Sector
2. The private sector
3. The Non-Government or Not-for profit organisation (NGOS) or Community based Organisation and fa ith-based organisation.

Each sector has its own peculiarities in managing its employees that makes it different from the other sectors. This course is concerned with the public sector only. The private sector is that part of an economy in which goods and services are produced by individuals and companies as opposed to the governement controls the public sector.

The word public means the people of the nation. In a country where natural resources are owned by the people and not individual who find the natural resources in their land; the public owns the natural resources. The public sector can also be considered as the governement sector as opposedd to the private sector, consisting mainly of the government and government – owned enterprises whether at the Federal, State or Local levels (Afolabi 1991). Afolabi(1991), further explains that the public sector as an economic agent, is acting on behalf of everybody to manage all economic resources owned for the benefit of all, hence all resources are harnessed and utilized by the governement on behalf of the public.

The is therefore a system made up of governement and employees that serve members of the public through the provision of goods and services. These services are usually referred to in Economics as Public good. The term public service has other meaning. It also refers to the services provided directly or indirectly by a government to its citizens. A government can award the construction of a road or drilling of oil to a private company. This service is still being provided by the government. The term is also a generic name for both the civil service and the parastatals or public enterprises combined. These are currently being described as Ministries, Departments and Agencies (MDAS).

The public sector is the portion of the economy that is controlled and managed by the government. It includes the workers employed in national and Local governements. It equally covers undertakings that engage in the production and supply of services which the private sector may not be able to invest in (www.answer.com/topic/publicsector). The public sector in Nigeria is made up of:

- The Judiciary
- The Legislative
- The Executive
- Ministries
- Ministries Department
- Parastals or Public Enterprises
- The Armed Forces
- The Rara Military Organisation
- The Police

The Office of the Head of Civil Service, defines the Civil Servant as a body of men and women employed to ensure that the polices and programmes of any government at any particular time are carried out. The Civil Servant is simply, someone employed by the Civil Service Commission and paid by the governement out of government subvention.

3.2.1. Characteristics of the Civil Service

The Civil Service:

1. Is non-partisan
2. Is made up of experience men and women with technical and professional know
   – how to enable it implement government policies and programme
3. Is indispensable since it ensures the continuity of government
4. Operates under rules and regualations
5. Has a number of ministries, Department and Agencies (MDAS)

The Civil Service is a major instrument used by Government to implement its policies. It consists of the political class and bureaucrats of varying professions and technical capabilities. The Civil Service is very important in Public Personnel Management since other Agencies of governement, such as parastatals, policy, armed forces and para-military organisations are also being guided and controlled through thee Civil Service.

The functions of the Civil Service include:

- Managing the public service.
- Contribution to the formulation of government polices by providing information to ministries/commissioners to enable the make the right decisions.
- Giving objective advice to ministers/commissioners on the implications of policy options.
- Supporting ministries in explaining government polices through preparation of draft memo and advice.
- Civil Servants represent their Department/agencies in external discussion with members of the public and international organisation.
- Providing continuity through professionalism.
- Protect public interest.

Self Assessment Questions
1. List five characteristics of the civil service.
2. Enumerate five functions of the civil service.

3.3. Concept of Public Personnel Management

Public personnel management refers to the management of the human resources in public service or public sector from recruitment to retirement. Wendel (1974) defines Personnel Management as the recruitment, selection, development, utilisation of human resources organisation.

From these definitions, it is clear that Personnel Management is concerned with managing the people resources, in an organisation setting. The people resources of course the most important resources as all utilization of other resources, depend on their effectiveness.

Public Personnel Management is carried out in the three arms of government, which are: the Executive, the Legislative and the Judiciary. Chapters V and VII of the 1999 Constitution comprehensively state the functions of the Executive, the Legislative and the Judiciary.

The President, the Head of State and Commander – in Chief of Armed Forces is the Chief Executive of the Federal level while the Governor is the Executive at the State level. The Chairman of the Local Government Council is the Chief Executive of the Council. This is what is referred to as three – tier government.

The Federal Level

At the Federal level, there is the Federal Executive Council headed by the President. There is also a vice-President and ministers at the Federal level. Equivalent posts in the states are the Governor, Deputy Governor and the Commissioners at State level. In addition to the Ministers and Commissioners there are a number of Special Advisers to both the President at the Federal and the Governors at the State level. The functions of the President and the Governors are carried out through the Federal Civil Service and State Civil Services respectively. At the Local Government level, the Chairman has at least three supervisor Councilors from among the elected Councilors to assist in running the Local Government Administration. There is also a Local Governement Service at the State at every Local Government area.The is responsible for making laws. It consists of the Senate and House of Representatives. The Senate consists of three Senators from each State and only one for the Federal Capital Territory. There is a house of Assembly in the State.

The Judiciary

At the Federal level there is the Supreme Court which is the highest court, the Court of Appeal, the Constitution Court, the Federal Capital Territory.In the State there is the High court, the Customary court of Appeal and Sharia Court of Appeal. There are also Election Tribunal and Election Appeal Tribunals.

Government Ministries

At present there are Ministries at the Federal level. There are also Extra – Ministries Department headed by Chairman. Among them are the Federal Civil Services Commission, the Economics and Federal Crimes Commission, the Indepent National Electoral Commission. There are many Parastatals at both the Federal and State levels. There are organisations that are wholly or partially owned by Government for the purpose of Producing either goods or services.

4.0. CONCLUSION

The civil service is different from the private sector in terms of the conditions under which the personnel of the both sectors work. The civil service personnel management practices sometimes affect both the public and private sectors for example, the Federal Government policy of contributory Pension Scheme in Nigeria, applies to both sector. It is therefore important for the civil service to have an effective public personnel management.

5.0. SUMMARY

The unit is on the concept of public personnel management as distinct from private sector personnel management. A major difference is the pletoria of orgnizatios involved in personnel management in the public service. In the private sector personnel management are conducted by the personnel department of an organization, the top management team and the Board.

6.0. TUTOR MARKED ASSIGNMENT

1. Explain why Public Personnel Management is important in the public service.
2. Identify the differences in personnel management in the public service as compared to the private sector.

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MODULE 3

UNIT 13   LABOUR MANAGEMENT RELATIONS IN THE PUBLIC SERVICE

TABLE OF CONTENT

1.0.   INTRODUCTION
In the last unit you leartn about public personnel management.Harmonised relationships constitute a significant factor in effective organisational performance. The major players in Public Personnel Management are the employees, the management team and the government. Any disharmony between any two or among the three automatically leaves the organisation worse off in terms of productivity. This unit focuses on three major aspects of Industrial Relations. These are the concept of labour management relations; the origin of Trade Unions and principles of collective bargainning.

2.0.   OBJECTIVES

After studying this unit you should be able to:

   (a)   Define Labour/Industrial Relations
   (b)   Explain the Concept of Labour/ Industrial Relations
   (c)   Explain the origin of Trade Unions
   (d)   Enumerate the Principles of Collective Bargaining

3.0.   MAIN CONTENT

3.1. Concept of Labour/Industrial Relations

Yesufu (1982), defines Industrial Relations as the whole web of human interraction at work which is predicated upon, and arises out of the employment contract. Eniaiyejuni (2005), defines Industrial Relations as relationship between management and labour: labour and labour: labour and the state: with the aim of attaining and sustaining increased productivity and industrial harmony Eniayejuni(2006), further explains the components of industrial relations as:

- The contractual obligation between employee and the employer
- Joint decision – making
- Joint problem solving
- Group grievances
- Industrial grieveances
- Employee welfare

For successful Industrial Relations, there must be:

(1) Negotiating machineries such as workers, unions and their representatives, as well as of Management or Government.

(2) A Joint Consultative Committee as a forum where Management and Staf can discuss issues of staff welfare, productivity improvement and others (Von Olter,2002).

The study of Labour – Management Relations refers to the rules and policies which govern organised employment, how these are established and implemented, and how they affect the needs and interests of employees and employers.

3.2. History of Trade Unions

3.2.1. The Origin and Growth of Trade Unions

KirkPatrick (1985), defines a Trade Union as a group of workers either of the same or of different trades who join together to bargain with employers using the principle of collective bargaining for fair wages and better worker conditions.

Trade Unions in Nigeria started as an Association of workers. The first of this was the Association of Guilds of Self employed Handicraft workers. The Guild is a society of people with similar jobs, interests or aims. It started as Association of Merchants and skilled workers e.g. Guld of Capenters and Medical Guild.The main function of the Association is to organise material assistance in cases of difficulty and regulate practices. These Guilds transformed into modern Trade Unions The history of Trade Unions started in 1893, ie existed in Lagos as a Mutual Aid Provident and Improvement Association. In 1911, the Lagos Merchantile Clerks Association was formed to Safeguard the interest of clerks working for the merchantile houses in Lagos (Fapohunda 2002). The formation of Trade Unions in Nigeria was instigated by the formation of Trade unions in Sierraleone which was the headquarters of the British Administration in West Africa. This results in the formation of the Nigerian Civil Service Union which was innaugurated on August 19, 1912 (Ananaba 1970). The Union later changed its name to the Nigerian Civil Service Union after the third and final amalgamation of the Protectorates of Northern and Southern Nigeria which gave bith to modern Nigeria (Fapohunda 2002).

In 1931, the Nigerian Union of Teachers was formed. The establishment of the NUT at the time was significant because the formation required a lot of efforts to organise a nation-wide Union when communications were very difficult. The NUT was formed as a result of dissatisfactions with teachers' conditions of services. Their objectives include:

I.   Improvement service conditions

II. Enhancing security of teachers tenure

III. Raising educational and professional standards of teacher

Also in 1931, the Railway Workers Union was formed by the Technical Section of Railway Workers which broke away form the Nigeria Civil Service Union. In 1938, the Trade Union Ordinance was passed and this gave recognition to the existence of Trade Unions in Nigeria. The Ordinance stipulated that five (5) or more members could form a Trade Unions and that any two (2) or more registered Trade Unions could, with the consent of not less than 2/3 of the members of each Union become amalgamated as one Trade Union. The law prohibited persons in the Nigeria Police Force or Native Authority Police Force or in the Prisons Department in the Country from participating in trade union activities. The law laid down the mode of registration and obligations of the Unions in terms of their relationships with employers.

Fapohunda (2002) also states that as a result of the world War II situation, the Government enacted the General Defence Regulations Act which outlawed strikes and lockouts during the War. The implication or interpretation of this by Unions was that there was a suspension of Trade Unionism. Therefore Unionists and Nationalist Leaders collaborated to form the Trade Union Congress of Nigeria (TUCN), which grew in number rapidly due to intensified industrialization and, nationalisation of public utilities, the establishment of a Labour party e.t.c.

The enactment of the Trade Union Ordinance and the example of the Railway Workers' Union encouraged workers in other Government departments and industries to form Unions and seek registration in order to secure legal authority to engage in collective bargaining with their employers. By December 1941 a total of 41 Unions with a total membership of 17,521 had registered under the Ordinance. Notable among these were the Post and Telegraphs Workers' Union, the Nigeria Marine African workers' Unions. Up to this period, the Unions were acting on individual basis defending their individual interests except where they coincided with other Sister Unions.(Fapohunda 2002).

3.2.2 The Establishment of a Central Labour Union

Nigeria was colonised by Britain. In the former British Territories Unions were encouraged to grow on the basis of the common interest of a group of emplyees of a particular employer. It is argued that following British experience, political and ideological factors were generally discouraged as an appropriate basis for Union Organisation. Thus the formation of Unions reflected the structural characteristics of employment. The result of this is that a small number of large Unions catering for employees in the Government and Public Services as well as major enterprises such as mining, generally developed side by side with a large number of small enterprise unions.

The aims of the Trade Union Congress of Nigeria(TUCN) are to:

1. Unite Unions into one body
2. Dealing with general Labour problems
3. Establish Worker's Newspaper
4. Build a Secretariat

5. Have a Labour College at Ilorin

From 1948 to 1980, several coalitions and break ways dominated the Trade Union history. In 1980, a second Nigeria Labour Congress emerged. The birth of the second NLC did not receive the blessing of the Government, which felt that it was going to form an opposition to its policy of labour restructuring and control. The Federal Government through the Trade Labour Union (Central Labour Organization) (Special Provision) Decrees No. 44 of 1976, cancelled the registration of existing Labour Organizations and placed embargo on the registration of new NLC. An Administration of Trade Unions was appointed to form a single Central Trade Union. This was the beginning of an incessant intervention of Government in Labour matters.

3.2.3. Problems of Central Trade Union (CTU)

1. The Incessant Government Intervention constituted a major impediment to the success of CTU. It did not allow for issues of common interest to be addressed. Trade Unions exist only at the will of the Government. The Muritala/Obasanjo regime banned Labour Unions from affiliating with other International Labour Organizations (ILO).
    i.   The Buhari/Idiagbon regime was hostile to the use of strike as a weapon of getting demands by Trade Unions.
    ii. Government treated NLC as one of its parastatals by giving it subvention.
    iii. During the Babangida Regime, Michael Ogunkoya was appointed as the Sole Administrator, after the Benin Delegates Conference of 1988.
2. Individual ambitions of members and leaders.
3. Multiplicity of Unions –hence making it easy to play one group against the other.
4. Private Sector Unions were encouraged by their employees, not to have anything to do with the Central Union.

5. Too many splits and mergers.
    Self-assessment exercise.
      1. Discuss five problems of Trade Unionism in Nigeria
      2. Are Trade unions necessary in an organization? Give five reason;

3.3. The Concept of Collective Bargaining

Eniayejuni (2005), explained the origin of the Term Collective Bargaining. He states that the term "Collective Bargaining" was first used by a British couple Sidney and Beatrice Webb in 1891. The couples equate Collective Bargaining with individual Market Bargaining, where you bargain for the price of what you want to buy. This view was challenged by Flanders(1975) when he contends that Unions do not sell their Members Labour but rather enter into a joint rule making process. In 1981, ILO explains that Collective Bargaining extends to all negotiations which take place between an employer's organization on the one hand and one or more workers organizations on the other hand for the purposes of :

(a)   Determining working conditions and terms of employment

(b)   Regulating relations between employers and workers

(c)   Regulating relations between employee organizations and their employers' organizations (Faphunda 2002).

Fashoyin (1992) defines Collective Bargaining as the machinery for negotiating and discussing, whether formal or informal, between employer(s) and workers representatives, aimed at reaching mutual agreement or understanding of the general employment relationship between both parties.

All these definitions point to the fact that Collective Bargaining is about identification and protection of the interests of both the workers and the employers. It deals with reconciling conflicting interest, and jointly agreeing on rules, practices, and procedures that govern the way such interests and issues should be redressed.

Anderson (1981), in Eniayejuni (2005), lists items that can be bargained for collectively in an employee-employer relationship. These are:

- Terms and conditions of employment
- Engagement or non-engagement or even termination and suspension of employment
- Matters of discipline
- Membership or non-membership of a Trade Union on the part of the worker
- Machinery for negotiation or procedures of negotiation

The aim of Collective Bargaining is to reach Agreement; or common understanding on issues. It is therefore aimed at bringing about Industrial Harmony. Collective Agreement is defined by ILO (1989) as agreements in writing regarding working conditions and terms of employment concluded between an employee, a group of employees and one or more

employer' organizations. In the absence of such organizations, the representative of the workers duly elected and authorized by them in accordance with national rules and regulations can act on their behalf. These agreements have advantages for workers and employers:

For Workers

1. To maintain and improve working conditions
2. To determine terms and conditions of employment
3. To give employees opportunity to participate in the management of their organizations
4. To institutionalize the grievances and dispute settlement procedures

For Employers

1. To save the cost of negotiating with each worker
2. To simplify salary administration system
3. To foster industrial harmony
4. To ensure the observation of jointly identified rules
5. To establish a grievance procedure which prevents the management from unfair treatment of employees

3.4 Legal Framework for Collective Bargaining in Nigeria

In Nigeria, Collective Bargaining is regulated by the following statutes:

1. The Trade Unions Act of 1973 – Sections 22 and 23 of the Act provide for conditions under which a compulsory recognition of a Union should be allowed by an employer e.g. majority of employees as members.

2. Trade Union Amendment Act of (1978) repealed sections 22 and 23 of Trade Unions Act of 1973. Sector 22 of the new act provides that, where there is a Trade Union, it shall without further assurance on registration be entitled to recognition by the employer. The condition for registration of a union is that at least more than one employee belongs to the Union.

3. Trade Disputes Act of 1978: This Act makes it mandatory for any Collective Agreement to be deposited with the Minister of Labour. It also provides that the Ministers or any party to a Collective Agreement may qapply to the Natural Industries

Court for the purpose of interpreting, any term or provisions of the Collective Agreement.

4. The Wages, Boards and Industries Council Acts of 1973: This Act provides for the use of Collective Bargaining in determining wages in Nigeria. Section (18) of Act stipulates that employers and workers in an industry may establish a joint Industries Council for the purpose of negotiating and rreachhing agreements. Relating to negotiation matters.

5. Trade Unions Amendment Act Cap 437 LFN (Laws of the Federal Republic of Nigeria – 1996 No 426).

6. Trade Unions (Amendment) Act 2005 LFN

4.0. CONCLUSION

Conflict and desputes are inevitable in any organisation. Peaceful resolution of conflicts is a much better alternative than resort to strikes and lock out; Adherence to laid down dispute/conflict settlement procedure goes a long way in ensuring harmonious workplace relationships. Collective Bargaining is a tool for settlement of disputes and formal discussion of issues that are given to workers and management. As much as possible top management team should practice good governancce that reduces disputes and conflicts.

5.0. SUMMARY

In this unit, Industrial relations refer to the whole web of human interactions at work, which is predicated upon, and arises out of the employment contract. The history of Trade Unionism in Nigeria was discussed. The idea of trade unionism was instigated by the formation of Trade unions in Sierraleone. The military regime reduced the powers of the Trade Unions during their tenure by treating it like a government parastatal. The advantages of Trade unionism to the workers and employers were discussed.

6.0. TUTOR MARKED ASSIGNMENT

1. Explain briefly the history of Trade Unionism in Nigeria?
2. Discuss how workers and employers can get the best out of Trade Unionism.
3. Explain the term 'collective Bargaining'

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MODULE 3

UNIT 14 PERFORMANCE APPRAISAL OF PUBLIC SERVANTS

TABLE OF CONTENT

1.0.   INTRODUCTION

Performance appraisal systems began as simple methods of income justification – a tool to decide whether or not the salary or wages of an individual employee was justified. But this traditional emphasis or reward outcomes was progressively rejected. In the USA, around the 50s, the potential usefulness of appraisal as a tool for motivation and development was gradually recognised. Whatever the history may be, appraisal is both inevitable and universal. In the absence of a carefully structured system of appraisal, people will tend to judge the work performance of others, including subordinates, informally and arbitrarily with little chance of ensuring that the judgements made will be lawful, fair, defensible and accurate.

Periodically, performance reviews have now become very critical, they help supervisors feel more honest in their relationships with their subordinates and feel better about themselves in their supervisory roles. Subordinates are assured clear understanding of what's expected

from them, their own personal strengths and areas for development and a solid sense of their relationship with their supervisor.

2.0.   OBJECTIVES

After studying – this unit, you should be able to:

(a)   Define performance Appraisal

(b)   Apply the methods of Performance Appraisal

(c)   List the Techniques of Performance Appraisal

(d)   Critically examine the problems of Performance Apprisal

3.0 MAIN CONTENT

3.1 Performance Appraisal Concept

Performance Appraisal (PA) has been called by many names which include, performance evaluation, performance rating and merit rating. PA has been described as any personnel decision that affects the status of employees regarding their retention, termination, promotion, transfer, salary increase or decrease or training and developmental purposes. It can be described as an evaluation carried out to determine the quality or value of a person's skills or ability in carrying out a prescribed job, task or activity in an organisation.It can also be defined as a structured formal interaction between a subordinate and supervisor, that usually takes the form of a periodic interview (annual or bin-annual), in which the work performance of the subordinate is examined and discussed, with a view to identifying weaknesses and strengths as well as oppurtunities for improvement and skills development. It is a process of summarising, assessing and developing the work performance of an employees, it refers to :

- All periodic written assessment of job performance measured against responsibilies, goals and/or tasks, specific duties assigned agreed to as well as identification of strengths and weaknesses demonstrated by an employee.
- A regular and a continous process by which the quality, quantity and levels of performance and the various factors that influence performance are assessed and evaluated.

PA is an integral part of an orgainsation's performance management system, which is the process of managing the achievement of the organisations mission. Buzzle.Com (2011),

explains thay a fair and just evaluation criteria ensure that performance appraisal achieves the goal of identifying industrious employees and encourages meritocracy through a system of compensation that is commensirate with performance.

PA can be based on objective or subjective criteria. Objective evaluation is based an factors that can be quantified or measured. This type of evaluation reduces the issue of victimization by the superior officers. Examples in the public service could be: number of complaints against the officer, number of days the employee is absent from work; number of publications etc. Subjective evaluation, on the other hand is based on criteria that cannot be qualified such as reliability, punctuality, quality of work, relationship with the public, among others.

In order to minimise inconsistencies in whatever criteria are chosen by an organisaton, the raters as well as employees need to be trained in performance appraisal system adopted by an organisation.

3.2 Objectives of Performance Appraisal

The objectives of Performance Appraisal are among others, to provide:

- A dynamic, interactive process for identifying and achieving orgainsational objectives by focusing on individual contributions that promote mission accomplishment
- Supervisors and managers with a basis for making decisions regarding paying, training, promoting, reassigning, retaining, reducing in grade, or removing employees;
- Supervisors with a medium, for conveying meaningful feedback to employees about their performance and how to improve it; employee appraisal or employee evaluation.
- An appraisal of the growth potential of an employee, with a view to providing the organisation with information that not only lead to positive actions but also ensures that individuals are provided with neccessary feedback for performance improvements, personal growth and job satisfaction.

- Employees with an opportunity to participate in defining critical results that facilitate mission accomplishment as well as understand their strengths and weaknesses with respect to the job performed over a period of time;

- Reconsideration procedures for employees who are dissatisfied with summary ratings;

- A mechanism for increase communication between an employee and his supervisor while enabling the employee to internalise the cultural norms and values of the organisation which helps in development identiy and commitment;

- Improvememt in the management of staff resources by helping employees realise and fully utilise their potentialas while trying to achieve organisational goals;

- A veritable instrument for establishing and upholding the principles of transparency and accountability; and

- Managers with a better understanding of employees anxieties hopes and aspiration with a view to assisting with a view to assisting them in planning their career and meeting their personal goals.

Self Assessment Exercise

1. Define performance Appraisal.

2. Discuss five objectives of performance Appraisal.

3.3   Methods Of Performance Appraisal

The most commonly used method of performance appraisal is the superior ratings, which could be open or closed.   The closed appraisal method is otherwise known as the confidential type. In the confidential type, assessment of performance is not communicated to the employees. Whereas in the open method, the employee reads and agrees to whatever has been written on him. The federal public service adopts the open system. The ratee can also challenge the ratings by the superior officer.

Other methods of apprasail are:

- **Self –Rated Performance Appraisal:**   In this method, employees rate themselves on the organisational performance appraisal criteria. The superior

officer then uses these ratings as basis for the performance evaluation review meetings. Disagreements between the boss ratings and the subordinate can be resolved, otherwise the subordinate puts his views in writing.

- **Peer Rated Performance Appraisal:** Employee's colleagues could be formally directed to rate an employee's performance. In Nigeria, this is done mostly in an informal manner.

- **Tests:** An objective way of assessing employee performance is by tests either organised in house or conducted by performance appraisal consultants.

- **Critical Incident:** These are reports by supervisors on action of employees that are effective or ineffective. Critical incidents focus on behaviours not on results. An employee that prevented an organisations money from being stolen will be considered a very good employee eventhough he/she may not be among the first ten high performers.

- **Subordinate Ratings:** In some institutions especially academic institutions students are required to rate the performance of their lecturers. Formally or informally subordinates express their views about their bosse's performance.

- **Behaviour – Oriented Methods**

  The annual performance evaluation can take any or combination of the following:

- **Essay** – In this method the rater is expected to write a description of the strenghts and weaknesses of the ratee performance outcomes to support a particular overall rating such as A, B, C, D, E should be written. This is a flexible method that allows the rater to write extensively on the subordinate.A major disavantage of the method is that it is highly prone to errors. The essay may be subjective and may not be substantiated by both the rater's and ratee's colleagues.

- **Ranking** – In this methods, the rater simply ranks the performance of employees from highest to lowest or from best to worst. This is usually based on overall performance.

- **Paired Comparisons:** Here the rater simply chooses the "better"of a pair of subordinates. The overall score is determined by the number of times an employee is the superior one in a 'pair'.

  Yalokwu (2006) explains that a method which compares employees with one another is useful for generating initial rankings for purposes of salary administration.

- **Forced Distribution** – This type of method limits the number of excellent students with A rating to 20%; E or poor to V. Poor (20%) and 60% falls within average (B and C). Forced distribution eliminates clustering almost all employees at the top percent. The advantage is that it acts a control of leniency or strictness error when there are many raters. The disadvantage is that it can restrict those who could nomally be considered excellent or poor students.

- **Critical incidents:** These are reports on employees that are based on particualrly effective or ineffective accomplishment or behaviour on the job.

- **Graphic Rating Scales:** These are structured and standardised easy to administer scales with listed performance crititeria such as puntuality, quality or work, output of work etc. The rater is to decide on employee's performance on a 5- point or 6- point scale ranging from excellent to very poor; or Outststanding to Very unsatisfactory.

- **Behaviourally Anchored Rating Scales (BARS)**

  The rater constructs a behavioural scale based on two steps which involve:

  (a) Identifying the key job dimensions or areas of responsibilty for each job

(b) Devising a scale for each dimension with a number of points from "excellent" or "very good" to "unacceptable" or "very poor".

Values are attached to these as anchors. Employees are then rated against these values (Yalokwu 2006).

3.4. Problems of performance appraisal

3.4.1. General Problems of Performance Appraisal

Appraising a subordinate's performance without considering other factors apart from the work is very difficult for many managers. This is why it is necessary for you to be aware of factors that may cloud your judgement as a manager. Yalokwu (2006), records the various errors that may occur in the process of rated performance. Some of these factors that will be discussed here are central tendency; leniency; halo effect, strictness and recency errors.

- **Central Tendency:** The raters do not see people as extremely good or extremely bad. He/she sees them as average. For example on a rating scale of 1 to 6. With 6 being maximum the, rater gives ratings of 3 to 4 to more that 60% of the subordinate.

- **Leniency:** Unlike in the central tendency where average ratings are given by the superior officer, the leniency error comes through giving very high marks to more than 60% of the subordinates. This means raters between 5 to 6, on a 1 to 6 scale

- **Halo Effect:** Sometimes subordinates performs excellently or poorly on an aspect of the job. When the raters use this as basis for ratings of the remaining aspects of the job, a leniency error has been committed.

- **Strictness Error:** Some managers are very strict by priding themselves in saying my 'C' grade is equal to another rater's 'A' grade. The rater therefore consistently uses the lower ends points on the rating scale.

- **Recency Errors:** This error occurs when the rater assigns ratings on the basis of an employee's most recent performance. This error might occur when appraisal forms are conducted only at the end of the year. Such a long time clouds long term previous performance. There are other errors in the literature which you might wish to explore.

Other bais that raters experience are sexual, racial, apperarance, ethnicity and religious. These errors can be corrected by objective performance criteria such as setting realisistic targets and electronic records of performance as done on the race tracks.

3.4.2. Problems with the Performance Appraisal Form in the Nigerian Civil Service

The current Annual Performance Evaluation (APER) form is fraught with many errors. Some of these are discussed as follows:

(i)   Although the current forms provide for target setting yet most of the items/factors for rating have no bearing with the achievement of targets.

(ii)   Although the bulk of the factors for rating are necessary input for performance yet they don't amount to output/result/achievement/performance. Therefore performance ratings based on these factors will be highly subjective.

(iii)   Inability to tie performance or non-performance to reward system apart from being tied to promotion is a demotivating factor in the service.

(iv)   The current APER does not make formal provision for joint review of performance between the supervisor and the subordinate for effectivew feedback.

(v)   Inability of the operators to ensure that only direct and immediate supervisors should assess subordinates.

(vi)   Most Civil Servant lack the capacity to set targets. This is further worsened by the fact that most Civil Service jobs are service-centred and not easily amendable to measurement.

(vii)   The frequency of appraisal as it is done once a year runs counter to the ideal which should be all periodic.

(viii)   The last point is the failure of management of organisations to use data collected through APER form for decision-making other than for promotion.

4.0   CONCLUSION

You should by now have realized that PA is a necessary "evil ". Eventhough it is difficult to have a totally objective performance appraisal, organisations should endeavour to reduce the subjective criteria to about 5 percent of the overall evaluatiuon criteria. The subjectivity of the APER based on the completed form in the public service, has been so recognised that the marks from the completed forms carry just about 25 persent only in some organisations. Whatever performance appraisal are chosen, they should be made known to the raters and employees during the Induction Course.

5.0   SUMMARY

This unit discussed the performance appraisal of public servants. Performance appraisal is defined as a formal interaction between a subordinate and supervisor that usually takes the form of a periodic interview to discuss the employee performance. PA is in the interest of the employee and the employer. The unit also highlighted the objectives of PA and the methods of PA. The federal public service uses the open performance appraisal system with boss ratings. The various problems of PA such as those of central tendency, leniency and halo affects were discussed. Also highlighted were the PA problems specific to the Nigerian civil service.

6.0.TUTOR MARKED ASSIGNMENT

1. Discuss five methods of performance Appraisal.

2. What are the problems of performance Appraisal in the Nigerian civil service?

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MODULE 3

UNIT 15   STAFF MOTIVATION IN THE PUBLIC SERVICE

TABLE OF CONTENTS

1.0 INTRODUCTION

In module I, you have learnt a lot about the public service and the need to have a responsive public service that aims to satisfy the citizenry. In order to ensure that public servants perform their assigned duties and tasks according to laid down standards, they have to be motivated. The job of a Chief Executive /manger is to get things done through delegation of duties to employees. To do this the Chief executive/manager should be able to motivate employees in the Nigerian public service. Both intrinsic and extrinsic motivation techniques are used. Salary is a major factor in the Nigerian public service as well as leadership styles of superior officers. The concepts of untrinsic and extrinsic motivation are discussed in this unit.

2.0. OBJECTIVES

By the end of the unit, you should be able to:

1. Define motivation
2. Explain the relationship between motivation and job performance

3. Enumerate what motivates workers
4. Relate the contributions of Frederik Taylor and Elton Mayo to motivation of public servants.

3.0. MAIN CONTENT

3.1 Conceptual Clarification

Motivation is the driving force by which humans achieve their goals. Motivation is said to be intrinsic or extrinsic. According to various theories, motivation may be rooted in a basic need to minimize physical pain and maximize pleasure, or it may include specific needs such as eating, resting, or a desired object, goal, state of being, idea, or it may be attributed to less-apparent reasons such as altruism, selfishness, morality, or avoiding mortality.

Yalokwu (2002), reports that motivation is derived from the Latin word "movere" which means "to move". A motive is an inner state that energizes, activates or moves. Hence, According to various theories, motivation may be rooted in a basic need to minimize physical pain and maximize pleasure or it may include specific needs such as eating and resting, or a desired goal. Mathis and Jackson (2006), defines motivation as an emotion or desire operating on a person's will and causing that person to act.

Motivation refers to behavior instigated by needs and directed towards a goal. When an individual is motivated, it means he is in need, biologically, socially or both. A student wishing to obtain a M.Sc degree, needs to be motivated to set out and complete the course work. The individual attempts to satisfy the need to achieve the M.Sc degree. The individual's level of aspiration is closely connected with his pattern of acquired motives. Robbins (1998), defines motivation as the willingness to exert high levels of effort towards organizational goals, conditioned by effort to satisfy some individual needs.

There is an old saying you can take a horse to the water but you cannot force it to drink. It will drink only if it's thirsty – so with people. They will do what they want to do or otherwise motivated to do. Whether it is to excel on the workshop floor or in the 'ivory tower' they must be motivated or driven to it, either by themselves or through external stimulus. Motivation is, inducing others in a specific way towards goals specifically stated by the motivator.

3.2 The Relationship Between Motivation And Job Performance

A reward, tangible or intangible, is presented after the occurrence of an action (i.e. behavior) with the intent to cause the behavior to occur again. This is done by associating positive meaning to the behavior. Studies show that if the person receives the reward immediately, the effect is greater, and decreases as duration lengthens. Repetitive action-reward combination can cause the action to become a habit.

Motivation comes from two sources: oneself, and other people. These two sources are called intrinsic motivation and extrinsic motivation, respectively(Herzberg, 1959). A reinforcer is any stimulus change following a response that increases the future frequency or magnitude of that response. Positive reinforcement is demonstrated by an increase in the future frequency or magnitude of a response. Negative reinforcement involves stimulus change consisting of the removal of an aversive following a response.

Incentive theory in psychology treats motivation and behavior of the individual as they are influenced by beliefs, such as engaging in activities that are expected to be profitable. Incentive theory is promoted by behavioral psychologists, especially by Skinner in his philosophy of Radical behaviorism, which means that a person's action always have social ramifications: and if actions are positively received people are more likely to act in this manner. (Skinner,1953).

Incentive theory distinguishes itself from other motivation theories, such as drive theory, in the direction of the motivation. In terms of behaviorism, *incentive theory* involves positive reinforcement: the stimulus has been conditioned to make the person happier. For instance, a person knows that eating food, drinking water, or gaining social capital will make them happier. As opposed to the drive theory, which involves negative reinforcement: a stimulus has been associated with the removal of the punishment for example, a person has come to know that if they eat when hungry, it will eliminate that negative feeling of hunger, or if they drink when thirsty, it will eliminate that negative feeling of thirst.

The job of a manager in the workplace is to get things through employees. To do this the manager should be able to motivate employee. But that's easier said than done. In spite of enormous research, basic as well as applied, the subject of motivation is not clearly understood and more often than *poorly practiced.* To understand motivation one must

understand human nature itself. And there lies the problem. Human nature can be very simple, yet very complex too. An understanding and appreciation of this is a prerequisite to effective employee motivation in the workplace and therefore effective management and leadership.

Performance is considered to be a function of ability and motivation, thus:

Job performance =f (ability) (motivation)

Ability in turn depends on education, experience and training; and its improvement is a slow and long process. On the other hand motivation can be improved quickly. There are many options and an uninitiated manager may not even know where to start. As a guideline, these are broadly seven strategies for motivation.

- Positive reinforcement/high expectations
- Effective discipline and punishment
- Treating people fairly
- Satisfying employees needs
- Setting work related goals
- Restructuring jobs
- Base rewards on job performance

These six strategies, will vary from workplace situation workplace; and manger to manager.

Self assessment Exercise

1. **Relate the seven strategies of motivation to an organization of your choice**
2. **In your words, explain the motivation concept. "Performance is a function of ability and motivation"**

3.3. What Motivates Workers?

In one of the most elaborate studies on employee motivation, involving 31,000 men and 13,000 women, the Minneapolis Gas Company sought to determine what their potential employee desire most from a job. This study was carried out during a 20 year period from 1945 to 1965 and was quite revealing. The ratings for various factors differed only slightly

between men and women, but both groups considered security as the highest rated factor. The next three factors were;

- Advancement
- Type of work
- Company – proud to work for

Surprisingly, factors such as pay, benefits and working conditions were given a low raring by both groups. So after all, and contrary to common belief, money is not the prime motivator. Workers in any organization need something to keep them working. Most times the salary of the employee is enough to keep him or her working for an organization. An employee must be motivated to work for a company or organization. If no motivation is present in an employee, then that employee's quality of work or all work in general will deteriorate.(Wikipedia, the free encyclopedia 2011)

Motivation can (Ormrod 2003):

1. Direct behavior toward particular goals
2. Lead to increase effort and energy
3. Increase initiation of, and persistence in, activities
4. Enhance cognitive processing
5. Determine what consequences are reinforcing
6. Lead to improved performance.

Generally, motivation is conceptualized as either *intrinsic* or *extrinsic*. Classically, these categories are regarded as distinct(Alexander et al, 2000). Today, these concepts are less likely to be used as distinct categories, but instead as two idea types that define a continuum (Vallerand, 1993).

3.3.1 Intrinsic motivation

Intrinsic motivation refers to motivation that is driven by an interest or enjoyment in the task itself, and exists within the individual rather than relying on any external pressure. Intrinsic motivation has been studied by social and educational psychologists since the early 1970s. students who are intrinsically motivated are more likely to engage in the task willingly as

well increase their capabilities. For example as a student you are likely to be intrinsically motivated if you:

- Attribute your educational results to factors under your own control, believe you have the skill that will allow you to be effective agents in reaching desired goals (i.e. the results are not determined by luck),
- Are interested in mastering a topic, rather than just note-learning to achieve good grades.

3.3.2 Extrinsic Motivation

Extrinsic motivation refers to the performance of an activity in order to attain an outcome. Extrinsic motivation comes from outside of the individual. Common extrinsic motivation variables are rewards like money and grades, coercion and treat of punishment. Competition is an extrinsic factor because it encourages the performer to win and beat others, not to enjoy the intrinsic reward of the activity. A crowd cheering on the individual and trophies are also extrinsic incentives.

4.0.CONCLUSION

Motivation is an important concept in the public service. The relationship between motivation and job performance confirms this statement. Chief executives of public organizations need to study their organizational environment and employees in order to identify the motivating factors. You have read that both intrinsic and extrinsic variables motivate. Any manager with subordinates should be able to know when to apply either one or both of the motivation variables

5.0 SUMMARY

The job of the Chief Executive manager in an organization is to get things done through people among other resources. This unit gives the various definitions of motivation, which can be summarized as behavior instigated by needs and directed towards a goal. These is also an established relationship between motivation and job performance and job performance. Employees can be motivated by both intrinsic and extrinsic factors. Intrinsic motivation refers to motivation that is driven by an interest or enjoyment in the task itself. Extrinsic motivation comes from outside of an individual. It is a truism that motivation

alone may not be sufficient to propel an employee to perform optimally. Another important variable you should know about is ability of the individual employee.

6.0. TUTOR MARKED ASSIGNMENT

1. Explain how motivation affects job performance.
2. Relate the characteristics of motivation to the motivation of employees in an organization.
3. Discuss the concepts of intrinsic and extrinsic motivation.

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MODULE 4

UNIT 15   TRAINING AND DEVELOPMENT IN THE PUBLIC SERVICE

TABLE OF CONTENT

1.0 INTRODUCTION

Training is a way through which an organization ensures that it develops the human resources that it requires to meet its short and long term objectives and goals. Alfred (1990), defines training as a process in which learning opportunities are planned and provided by the employing organization or by external agent acting on their behalf so that employees may be helped to acquire and develop the knowledge, skills and attitudes identified. Training

activities include: coaching on the job, mentoring, individual study, workshops/courses, seminars, conferences, exhibitions, secondments, study visits, projects and planned job experience.

Except an organization possesses relevant knowledge, skills and attitude as well as requisite experience, it will be difficult to accomplish its planned objectives efficiently, effectively and economically. The process of acquiring the required knowledge, skills and attitude for the performance of a specified task is often referred to as training. Training is, thus, universally agreed to be a key to success – success to individuals, for organizations, and for the whole economy.

Development refers to the opportunities given to employees at work to develop behaviour and attitude that goes beyond skills and knoeledge. Among these are greater confidence, initiative, solution finding and problem solving capabilities. Development is the process through which employees become increasingly differentiated by learning and maturity in an organization. Various assignments and job postings are developmenal strategies. Develpment unlike traiing brings changes in employees over along period of time.

2.0 OBJECTIVES

At the end of the session, participants should be able to:

- Explain the training and development concepts
- Draw the training cycle
- Analyse training needs
 - Describe the types of training in the public service,and
- Evaluate training programme

3.0 MAIN CONTENT

3.1 Definition of Terms

3.1.1 Definition of Training

Training has been defined as the systematic development of the knowledge, skills and attitude of an individual for the performance of a given task or job (Armstrong 2006). It is also defined as an organized process of improving the current and/or future performance of an

employee, usually, by changing his attitude and/or increasing his skills and knowledge. Other definitions include:

- Any activity designed to improve another individual's performance in a specific area;
- An organized procedure which brings about a semi permanent change in behavior for a definite purpose;
- A way of achieving behavioural changes in a required direction;
- A planned process of modifying attitudes, skills and knowledge through a learning experience with a view to achieving effective performance of an activity or a range of activities.

3.1.2 Definition of Development

Development refers to the opportunities given to an employee to develop behavior and attitudes that go beyond skills and knowledge. Among these are greater confidence, initiative, solution finding and problem solving capabilities. Career development is also a significant component of human resource development. Harrison (2000), defines development as learning experiences whereby individuals and groups acquire enhanced knowledge, behaviours, values and skills over time. Coaching and mentoring aswell as interaction with colleaguws are techniques for employee development.

3.2 Objectives of Training and Development

The primary aim of training and development in a work situation is to develop the ability of the individual and create potentials for continuously meeting the needs of the customers. Although each training programme has its own specific objectives, generally, the objectives of training and development are to:

- Enable employees to attain peak of efficiency very quickly and economically;
- Improve the performance and productivity of employees;
- Develop the capacity of employees with a view to enable the organization meet most, if not all of its future requirements for professional, managerial and technical staff from within the organization;
- Provide or improve the knowledge, skills and attitude that will contribute positively to the achievement of corporate objectives; and
- Facilitate planned change within an organization.

3.3 Types of Training

Training may be specialized or general, internal or external, ad hoc or regular, etc. The various types of training which can be used in an organization in various combinations for maximum impact and effectiveness include:

(i) Induction training   -   which may be a two different levels;

    (a) General   -   introduction to Public Administration and Machinery of Government; and

    (b) Specialized   -   introduction to mission, objectives and functions of the Ministry/Department

(ii) Career Development   -   the process of job rotation whereby an officer is transferred from one job to another with a view to enriching the development of his knowledge, skills and attitude.

(iii) On-the-job training   -   a process whereby a manager works under a more experienced officer with a view to receiving instructions on how to perform the job more effectively.

(iv) Departmental training   -   specialized training specially organised by a department for its officers, usually on short – duration and non residential mode, for specific work or occupational groups within the department.

(v) Organisational development   -   systemic training involving the department and improvement of the organization as a whole as distinct from a course of instruction in specific areas of knowledge and skills assigned for individual officers.

(vi) Institutional training   -   training in institutions outside the department or organization. The training may be:

    (a) Occupational training: if the training takes place in specialized training establishment e.g. School of nursing

    (b) Development training: If the training takes place in a generalist institution which deals with a variety of courses in a broad field of administration and management for several departments or the entire public services.

3.4 Training Cycle

Training can be expensive. In order to derive value for money, its administration must be systematic. It is obvious that when people learn in an unsystematic manner it results in below average performance over an unnecessary long period of time. Effectively training takes

place when learning situations are created systematically by planning and the learner achieves experienced workers standards in the shortest possible time. Effective training also calls for logical and scientific approach involving distinct stages or phases. Training process in any organization has four major phases. These are the phases of:

- Training Needs Analysis (TNA)
- Design of Training Programme
- Training Implementation; and
- Training Evaluation.

Figure 15.1 depicts the training cycle.
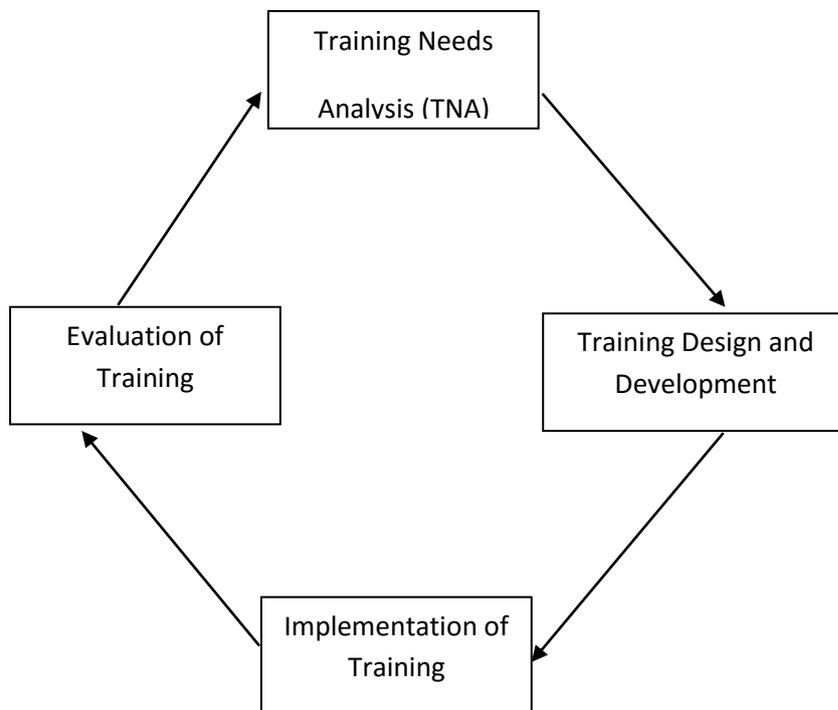
Fig 15.1: The Training Cycle

Source: Adapted from Armstrong (2006:577)

The first stage, the Training Needs Analysis, involves the determination of what kind of training is needed for what target group, including their number. It also determines the standard of performance required and sets the training objectives.

Having determined the training needs, a training programme is designed and developed to meet the needs. The design involves a thorough analysis of the knowledge, skills and attitudes for the job. The third phase is that of planning and implementing the training

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including the provision of staff and equipment. This is followed by the forth and last phase where the programme is evaluated. This determines if the training objectives have been met and considering how they could have been better met. It also leads to determining future or supplementary training, where necessary.

3.5 Training Needs Analysis

The levels at which a training need can be identified in an organization are:

(i)   Individual officer's level;

(ii)   Occupational (or job) level, (sub-system); and

(iii)   Organizational/corporate level (system's failure).

Training Needs can be identified through observation, discussion, reports (including the annual performance evaluation report), other appraisal interviews, policy statements, job analysis, group seminars/workshop to brainstorm needs, training need surveys (e.g. through questionnaires, random sampling of officers) etc. the identified needs may also be classified as present or future needs. A training need usually arises when there is a mismatch between the incumbent of a position and the job. The training needs equation can be stated as shown in Figure 15.2:

| Demands of the job

 - Knowledge
 - Understanding
 - Skills
   Manual

   Social

   Intellectual

 - Attitudes
   Demands of changes
   in the organization | - | Employee

 • Level of knowledge
 • Understanding
 • extent of willingness to adapt | = Training Needs |
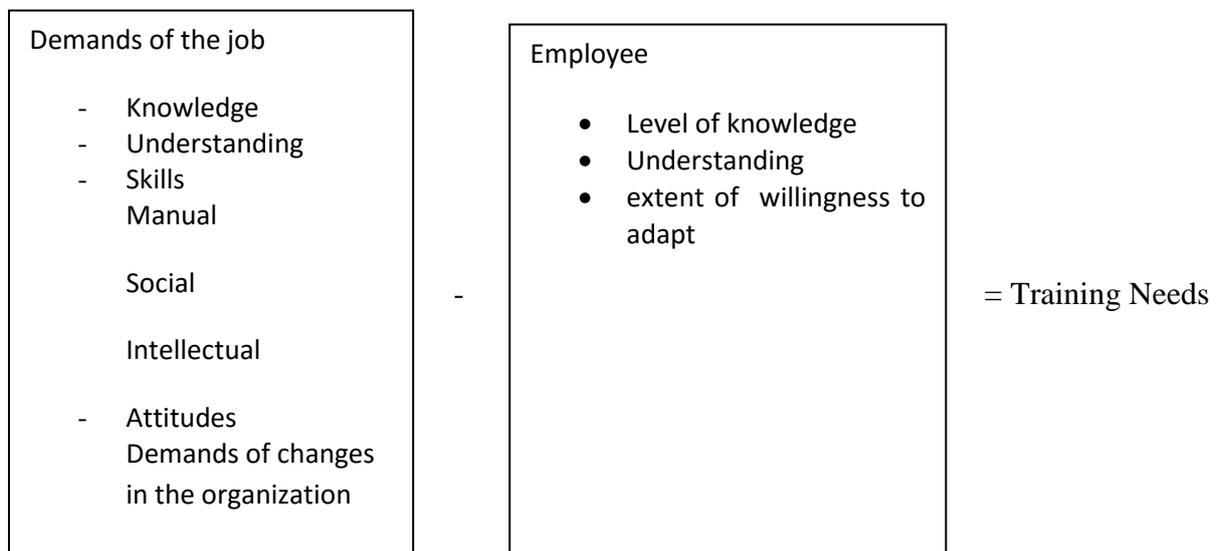
Source: Boydell (1975),

Boydell (1975), defines the word "need" as something that is lacking and a training need exists when the application of systematic training will overcome a particular weakness. Seven kinds of training needs have been identified in the literature:

(i)   Training Needs of individuals.

(ii)   Training Needs at occupational level.

(iii)   Training Needs at organizational level (with regards to objectives and priorities).

(iv)   Present Training Needs.

(v)   Future Training needs.

(vi)   Training Needs to be met in – house.

(vii)   Training needs to be met off – house.

The various instruments for identifying the training needs of client in organizations include:

(i) Job analysis

Job analysis is a process of examining job in order to identify its component parts and the circumstances in which it is performed. If there is a shortfall between what the incumbent possesses i.e. man specification and the job specification, it becomes the training needs of the incumbent.

(ii) Annual Performance Evaluation Report (APER)

Low ratings in particular aspects of the job may indicate a deficiency that could be training.

(iii)Dairy Method

The employee is told to keep a diary of what he does every day for about two weeks. His/her ability to cope with the job that occupies most of his time is considered. Where there is a gap, a training need exists.

(iv)Self-Reporting Questionnaire

Here point – blank questions which require direct answers related to problems are asked the employee. Such questions include: those that relate to the factors he thinks make his job difficult to perform and the type of training he/she thinks is required

(v) **Structural Interview Questions**

This is a carefully prepared interview drawing up all the questions to be asked according to a predetermined schedule.

(vi)**Unstructured Interview**

For this type of interview, the questions are not drawn up before setting out for the interview. Successive questions arise from the answer given by the interviewee.

(vii)   **Questionnaire Administration**

This is a set of questions prepared and distributed to the respondents to be completed by them on their own. Thereafter, the questionnaire is subjected to analysis by the trainer.

(viii)   **Observation**

The consultant/trainer using this method observes and records his observation while the employee is carrying out his job – activities.

(ix)**Brainstorming**

This is mainly applicable to a group of individual or employees. They could be asked about the type of training they require or what the organization require or what the organization requires.

(x) Critical Incident

The employee is asked to recall an incident about his job over a period of time say one month. It should emphasize the salient parts of a job for which a person should be trained.

3.6 Evaluation of Training

Evaluation of training is important so that we can determine if we have met our initial objectives and therefore, had value for money. The evaluation can be on input, e.g. cost of programme, the programme delivery itself, e.g. the number of participants in a given session or the level of their involvement and output, e.g. efforts of trainer or results of those efforts we can use instruments as (a) questions and answers to assess what has been learnt; (b) occasional review by participants of work done, say, the previous day; (c) written tests (d) questionnaire; (e) back-to-job performance regarding quality of work, quality and timeliness of results, etc. The results of the evaluation could be useful in improving on programme design and delivery.

Training evaluation is a yardstick that decides that the training system is worth maintaining.

Davies (2003), defines evaluation of training as any attempt to obtain feedback on the effects of training programme, and to assess the value of the training. Evaluation of training should be comprehensive and should cover all aspects of training. Evaluation is needed to:

- To assess how effective investing in training is
- To give feedback to trainees on their performance

- To identify areas that require improvement
- To help to know the extent to which training has achieved it goals & targets
- To know that learning has taken place
- To determine whether the training programme is accomplishing its objectives, and if they are the right objectives
- To identify the strengths and weaknesses of training activities
- To determine the cost/benefits ratio of the training programme
- To establish a data base to assess the productivity and efficiency of their procedures
- To establish a data base that can provide inputs for decision making

4.0. CONCLUSION

Generally, too, training is administered as a result of: the installation of new equipment or techniques which require new or improved skills; a change in working methods; change in product; and the need for greater productivity and quality. From the foregoing, the importance of training cannot be over-emphasized in any organization and it is often regarded as a means of achieving any or a combination of the following:

- Increased productivity and high level quality to meet the customers' needs;
- Reduction in level of wastages and accidents;
- Increased ability to work independently with less supervision;
- Greater versatility and adaptability to work;
- Acceptable level of job satisfaction as evident in great reduction in staff turnover and less absence from work and;
- Prevention of obsolescence in skills and knowledge.

Each specific training programme will, however, have its own specific objectives against which the outcome of training can be measured.

4.0.SUMMARY

In this unit, you have learnt about training and development in the public service. Training is a planned process to acquire knowledge and skills, to modify attitude and/or behaviour. Training is done using different kinds of techniques, which include lecture-cum-discussion, case discussions, group discussions, and exercises/hands on sessions, and field visits. It is seen that sharing of learning experiences during training helps to achieve a more effective performance in an activity or range of activities among the trainees.You have also learnt that

the systematic training process starts with training needs analysis.This must be done to ensure that the training is relevant to the needs of the organization and individual employee. Finally, the evaluation os training was discussed as a means of assessing the output of the training programmes.

6.0 TUTOR MARKED ASSIGNMENT

1. Desribe the training cycle.

2. What are the problems of training in the public service?

3. List five instruments for identifying the training needs and discuss them.

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UNIT I6 – APPOINTMENTS INTO THE PUBLIC SERVICE

TABLE OF CONTENT

1.0.   INTRODUCTION

In the last unit, you learnt about trining and development of public servant. In this unit, you will learn about the public service rules governing appointments into the public service. A major function of the personnel division is to ensure that an organization is staffed with highly qualified and experienced staff. Appointment of employees to the Public Service has certain guidelines that must be adhered to. Any person that is not duly employed can be weeded out at any time the error is discovered. Apart from newly employed staff, rules are also available for probation period, for officers, Conditions for transfers and secondments and acting appointment are also spelt out in this unit. This unit cannot reproduce all the public service rules but concentrates on those rules that are common to public service organizations in Nigeria

2.0.   OBJECTIVES

After studying this unit, you should be able to:

(a)   List the authorities responsible for appointment in the Public Service

(b)   Enumerate the rules for appointments on probation and contract

(c)   Differentiate between transfer and secondment

(d)   Explain the rules guiding acting appointment

3.0.   MAIN CONTENT

3.1.   Authorities for Appointment(Federal Republic of Nigeria, 2009)

Appointments to Public offices in the Federal Civil Service are made on the authority of the Federal Civil Service Commission. These appointments are made either:

(a) By letter written under the direction of the Federal Civil Service Commission; or

(b) By formal agreement between the officer and the Federal Government or its appointed agents. Subject to Rules 020205, 020206 and 020207 – Permanent Secretaries/Heads of Extra-Ministerial Offices have power of appointment which has been delegated to them.

   (i) The Federal Civil Service Commission shall make appointments to posts graded GL.12 -17. Such appointment shall be made as the need arises into the available vacancies after advertisement. Officers intending to transfer their services shall take part in the annual Public Service Examinations for posts GL 07-10.

   (ii) Subject to modalities to be prescribed by the Federal Civil Service Examinations from time to time, each Ministry/Extra-Ministerial Office shall select from the pool of successful candidates at the Civil Service Examination prescribed in Rule 020102.

   (iii)There shall be an annual competitive Civil Service Entry Examination for posts graded GL. 07-10 for new entrants and serving Officer wishing to transfer from other schedule services. This examination shall be conducted by the Federal Civil Service Commission in conjunction with the Office of the Head of Civil Service of the Federation, Administrative Staff College of Nigeria and the Public Service Institute of Nigeria.

   (iv)To qualify for this examination candidates must possess an Honours Degree or Higher National Diploma not below upper credit in relevant disciplines as provided for the in the Schemes of Service. Final selection shall be made by the line Ministries/Extra-Ministries Offices in line with their requirements.

      (a) Each Ministries/Extra-Ministries Office shall appoint Junior Staff on GL. 06 and below. This shall be handled by the Junior Staff Committee of each Ministry/ Office, with a representative of the Federal civil Service Commission and the Head of the Civil Service of the

Federation at any meeting of the Committee, subject to the approval of the Permanent Secretary/Head of Extra-Ministerial Office.

(b) Appointment in the Federal Ministries/Extra-Ministerial Offices in the State shall be from the residents of that state who possesses the qualifications prescribes in the approved Scheme of Service.

(c) Each Ministries/Extra-Ministries Office shall work out the actual establishment or requirements for each State Office. The Junior Staff Committee (Local) shall conduct the interview to appoint the officers subject to approval of the Permanent Secretary/Head of Extra-Ministerial offices.

(d) Promotions to all posts in the Federal Public Service other than those of Permanent Secretaries are vested in the Federal Civil Service Commission, which, has however, authorized Permanent Secretaries/Head of Extra-Ministerial Offices to promote eligible candidates to posts in respect of which the powers of appointment have been delegated.

(e) Seniority in any department shall be determined by the entry date/the assumption of duty certified by an authorized officer as reflected in the appropriate register.

(f) Date of birth recorded on appointment by an officer shall not be changed throughout the career of the officer. Any contravention shall be regarded as an act of serious misconduct.

3.2. Recruitment

020201 – "Recruitment" means the filling of vacancies by the appointment of persons not already in the Public Service of the Federal Republic of Nigeria. It, however, excludes the transfer of officers from other Public Service in the Federal Public Service.

020202 – Direct appointment to the Federal Public Service may be in any of the following categories:

(a) As trainees or pupils;
(b) On probation in a pensionable post;
(c) On non-pensionable contract to a non-pensionable post, or against a pensionable post for a specified period; and
(d) On temporary basis other than (c)
(e) When posts prove difficult to fill, they shall normally be advertised.

020204 – Except where the Federal Civil Service Commissions decides otherwise, all first appointments to the pensionable establishment in posts other than trainee post (see Rule 020203) will be on probation. An officer confirmed in a lower pensionable office

will not however be regarded as on probation in a higher post to which he/she is promoted nor will an officer seconded or transferred as confirmed officer from pensionable service elsewhere.

020205 – To be eligible for appointment into the Federal Public Service, every applicant must:

(a)   Not be less than 18 years and not more than 50 years of ages;

(b)   Posses such minimum qualification as may be specified from time to time including computer literacy;

(c)   Be certified by an authorized Health Care Provider as medically fit for Government Service;

(d)   Possess a testimonial of good conduct from last employer or if not previously employed, form the last school or college attended;

(e)   Possess requisite qualifications as provided for in the Scheme of Service; and

(f)   No officer shall be appointed into the Federal Public Service without authorization for appointment from the Office of the Head of the Civil Service of the Federal and Supervisory Boards in the case of Parastatals.

020206 – No candidates shall be appointed to any post in the Federal Public Service without the prior specific approval of the Federal Civil Service Commission if:

(i)   The candidates has been convicted of a criminal offence; or
(ii)   He/she has previously been employed in Government Service and been dismissed or   called upon to resign or retire there from. Such approval must always be obtained irrespective of any delegation of the Commission's power.

020209 – It is the duty of every Permanent Secretary/Head of Extra Ministerial Office to ensure that all officers/staff in his Ministry/Extra – Ministerial Office sign an Oath of Secrecy Form I and that the Oath so signed are carefully preserved.

020210 – No Public Officer shall become a member of any Secret Society. Any Public Officer who is a member of such Society shall renounce his membership forthwith by making a Statutory Declaration to that effect, or resign his appointment, or retire from the service.

020211 – Contravention of Rule 020210 shall be regarded as an act of serious misconduct and shall attract appropriate disciplinary action which may include dismissal from service.

Self-Assessment Exercise

1. List the Authorities for appointment in the Federal Public Service.

2. Which organ is responsible for the promotion to all posts in the Federal Public Service except those of Permanent Secretaries?

3. What is the current rule about date of birth?

3.3. Rules for Appointment on Probation and Contract

020301 – Officers on probation will be required to serve for two years before being confirmed in the service. This period may however be reduced to not less than six months by deduction of any previous period of Public Service rendered satisfactorily in posts of cognate status involving similar duties. The period of probation shall not exceed two years unless an extension may result in the increment penalty referred to in Rule 040206, if the Commission so decides.

0202303 – To be eligible for confirmation in the Permanent Establishment, an officer appointed on probation is required to pass the prescribed examination, if any, during his probationary period and to complete his probationary period to the satisfaction of the authority empowered to appoint him. At the end of the period of probation the officer will, unless his probationary appointment is terminated or extended, be confirmed in his appointment.

Rules for appointment on contract

020401 – A contract appointment is a temporary appointment (which does not provide for the payment of a pension) to a post of the level to which appointment is made by the Federal Civil Service Commission for a specific period as opposed to appointment on pensionable terms and temporary employment. The contract appointment must be recorded in a formal document of agreement.

020402 – (a) The Conditions of Service of a Contract Officer are those provided for his/her contract and the privileges, emoluments or allowances described in these Rules do not apply to him/her unless they are specifically so stated in the contract itself. Any question of the interpretation of a contract affecting his/her Conditions of Service should be referred to the Office of the Head of the Civil Service of the Federal.

(b) (i) Contract appointments may be offered to expatriates only when suitable Nigerians are not available. Nigerians may be appointed on contract terms if:

(a) They are pensioners;
(b) They are 50 years of age or over at the time they are being appointed;
(c) They specifically request to be employed on contract terms and it is
(d) The candidate possesses specialized and competencies or skills and provided such posts are duly advertised in at least three national newspapers.

(ii) For non-Nigerians, the provisions of the Public Service Rules regarding appointments shall apply in all cases, except for those persons married to Nigerians.

(iii) Spouses married to Nigerians should remain on contract until granted Nigerian citizenship before being considered for appointment

3.4. Transfer and Secondments

020501 –Transfer is the permanent release of an officer from one scheduled service to another or from one class to another within the same service.

Secondment means the temporary release of an officer to the service of another Government, approved body or any recognised International Organisation or body for a specified period.

020502 – Inter-Service Transfer/Secondment: The following procedures shall apply in processing Inter-Service Transfer and Secondment:

   (i)   Applications for Transfer/Secondment to posts graded GL 06 and below shall be determined by the Ministry/Extra-MinistriL Office of the applicant's choice.

   (ii)   That applicant for Transfer/Secondment to posts graded GL 07 – 10 in any Ministry/Extra-Ministerial Office shall be determined by the Federal civil Service Commission. Since GL 07 – 10 is an entry point, Officers seeking transfer from scheduled establishments are required to sit for the Annual Competitive Civil Service Entry Examination.

   (iii)   Confidential reports covering the last three years (or whole service if less than three years) of the officer's service shall be furnished.

   (iv)   Secondment of an officer to the service of another Government, or Approved Body or recognised International Organisation at his own request shall be for a maximum period of two years in the first instance after which the officer must apply for extension, seek for transfer or return to his former post. All extensions must be approved by the appropriate Committees and the Federal civil Service commission. The total period of such secondment must not exceed four (4) years.

020503 – (a) **Senior Posts** – Transfers from one senior post to another or from one class to another within the Federal Public Service require the prior approval of the Federal Civil Service Commission. An officer must have served for a minimum period of 6 months in his origianl Department before seeking transfer to another Department. An applicatiion for such transfer must be submitted to the Permanent Secretary/Head of Extra-Ministerial Office of the applicant and must state the applications reasons for desiring a transfer and his qualifications for the work to be undertaken. Such applications should be forwarded to the Federal Civil Service Commission by the Permanent Secretary/Head of Extra-Ministerial Office together with a statement as to:

   (i)   How the applicant has performed his/her duties;
   (ii)   Whether the applicant is considered to be well qualified for the post desired; and
   (iii)   Recommendations as to the grant or refusal of the application.

(b) **Junior Posts** – Transfers from one junior post to another within the Federal Public Service or from one Department to another may be arranged, with the consent of the officers being considered for transfer, at the mutual discretion of their Permanent Secretaries/Head of Extra-Ministerial Offices.

3.5.   Acting Appointment

When it is necessary that a particular duty post (of status not lower than Senior Clerical officer) should continue to be filled at a time when no officer of corresponing substantive rank is available for posting thereto, some other officers may, with the approval of the Federal civil Service Commission, be formally appointed, by notice in the gazette, to act in the duty post and assume either fully or in part, the duties and responsibilities thereof.

The mere fact that the substantive holder of a duty post will be absent therefore for a short period (e.g. on casual leave or on sick leave) does not in itself justify an acting appointment; there may however be circumstances, (such as compliance with statutory provisions) which necessitate the making of an acting appointment for a relatively brief period. The decision whether an acting appointment is necessary or desirable in any particular case will rest with the Federal Civil Service Commission.

Acting Appointments are not intended as a means of testing the suitability of officers for promotion; they will normally be made only in order to fill posts that are temporarily vacant and their duration should limited accordingly.

Recommmendations for Acting Appointments must be forwarded to the Federal Civil Service Commission on general form 66 and must include thereon a certificate to the effect that the Acting Officer will assume the full duties and responsibilities of the post in question. Approved acting appointment will be gazetted by the Federal civil Service Commission but it will on no account be back=dated to a period in excess of six months of the date of receipt of the recommendation by the commission.

4.0.   CONCLUSION

A   Public Servant must be conversant with the rules guiding his/her employment in the Public Sector Organisation he/she works in. Such knowledge enables the officer to know what to expect and how to conduct himself/herself appropriately.   Apart from personal advantage, a Public Officer should be able to explain Public Services Rules guiding, appointments, transfers and secondments to all who desire such information.

5.0.   SUMMARY

This unit explains Public Service rules on authorities for appointment, recruitment, probation, contract, transfers, secondments and acting appointments. The Federal Civil Service is responsible for appointments. This power of the Federal Civil Service is often delegated to Permanent Secretaries and Heads of Extra-Ministerial Officers. The term recruitment in the Nigerian Public Service means fully of vancancies by the appointment of persons not already in the Public Service.A person is on probation until his/her appointment is confirmed. Public servants can be transfered or seconded to another organisation, public or private employee on a lower scale can act in a higher capacity.

6.0. **TUTOR MARKED ASSIGNMENT**

1. Explain five conditions guiding eligibility for appointment in the Nigerian Federal Public Service.

2. What are the terms guiding contract appointments in the Nigerian Federal Public Service?

3. What are the rules guidding secondment of officers?

7.0. **REFERENCES/ FURTHER READINGS**

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MODULE 4

UNIT 17   REWARD MANAGEMENT IN THE PUBLIC SERVICE

TABLE OF CONTENT

1.0.   Introduction

2.0.   Objectives

3.0.   Main Content

4.0.   Conclusion

5.0.   Summary

6.0.   Tutor Marked Assignment

7.0.   References and Further Studies

1.0. INTRODUCTION

In the last unit, you learnt about appointment into the public service. Any contract of employment is based on give and take hence we shall study reward management in the public service. Employees are expected to bring to an organization their knowledge, skills, attitude, aptitude and goodwill, while the organization gives them salaries, allowances and fringe benefits for the utilization of these resources. While salaries and other emoluments change from time to time, the operational principles remain the same.   This unit is on the principles/rules guiding salaries and allowances as well as staff welfare in the Nigerian Public Service.

2.0.   OBJECTIVES

After studying this unit, you should be able to:

(a)   Explain the reward concept

(b)   Enumerate allowances that public servants are entitled to;
(c)   Explain medical facilities available to public servants in relation to the New
        Health Care Scheme; and
(d)   List the sick leave rules.

3.0. MAIN CONTENT

3.1 Reward Management Concept

Reward management has to do with the strategies and policies concerning how employees should be compensated for work done. It deals with fair, equitable and consistently ways of rewarding employees. A reward system deals with the processes, practices and procedures that are transparent and open to employee (Armstrong, 2006). Armstrong (2006), further explains that policies should provide guidelines on approaches to managing rewards while practice should provide financial and non- financial rewards. Job evaluation is evaluating the relative worth of a job and assessing individual performance. For example, job evaluation explains why a professor should earn more that a director in the public service. Procedures are ways to ensure that the reward operate efficiently, and smoothly. Rewards are motivational tools. There are motivation theories that are anchored on rewards for work done (Herzberg, 1959).

3.1.1 Aims of Reward Management

Reward management is aimed at:

- Rewarding people according to their valued contributions to an organization.
- Rewarding good behavior to motivate others.
- Rewarding people to enhance their commitment to the organization.
- Ensuring fair pay all staff
- Instituting non financial rewards to compensate financial rewards
- Eliminating arbitrariness in distributing rewordings.
- Retaining employees and attracting new ones
- Creating a healthy a work environment

The next section is on reward practices in the public service.

Self Assessment Exercise

Why is reward management important in an organization?

3.2 Salaries And Allowances

This section is on the types of rewards for work done in the Nigerian public service.

3.2.1 Salaries

Salaries are the compensation paid by an employer for the services rendered by employees. It is a right and not a privilege. On first appointment, salary shall be paid from the date of aaumption of duty. An officer on transfer from another government agencies or Parastatals to the Federal Civil Service shall start earning the salary attached to his new office from the day he assumes duty. PSR in this unit refers to Public Service Rules.

Salary on Promotion

(a)   If an officer is promoted to a salary scale that does not overlap his old salary, he will be placed at the minimum point of the new scale.

(b)   If his salary in the former post is higher than the minimum point of his new salary scale, he will be placed at the next point higher than his former salary.

Increment (PSR 04203-040208)

Incremental date of an officer appointed or promoted to a post is the anniversary of the date he/she starts to draw the full salary of such appointment or the date of promotion.

3.2.2.   Allowances

Job-Related Allowance

Job-Related Allowances include: duty tour allowance; acting allowance; overtime allowance; estacode; teaching allowance; warm clothing allowance; non-accident bonus; Shift duty allowance; call duty allowance; hazard allowance; responsibility allowance (for Confidential Secretaries); kilometre allowance, etc.

(i)   **Duty Tour Allowance (PSR 130106)**

This allowance is granted to officers on official tours to enable them pay for their lodging and feeding expenses. The applicable rates are reflected in Chapter 20 of the PSR. The allowance is paid only in respect of approved official tours by the appropriate authority. In addition to this allowance, transport/air ticket and cost of local running should be paid.

(ii)   **Responsibility Allowance (PSR 130116)**

This allowance is paid to Chief Confidential Secretaries who serve the President, Vice President, Chief Justice of Nigeria, The Secretary to the Government of the Federation and Head of civil Service of the Federation at the rate of N6,000 p.a. and those who serve other Public Officers including Permanent Secretaries at the rate of N5,000 per annum.

Acting Allowance (PSR 13032)

It is paid from the date of commencement of acting appointment and end when it terminates. No allowance shall be paid if the period of acting does not exceed 14 days.

Rates of Acting Allowance – 130129

An officer appointed to act in a higher post shall be entitled to 100% allowance if he has served for more than 2 years in his substantive grade. He shall be entitled to 50% allowance if he has served for only 1 year in his substantive grade.

Overtime Allowance (PSR 130117)

Overtime is the time spent performing official duties outside normal hours of work. This allowance is paid to Officers of GL 01 – 13 who actually do overtime. Overtime is calculated in half-hours. The general allowances include meal subsidy, utility allowance; entertainment allowance; domestic allowance; transport allowance; and resettlement allowance rent.

SELF-ASSESSMENT EXERCISE

1. Define Salary.

2. List the Job-Related Allowances available in the Nigerian Public Service.

3.3. Staff Welfare (Medical and Leave)

Staff welfare deals with issues, other than basic salaries and job related allowances, which can motivate workers to give their best on their jobs. Some of such issues covered in this part are – medical and dental procedures; occupation of government quarters; leave and female public servants.

3.3.1. Medical

Medical and Dental Procedure (PSR 070101 to 070306)

The Federal Government now operates through Health Service Providers.(HSP). Government medical facilities are provided free of charge to all servants and their families. It is still the case inspite of the requirement to pay one third of the price for drugs.

PSR 020304 A staff or a member of public servant's family compelled to avail himself of the services of a Private Medical Practitioner may be refunded the expenses incurred at the rate considered fair and reasonable by the Permanent Secretary, Federal Ministry of Health.

Medical Treatment Overseas (PSR 070206)

(a)   Approval for journeys outside Nigeria for medical treatment will only be given by the Office of the Head of the Civil Service of the Federation on the recommendation of the Permanent Secretary, Ministry of Health. Where an officr is treated as an out patient, he will be entitled to estacode allowance at the appropriate rate.

(b)   **Medical Check-UP**

Officers on GL. 16 and above are entitled to medical check up locally once a year; while officers on GL 12 to GL 15 are entitled to medical check-up locally once in 2 years. Expenses incurred in respect of medical check-up shall be settled by each Ministry.

(c)   **Conditions For Spouse Accompanying Ailing Officers**
When approval is granted to a spouse to accompany an ailing officer, the commitment of the Federal Government shall be limited to return air-tickets for the two of them and the payment of estacode allowance at the appropriate rate to only one of them.

Sick Leave Rules (PSR 070314 – 070317)

(a) The maximum aggregate sick leave an officer not hospitalized can take is six weeks or 42 days within a year.

(b) An Officer hospitalized may be allowed 3 months sick leave on the certificate of a Government Medical Officer. After that period, arrangement must be made for him to be examined by a Medical Board so as to ascertain whether he should be invalidated from the Service or allowed further paid sick leave (**PSR 070318).**

Death PSR 070401

When a Pensionable Officer dies in Service, Government shall provide the following:

• Preparation of the body for embalmment, where necessary;

• Settlement of mortuary bills;

• Provision of coffin or casket (where necessary) at the approved rate;

• Notification of the death of Serving Pensionable Officers and Retired Officers in the Directorate Cadre shall be done at Government expense.

4.0. CONCLUSION

An important component of performance management is the reward system. To a large extent the reward system motivates employees to perform. This informs the importance of commensurate salaries and allowances for public officers. Nigeria has witnessed a lot of disruption in the work of public servants due to industrial action on inappropriate salaries and allowances.The welfare of officers is also paramount in employee relations in an organization.Public officers can only discharge their duties effectively when they are of sound mind and body.

5.0. SUMMARY

This unit is on the Public Service Rules Guiding Salaries and Allowances.It is important to remember that salary is the compensation paid by an employer for the services rendered by employees. This is a right and not a priviledge. Increments are given, subject to good performance on the anniversary of the date an officer starts working. There are many allowances that an Officer is entitled to in the course of Government business. Among these are: Duty Tour Allowance, Responsibility Allowance and Acting Allowance. Many of the fringe benefits in the Nigerian Public Service have been monetized. In terms of health care, the Federal Government of Nigeria now operates subsidized health care services with Health Service Provider. Approvals for overseas medical treatment will only be given by the Head

of Civil Service of the Federation on the recommendation of the Permanent Secretary, Ministry of Health.

6.0. TUTOR MARKED ASSIGNMENT

1. Discuss the various job-related allowances available in the Nigerian Public Service.

2. What conditions guide medical treatment overseas for Public Servants?

3. What are the expectations from MDAs if a pensionable officer dies in service?

7.0. REFERENCES AND FURTHER RREADING

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MODULE 4

UNIT 18 – ETHICS, ACCOUNTABILITY AND DISCRETIONAL POWERS IN THE PUBLIC SERVICE

TABLE OF CONTENT

1.0. INTRODUCTION

The last unit is on Reward Management. Related to the issue of reward are ethics, accountability and discretionary powers in the public service. The various reports from the

electronic and print media especially in the last decade have exposed the unethical behaviour and poor accountability exhibited by Public Service holders in most countries of the World. Even the developed countries are no longer immune to greedy politicians who make fake claims or blatantly spend government money. Sexual abuse is also becoming an act exhibited by high profile public office holders. The fact that public service employees come from varying social backgrounds make it necessary for government to enforce the Ethical Codes of Conduct as enunciated in Public Service rules and regulation. The Civil Service Handbook in Nigeria provides a reference book. The irony of this situation is that most newly recruited public servants are not aware of the handbook until there is a promotion examination coming up. The procedure of early induction of public employees to acquiant them with rules, procedures, ethos and values of the Public Service is been jettisoned for no reason. This unit discusses the characteristics of ethical behaviour and accountability and discretionary powers in the public service.

2.0.   OBJECTIVES

After studying this unit, you should be able to:

   (a)   Define ethics;
   (b)   Define accountability;
   (c)   Explain factors influencing bureaucratic ethics and corruption;
   (d)   Enumerate the code of conduct for public servants;
   (e)   Explain the roles of government machineries in preventing unethical and non-
               accountable behaviour; and
   (f)   Identify the impact of accountability on public service delivery.

3.0.   MAIN CONTENT

3.1.   Definition of Ethics and Accountability

3.1.1. Definition of Ethics

Ethics is generally considered as moral principles that govern a person's behaviour. Lacey (1976), defines ethics as an inquiry into how men ought to act in general, not as a means to a given end, but as an end itself. Machan (1979) in Ezeani (2006), states that ethics is the study of whether there are any values each and every person should pursue, whether there is a set of virtues such as a Code of conduct for everyone and what these are if they do exist. A simple definition of ethics provided by Walkings (1956), is that it is a system of moral principles, a definition adopted by most dictionaries. Ethics is therefore a moral issue, often times culture and time specific For example, different types of marriage raise different moral issues,

depending on which one a society or a group in a society adopts. Ethical behaviour explains how a public servant or public office holder should behave.

3.1.2. Definition of Accountability

Accountability is the obligation imposed by law or lawful order or regulatiion on an officer or other persons keeping accurate record of property, documents or funds. The person having this obligation may or may not have actual possession of the property, documents or funds. Accountability is concerned primarily with records. It involves being answerable for the utilisatiion of resources and assignments delegated to an officer. Most of the time it involves report writing.

Public accountability is the obligation of public office holders/ public servants to be answerable for fiscal and social responsiblities to those who have assigned such responsibilities to them. Public accountability therefore rests on giving an account and on being held to account (Raka and Taylor, 2011).

3.2.   Ethical Theories

In order to grasp the importance of ethical behaviour in public service operations, it is relevant to know some ethical theories and their application in the public service. Ezeani (2006), discusses extensively three theories of ethical behaviour. These are: justice – as – fairness theory, intutionism perfectionism and utilitarianism. This section is largely drawn from his work.

.   Justice – As – Fairness Theory

Rawls (1971), in Ezeani (2006), states that public interest rests on the principles of justice. Public interest theory stipulates that all resources should be utilised in the interest of citizens. The first principles of justice states that each person is to have an equal right to the most extensive basic liberty compatible with a similar liberty by others. The second is that social and economic inequalities are to be arranged so that they are to everyone's advantage; and attached to offices and positions open to all.

In short, the principle of justice is that of equal opportunities for all. The principle of Federal character that is embedded in the 1999 Nigerian Constitution is based on these two principles. Henry (2002), states that government owes people who have suffered injustices in form of lack of educational opportunity, or social prejudice special chances to get ahead.

(a) **Intuitionism**

Henry (2002), also states that Intuitionist Theories Administrators take decisions on the basis of what seems to be to them most nearly right on an individual basis and given circumstances. Ezeani (2006), states that this theory has been critized on the ground that it provides no guideline for rational decision making.

(b) **Perfectionism**

This theory advocates that the Public Administator should always strive to support the upper intellectual crust of his or her society. The focus is on the best members of the society. This theory is in conflict with the Justice – As – Fairness Theory.

(c) **Utilitarianism**

The Utilitarian Theories believe that an act should be judged right or wrong according to the pleasure or happiness produced or the pain avoided (Ezeani 2006). They think that happiness and pleasure are related. The focus of these thinkers is on the consequencies or effects of an action not the motive or intention from which it was done. Popular theorists of this view according to (Ezeani 2006) are Jeremy Bentham (1748 – 1832) and John Stuart Mill (1808 – 1873).

SELF ASSESSMENT EXCERCISE

1.   Define Ethics and Accountability.

2.   What are the factors that should be considered in making ethical decision?

3.   Explain the Justice – as – fairness Ethical Theory.

3.3.   Bureaucratic Ethics and Corruption

3.3.1.   Bureaucratic Ethics

Agara and Olarinmoye (2009), explain the perspectives on bureaucratic ethics and corruption. Professionalism in the Public Service determines how the activities of the Public Service will be carried out. Components of professionalism according to the two authors, are values such as loyalty, neutrality, transparency, diligence, effectiveness, impartiality and such values as may be peculiar to individual countries. These are all ethical values that are expected of bureaucrats in the Public Service.

Rohr (1976), states that members of the public expected public servants to act with unwavering integrity, absolute impatiality and devotion to public interest. But this is not usually the case as partisan behaviours are rampantly exhibited, bribes are taken as normal way of conducting business, punctuality at work becomes a rare occurence and who you know matters more than who you are. Changing of dates of birth influence the recent directive in the Nigerian Public Service that directors cannot spend more than eight year on their post (Office of the Head of Service of the Federation, 2009). You may add a few more unethical practices you have experienced. These are all signposts of a corrupt public Service.

3.3.2. Corruption

Benson (1976), defines corruption as all illegal or unethical use of government authority for personal or political gain. Hope (1985), states that political corruption laid down the ground rules for bureaucratic corruption in the third world. Nwabuzor (2003), states that political corruption is the fraudulent or forceful acquisition of power over a group of people. If we take Hope (1985)'s stand, it means that if the political class is not corrupt the corrupt practices in the public service can be checkmated. Bayley (1966), defines corruption as a general term covering misuse of authority as a result of consideration of personal gains, which need not be monetary.

3.4. Impact of Accountability on Public Service Delivery

Now that you have been informed of the unethical practices which include lack of or poor accountability, the impact of accountability on public service delivery will now be discussed. Being accountable requires a set of behaviour which public servants should comply with for effective service delivery (Raga and Taylor, 2011).

Khoza (2000), talks about the Batho Pele principles which impact on accountability of Public Servants to the citizens. These principles are:

1. Consultation: Citizens should be consulted about the quality of the services they receive.
2. Service Standards: Communities should be informed of what level and quality of service they will receive so that they know what to expect.
3. Access: All citizens should have equal access to the services they are entitled to.

4. Courtesy: All members of the community should be treated with courtesy and consideration.

5. Information: Communities should be given full and accurate information about the public services they are entitled to.

6. Openness and Transparency: Citizens should be informed on how local authorities function and the information they are entitled to.

7. Redress and Handling of Complaints: If community members do not receive promised services, they should be entitled to a full explanation and also to a speedy remedy.

8. Value for Money: Services should be provided economically and efficiently in order to provide citizens with the principle of best value for money.

3.5. Problems of the Nigerian public Service

There is no dout that there have been a lot of improvements in the management of the Nigerian public service from what it used to be in the 1960s' and early 1970'. Among such improvements are the equitable compensation and treatment of public officers, open performance evaluation system, monetization of fringe benefits and the contributory pension scheme.

Despite these modest achievements, the public service is still beset with a number of problems. Some of these problems are: Inadequate implementation of the principle of meritocracy; unstable pay policies and structure; inadequate training and development, job insecurity and general indiscipline.

Inadequate Implementation of the Principles of Meritocracy
The public service oftentimes pays lip service to merit. The merit principle has been set aside for political considerations. For example, the Federal Character Principle entrenched in the Constitution, puts representativeness above merit in appointments, promotion and placement of public officers.

Unstable Pay Policies and Structure in the Public Sector

Compared to the organised Private Sector such as the banking, oil and insurance industries, Public servants are poorly paid. As reported by Fapohunda (2002). Parris (1973), identifies three approaches to fixing compensation for public employees:

1. To pay as little as possible to reduce the burden on tax payers.
2. To pay enough and more than the private sector in order to set a good example.
3. To pay the same as the private sector employees

In the past, prior to 2004, the first approach was adopted in the Nigerian Public Service. But the current remuneration seems to be the first aspect of the second approach, which is to pay just enough. Currently, the 'take home' pay of Public Servants is just enough to take them home. To meet the rate of inflation, public service pay structure needs to be regularly reviewed upwards.

The review of wages and salaries is usually very complicated unlike in the Private Sector. Cabinet approvals have to be sought and cash backing must be ensured. The discrepancy in the pay between the Federal and State Civil Servant is also typical of personnel administration in Nigeria.

Salary increases are determined by the Salaries and Wages Commission rather than by Collective bargaining. Although Labour Unions may protest but their views are inconsequential. The increase or non-increase in public service salaries is due to the whim and caprice of the government of the day

Inadequate Training and Development

Education is expected to provide several skills and knownledge that can be applied to many jobs or occupation. Training and development on the other hand are job specific. In the Public Service with the exception of the Armed Forces, training and development are not carried out systematicaally. The last overall training needs assessment for the Nigerian public Service was last carried out in 1968 by Professor Wolle. Since then, the MDAs have been training and developing their officers based on informal identification of training needs. So far, a systematic evaluation of the training and development programmes undertaken by public servants have not been carried out to identify their impact on job performance.

Job Security

It is the general believe that Government jobs are available for 35 years of service. (Except in the University and the Judiciary). This is no longer the case. Many public servants have been disengaged for reasons of a lean civil service and dwindling resources. Retirement in public interest is also admissible as a reason for relieving an officer of his/her job.

General Indiscipline

Inadequate performance standards and performance targets for public servants have contributed immensely to the general indiscipline in the Public sector. Also contributing to the general indiscipline is the long disciplinary procedures. Rampant lateness to work, laziness, violation of rules and corruption are among examples of acts of indiscipline.

3.6. Nigerian government efforts towards the eradication of unethical behaviour, Poor accountability and corrupt Practices

Fagbemi (2006), discusses efforts of the Federal Government Nigeria towards effective service delivery that are aimed at eradicating unethical practices and corruption. These include:

1. The creation of the SERVICOM office in Abuja. SERVICOM is the acronym for Service Compact With All Nigerians;
2. The signing of the Anti-Corruption Law on June 13, 2000. It is a law to prohibit and prescribe punishment for corrupt practices and other related offences;
3. The creation of the Economic and Financial crimes Commission (EFCC) by Act No. 5 of November 14, 2002;
4. The creation of the Independent corrupt Practices and other related offences Commission; and
5. The Code of Conduct Tribunal.

You may wish to read more about these organs of the Federal Republic of Nigeria.

3.7 Discretionary powers

Discretionary powers refer to the authority granted by law or regulations to a godernment official to act on his or her discretion under certain conditions for instance in an emergency or compassionate cases. Discretionary powers exercised by administrative and legal authorities are permissive, and not binding. These powers are granted to these officials by statute or delegation. Discretionary powers do not impose an obligation on a decision-maker to exercise them or to exercise them in a particular manner.

Generally, administrative agencies are given broad discretion to exercise their administrative authority. Statutes expressly confer right to exercise discretionary power to administrative agencies. However, administrative agencies' duties necessarily include the right to exercise discretion. The reason for granting discretionary power to administrative agencies is because they possess experience and specialization in a particular area. This experience and specialization help agencies in making decisions in the agencies' area of expertise. Administrative agencies must exercise discretionary powers in accordance to legal requirements. Discretionary power must be used reasonably, impartially and avoiding oppression or unnecessary injury.

Administrative agencies are provided with discretionary power to ascertain place and time to hear and decide matters that come before it. Agencies have the power to prosecute or enforce matters through civil or criminal process.

3.7.1 Linitations to discretionary powers

No public official has an unfettered discretionary power. Public officials must exercise discretionary powers in accordance with any applicable legal requirements, reasonably impartially and avoiding oppression or unnecessary inquiry.

Agencies should adopt policies and procedures which set out the general approach to be followed in at least each major area of activities for which they are responsible. This should ensure that the agency's powers are exercised consistently from case to case, unless the merits of any particular case justify a different approach.

3.7.2   Relevant administrative law principles

In exercising discretionary powers, various principles of administrative law required public officials to:

- Use discretionary powers in good faith and for proper purpose (e.g honestly and only within the scope of for the purpose for which the power was given)

- Base their decisions on logically probative materials (e.g logical reasons, information that proves the issues in question, relevant and reliable evidence)

- Consider only relevant considerations and not consider irrelevant considerations

- Give adequate weight to a matter of great importance but not give excessive weight to a relevant factor of no great importance.

- Exercise their discretion independently and not act under the dictation or at the behest of any third person or body

- Give proper, genuine and realistic consideration to the merits of the particular case, and not apply policy inflexibly, and

- Observe the basic rules of procedural fairness (e.g natural justice).

- Should nor make decisions in matters in which they have an actual or reasonably perceived conflict of interests

- Improperly fettering their own discretion (or that of future decision-makers) by for example, adopting a policy that prescribes decision-making in certain circumstances

- Exercising a discretionary power in such a way that the result is uncertain

- Acting in a way that is biased or conveyed a reasonable perception of bias

- Making decisions that are arbitrary, vague or faithful

- Refusing to exercise a discretionary power in circumstances where the decision maker is under a duty to do so,

It is a serious matter for public officials to ignore valid advice or valid considerations particularly for the purpose of avoiding discomfort or embarrassment on the part of the government agency or decision maker.

3.7.3 Policies and practices to guide the exercise of discretionary power

Not every situation demands a policy, and policies are not a panacca capable to probably address all circumstances. However, policies are an important means of guiding decision-makers in exercising discretionary powers appropriately, consistently and fairly.

Policies should include an objective and the criteria to be used in decision-making to help ensure that:

- All relevant legal requirements are complied with

- All relevant factors are considered

- These is consistency in decision-making, and

- The decision-making process is transparent and accountable

As a matter of principle, it is unacceptable for an agency to adopt and implement a policy that adversely affects, or could adversely affect, the rights or interest of any member of the public where the existence of content of the policy is kept secret or the policy document is not available for inspection and purchase on request.

Policies adopted by agencies should be communicated to relevant staff and members of the public. In this regard, the Freedom of information Act requires that agencies must ensure

each of their policy documents are available for inspection and purchase by members of the public.

3.7.4 Government circulars, memoranda and codes of practice

There is usually no legally enforceable obligation to comply with government circulars, memoranda and relevant industry or generally accepted codes and practice. However in the interests of fairness, equity and consistency decision-maker should have regard to them and comply with their terms unless there are justifiable, and preferably documented, reasons for taking another course of action.

3.7.5 Implementing policies and procedures consistently

Policies should not be applied rigidly without proper consideration of the particular circumstances and merits of each individual case. There will be occasions where there are justifiable grounds for not following policies, practices, codes or guidelines. Where an agency with good and preferably documented reason, departs from a consistent application of a policy, this does not create a precedent which binds the agency. Such decisions are relevant and important considerations, but are not binding. Conversely, where an agency frequently departs from ignores a policy, the policy would seem to have little weight or relevance and would need review.

3.7.6 Policies and guidelines to guide the exercise of discretion

Agencies should develop policies and guidelines to assist and provide guidance to decision-making to exercise discretion. Unlike legislature, policies and guidelines do not have the force and effect of law and they should not be inconsistent with the legislation. If they are, the legislation takes precedence. Not every situation needs a policy or guideline and they may not cover all circumstances. However, they are an important means of providing guidance to decision-makers who are required to exercise discretion when delivering a government service and in making decisions and to those with an interest in the decisions policies and guidelines assist to ensure decisions are made consistently and fairly.

Before preparing a policy or guideline, it is important to weight up the costs and benefits of what outcomes might be achieved as a result. If better service delivery and decision-making is likely to be achieved, there is likely to be an overall net benefit outcome.

To ensure policies and guidelines are most effective they should:

- Contain a clear purpose of that the policy or guideline is intended to achieve;

- Be flexible to cover a range of circumstances under which discretion is to be exercised;

- Set out the relevant considerations to be taken into account by the decision-maker;

- Be expressed clearly to allow easy application and interpretation;

- Be transparent;

- State how they relate to relevant legislation;

- Be communicated to relevant staff; and

- Be made available to members of the public.

Some of the general principles relevant to the exercise of discretion are:

- Acting in good faith and for a proper purpose;

- Complying with legislative procedures;

- Considering only relevant considerations and ignoring irrelevant ones

- Acting reasonably and on reasonable ground;

- Making decisions based on supporting evidence;

- Giving adequate weight to a matter of great importance but not giving excessive weight to a matter of no great importance;

- Giving proper consideration to the merits of the case

- Providing the person affected by the decision with procedural fairness; and

- Exercising the discretion independently and not the dictation of a third person or body

A failure to act within the power provided or to comply with general administrative law principles can result in a review and overturning of a decision.

Self assessment ecercise

Explain five general principles that are important to the exercise of discrreationary powers by public servants.

4.0.   CONCLUSION

This unit has stressed the need for ethical practices and accountability in the Public Service. The various organs of Governments available for eradicating unethical and corrupt practices

by both Public and Private Sector employees should perform their roles without fear or favour. To build public service accountability, both capacity and capability of public servants and institutions need to be built incrementally to cope with the improved tactics of frudument officers who specialize in stealing from the public. The Ethical Code of Conduct for Public Servants need to be enforced in all Public Institutions. There should also be continued research in ethical and accountability management.

5.0.   SUMMARY

Ethics, in this unit, has been defined as a system of moral principles which are oftentimes culture and time specific. Accountability on the other hand is the obligation of public office holders/public servants to be answerable for fiscal and social responsibilities. Four Ethical theories were discussed. The theories are the Justice – as- fairness theory, intuitionism, perfectionism and utilitarianism. The impact of accountability on public service delivery could be seen in the way public services are delivered. Among the expected results are: Consultation with citizens, having service standards, equal access of citizens to services and full and accurate information. In order to minimize unethical behaviour, poor accountability and corruption: the Nigeria Government passed the Anti-Corruption Law; set up the Code of Conduct Tribunal; and various Acts of money Laundering and Advance Fee Fraud and other related offences.   In November, 2002, the Federal Republic of Nigeria established the Economic and Financial Crimes Commission. Also established was an Independent Corrupt Practices and other Related Offences Commission.

6.0.   TUTOR MARKED ASSIGNMENT

1. Compare and contrast the four Ethical theories discussed in the unit.

2. Explain the functions of at least two organisations created to minimize unethical practices, poor accountability and corruption in Nigeria.

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UNIT 19 CONTROLLING IN THE PUBLIC SERVICE

TABLE OF CONTENT

1.0 INTRODUCTION

The last unit is in ethics, accountability and discreationary powers in the public service. All these three areas cannot be achieved without controls which are aimed at ensuring that there are indicators for monitoring the performance of public servants and public service holders.

For you as the manager, it is part of your job to make sure that things do not get out of hand in your areas of responsibility. To do this you need to have a clear idea of what controlling is? Many activities and tasks are carried out by managers in an organizations, in this case, we need to answer the questions what types of controls do we have? What are the levels of control? in an organization. As you have seen with the other functions of management, they are made up of many steps. The steps in the control process will also be discussed. Finally, the unit discusses principles of effective control that many managers have found to be useful on the job.

2.0 OBJECTIVES

On completion of this unit, you should be able to:

- Explain what the controlling function is;
- Understand why control is important;

- Apply the types of control to your work;
- Describe the level of control;
- Apply the steps in the control process;
- Utilize the principles of effective control.

3.0 MAIN CONTENT

3.1 What Is Controlling?

Controlling is the process of regulating organizational activities so that actual performance conforms to expected organizational standards and goals. As the definition suggests, controlling means that managers develop appropriate standards, compare ongoing performance against those standards, and take steps to ensure that corrective actions are taken when necessary. Since most aspects of organizations ultimately depend on human behavior, controlling is largely geared toward ensuring that organization members behave in ways that facilitate the reaching of organizational goals. Thus, controls both highlight needed behaviors and discourage unwanted behaviors.

As you might expect, the controlling function is closely allied to the other three major functions of management: planning, organizing, and leading. It builds most directly on the planning function by providing the means for monitoring and making adjustments in performance so that plans can be realized. Still, controlling also supports the organizing and leading functions by helping to ensure that resources are channeled toward organizational objectives. For example, feedback from the control process might signal the need to reorganize, provide more training to workers, clarify communication, increase leadership influence, or take other actions associated with the respective organizing and leading functions.

As part of the control process, managers set up control systems. A control system is a set of mechanisms that are designed to increase the probability of meeting organizational standards and goals. Control systems can be developed to regulate any area that a manager considers important, such as:

- Quantity produced,
- Resources expended,
- Profit margins, quality of products or services,
- Client satisfaction, timeliness of deliveries, or
- Specific activities that are performed in producing a product or service.

Common types of controls in organizations are:

- Budgets;
- Attendance register;
- Audit (Internal and External);
- Physical checking;
- Reports;
- Stock control/order checks;

- Targets; and
- Rules and regulations

Self Assessment exercise
What is the meaning of controlling?

3.2 . Why Is Control Important?

In evaluating the importance of controls, it is useful to consider what can happen when controls are inadequate. Inadequate controls manifest in non-achievement of organizational objectives on time, if they are achieved at all. Planning ensures that organizational objectives can be prepared. Organizing brings together people, tasks and resources for pursuing objectives and then employees can be directed towards the attainment of objectives. Still, management is not sure that responsibilities are carried out as planned and that objectives are accomplished. Controlling completes and links the functional chain of management.It enables managers to check performance and take action to ensure that objectives are achieved.

Controls can help managers avoid such problems. More specifically, controls play important roles in assisting managers with five particular challenges:

- Coping with uncertainty,
- Detecting irregularities,
- Identifying opportunities,
- Handling complex situations, and
- Decentralizing authority.

Coping with uncertainty

Uncertainty arises because organizational goals are set for future events on the basis of the best knowledge at the time, yet things do not always go according to plan. A variety of factors in the environment typically operate to bring about changes in such areas as customer demand, technology and the availability of raw materials. By developing control systems, managers are better able to monitor specific activities and react quickly to significant changes in the environment.

Detecting irregularities

Controls also help managers detect undesirable irregularities, such as inadequate services, cost overruns, or rising personnel turnover. Early detection of such irregularities can save a great deal of time and money by preventing minor problems from growing into major ones. Finding irregularities early sometimes avoids problems that can be difficult to rectify such as missing important deadlines or inadequate service to customers.

Identifying opportunities

Controls also help highlight situations in which things are going better than expected. This alerts management to possible future opportunities. If money is saved on overhead costs, the savings can be used for new projects or programmes or expansion of old programmes.

Handling complex situations

As organizations grow larger or engage in more complex operations and projects, controls enhance coordination. Controls help managers keep track of various major elements to be sure that they are well synchronized. Operating on an international basis often increases complex situation and calls for further consideration of necessary controls. The distance-learning programme requires a number of controls from the Ethiopian Civil Service College.

Decentralizing authority

Another major role of controls is in affording managers more freedom to decentralize authority. With adequate controls, managers can delegate decision-making to lower levels in the organization and still maintain overall control on the progress towards attaining organizational objectives.

Self Assessment Exercise
What evidence have you seen that shows control is inadequate in my organization?

3.3 What Types of Control Do We Have?
While managers determine the areas that they want to control, they also need to consider the types of controls that they wish to use. In this section, we shall discuss the major types of controls based on timing (Bartol and Martin 1991).

Using a systems perspective, one can think of the productive cycle of an organization as encompassing inputs, transformation processes, and outputs that occur at different point in time. Accordingly, one major way of classifying controls is based on their timing or stage in the productive cycle. In other words, classification is based on whether they focus on inputs, transformation processes, or outputs (see Figure 19.1.). Managers often have options regarding the stage in the transformation cycle at which they institute controls. The three respective types of controls based on timing are feedforward, concurrent, and feedback.

Feedforward control

Feedforward or precontrol focuses on the regulation of inputs to ensure that they meet the standards necessary for the transformation process (see figure 6.2). Inputs that can be subject to feedforward control include materials, people, finance, time and other resources used by an organization. Feedforward control attempts to evaluate potential inputs and rejects or corrects those that do not meet standards. The emphasis of feedforward control is on prevention in order to preclude later serious difficulties in the productive process. Feedforward control also is sometimes called preliminary control, precontrol, preventive control, or steering control.

Concurrent control

Concurrent control involves the regulation of ongoing activities that are part of the transformation process to ensure that they conform to organizational standards. With concurrent control, the emphasis is on identifying difficulties in the productive process that could result in faulty output (see figure 4.2.). Concurrent control is sometimes called screening or yes-no control because it often involves checkpoints at which determinations are made about whether to continue progress, take corrective action, or stop work altogether on a product or service. Since concurrent control involves regulating ongoing tasks, it requires a thorough understanding of the specific tasks involved and their relationship to the desired end product. In other words, it must be possible to clearly specify standards for how various activities are to be conducted.

Figure 19.1   Mayor Control Types by Timing

Controls		Controls		Controls
Inputs	→	Transformation process	→	Outputs

Feedforward Control

Regulates inputs to ensure that they meet standards necessary for transformation

Concurrent Control

Regulates ongoing activities to ensure that they conform to organizational standards

Source: Bartol and Martin 1991

Feedback Control

Regulates product or service after completion to ensure final output meets

As you may have seen, it can be difficult to use this type of control for endeavors that require creativity and innovation such as advertising or conducting research and development. The reason is that, in such areas, it typically is not possible to specify exactly what should be done to achieve the desired results. Thus, when creativity and innovation are important, the emphasis is most often placed on feedforward control (e.g., competent people, necessary equipment), as well as feedback control.

Feedback or cost control

Feedback control is regulation exercised after a product or service has been completed in order to ensure that the final output meets organizational standards and goals (see Figure 19.2). Feedback control, sometimes called postaction control or output control, fulfills a number of important functions.

Feedback control is used when the exact processes involved in performing complex operations are difficult to specify in advance. This type of control can also serve as a final means of checking for deviations that were not detected earlier. Recently, many major companies have been expending great efforts to improve quality so that either feedback control is unnecessary or there are few deviations to detect and, hence very little scrap or rework to be done.

Another function of feedback control is providing information that will facilitate the planning process. Such information, which may include number of units made or sold, cost of various aspects of production, quality measures, return on investment, or clients served, can be used in revising existing plans and formulating new ones. Finally, feedback control provides output information that is particularly useful in the process of rewarding employee performance.

3.4 The Steps in the Control Process

Just like the other management functions, a step-by-step approach is required in the implementation of controls. The process has several major steps (Bartol and Martin 1991: 600-602). Although control systems must be tailored to specific situations, such systems generally follow the same basic process. In this section, we shall consider the steps in the control process, which are: determine areas to control, establish standards measure performance, compare performance against standards met or exceeded, adjust standards and measures if standards are not met, take corrective action as necessary.

Determine areas to control

The first major step in the control process is determining the major areas to control. Management must make choices because it is expensive and virtually impossible to control every aspect of an organization's activities. In addition, employees often resent having their every move controlled. Managers usually base their major controls on the organizational goals and objectives developed during the planning process. For example, quarterly reports help to monitor the achievement of organizational objectives.

Establish standards

The second step in the control process is establishing standards. Standards spell out specific criteria for evaluating performance and related employee behaviors. For example, standards might indicate how well a product is to be made or how effectively a service is to be delivered. Twenty-four hour supply of electricity is a standard. Standards may also reflect specific activities or behaviors that are necessary to achieve organizational goals, such as

coming to work on time, observing safety rules, and following ethical guidelines in conducting organizational business. Often such standards are incorporated into the goals as they are set in the planning process.

Generally, standards serve three major purposes related to employee behavior. For one thing, standards help employees understand what is expected and how their work will be evaluated. Knowing what is expected helps employee do an effective job. For another, standards provide a basis for detecting job difficulties that are related to personal limitations of organization members. Such limitations can be based on lack of ability, training, or experience or on any other job-related deficiency that prevents an individual from performing properly on the job. Timely identification of deficiencies makes it possible to take corrective action before the difficulties become serious and possibly irresolvable.

Measure performance

Once standards are determined, the next step is performance. For a given standard, a manager must decide both the measure of actual performance and how often to do so. One of the more performance measurement techniques used to help set standards and coordinate the measurement performance is by setting targets or specific objectives.

The means of measuring performance will depend on the standards that have been set, but they can include such data as files treated, units produced, amount of service rendered, amount of materials used, number of defects found, steps or processes followed, profits, return on investment, or quality output.

Although quantitative measures often are used whenever possible, some important aspects of performance can be difficult to measure. As a result, qualitative judgments or indicators are often utilized. Most organizations use a combination of both quantitative and qualitative performance measures in carrying out the control function.

Once they have selected the means of measurement, managers must know how often they will measure performance for control purposes. In some cases, managers need control data on a daily, hourly, or even more frequent basis as in the case of hospital workers. In other cases, monthly, quarterly, semiannual, or even annual data may be sufficient. Middle-level managers are more likely to track weekly progress. Top management reviews the report on monthly basis to check on customer service.

Compare performance against standards

This step consists of comparing the performance measured in step 3 with the standards established in step 2. Managers often base their comparisons on information provided in reports that summarize planned versus actual results. Such reports may be presented verbally, forwarded in written form, or generated automatically in conjunction with computerized processes. The use of computer networks has made it possible for managers to obtain up-to-the-minute status reports on a variety of quantitative performance.

Use of the management by exception principle, with or without computers, helps save managers time by bringing to their attention only those conditions that appear to need managerial action. While the management by exception principle can often be used effectively, managers need to be careful that they do not become so preoccupied with problems that they ignore positive accomplishments of subordinates.

Managers often make comparisons of performance and standards by walking around work areas and observing conditions, a practice sometimes referred to as management by wandering around. A chief executive may use this technique by walking round and chatting with customers who may not even recognize that he/she is the chief executive. A lot of valuable information can be collected through this method.

Standards are met or exceeded

When performance meets or exceeds the standards set, usually no corrective action is necessary. However, managers do need to consider recognizing the positive performance. The type of recognition given can vary from a verbal "well done" for a routine achievement to more substantial rewards such as bonuses, training opportunities, or pay raises, for major achievements or consistently good work. These approaches are consistent with motivation theories, such as expectancy theory and reinforcement theory, which emphasize the importance of rewarding good performance in order to sustain it and encourage further improvements.

If standards are not met, take corrective action as necessary

When standards are not met, managers must carefully assess the reasons why and take corrective action. As part of their evaluation, managers often personally check the standards and the related performance measures to be sure that they are still realistic. Sometimes, managers may conclude that corrective action to meet standards is not desirable because the standards are, in fact, inappropriate-usually because of changing conditions. More often, though, corrective actions are needed to reach standards.

Adjust standards and measures as necessary

Control is a dynamic process. As a result, managers need to check standards periodically to ensure that the standards and the associated performance measures are still relevant for the future. For one thing, standards and measures can be inappropriate. This may be due to not setting appropriate ones to begin with or because circumstances under which they were set have changed. For another, exceeding a standard may signal unforeseen opportunities, the potential to raise standards, and/or the need for possible major adjustments in organizational plans. Finally, even if standards have been met, changing conditions, such as improvements in the skill levels of employees may indicate that achieving a particular standard consumes too many resources and may decide to lower that standard. Thus managers use the control process to keep track of various activities, but they must also be prepared to review the process itself as necessary to be sure that it meets current needs.

3.6. Principles of Effective Control

Every organization needs to establish its own control system in terms of its philosophy, culture, work environment, objectives and work related problems. Not all controls are effective. In order to have effective controls, the following principles are useful i.e. future-oriented, multidimensional, based on objectives and plans, established at strategic points, cost effective, accurate, realistic, timely, monitorable, acceptable to organizational members, flexible, objective, adjusted to individual difference related to position, related to organizational design, aiming at corrective actions and reviewing periodically.

Future-Oriented

To be effective, control systems need to help regulate future events, rather than fix blame for past events. A well-designed control system focuses on letting managers know how work is progressing toward unit objectives, pinpointing areas in which future corrective action is needed, and uncovering unforeseen opportunities that might be developed for future action (Stoner and Wankel 1986). Locking of telephone boxes in an office is aimed at controlling high telephone bills.

Multidimensional

In most cases, control systems need to be multidimensional in order to capture the major relevant performance factors.

Controls should be based on Objectives and Plans

Controls are aimed at ensuring that strategies, policies and plans are being implemented properly, and the desired objectives are being achieved. They should, therefore, be based on organizational objectives and plans. Objectives, policies, strategies, procedures, methods and budgets provide standards of performance. Actual operational results should be measured against these standards.

Controls should be established at strategic points

Since it is neither possible nor necessary to control all the aspects of employee activities and operations, control should be established at strategic points. It is easier to monitor the work output of a subordinate rather than all the activities leading to the output. Quantity must show concern for other issues, such as quality, scrap rate, and overhead.

Cost Effective

The cost of controls is an important consideration. There is no sense spending 5000 birr to control a shop whose total value is 1000 birr. What this means is that benefits from a control should outweigh the costs.

Accurate

Since controls provide the basis for future actions, accuracy is vital. Control data that are seriously inaccurate may be worse than no controls at all since managers may make poor decisions on the basis of faulty data that they believe to be accurate.

Realistic

Control systems should incorporate realistic expectations about what can be accomplished. Otherwise, employees are likely to view the control system as unreasonable and may ignore or even sabotage it. Asking senior managers to sign a daily attendance register is not realistic because managers put in extra time without being asked.

Timely

Control systems are designed to provide data on the state of a given process as of specific time, for example monthly performance, a weekly update on a project, a daily production report, or quality inspections on a production line. In order for managers and employees to respond promptly to irregularities, control systems must provide relevant information soon enough to allow corrective action to be taken before there are serious repercussions.

Monitorable

Another desirable characteristic of control systems is that they can be monitored to ensure that they are performing as expected. One way of checking a control system is to deliberately insert an imperfection, such as a defective part, and then observe how long it takes the system to detect and report it to the correct individual.

Acceptable to organization members

Control systems operate best when they are accepted by the organization members who are affected by them. Otherwise, members may take actions to override and undermine the controls. Control systems are apt to be accepted when:

- They focus on important issues that are compatible with organizational goals,
- They provide useful data to various levels,
- The data collected give a fair and accurate picture of employee performance,
- The emphasis is on using the data for making improvements (as opposed to setting blame).

Flexible

Just as organizations must be flexible to respond rapidly to changing environments, control systems need to be flexible enough to meet new or revised requirements. Accordingly, they should be designed so that they can be changed quickly to measure and report new information and track new endeavors.

Objective

Effective controls require accurate measures of performance. Objective criterion can be applied to quality, quantity, time and cost of operations.

Adjusted to individual difference

Controls should be related to the personality characteristics and needs of individuals whose performance is to be measured. Since people differ in their abilities, competence and attitudes, controls will have to be tailor made to be related to these differences.

Related to position

Controls should be related to the position of the manager concerned. Production manager and sales manager need different kinds of control systems. Controls will therefore, have to be designed to suit the requirement of each individual manager.

Related to organizational design

Organizational design defines the role relationship, and provides the key to the location of responsibility centers. All managers should be provided with adequate performance standards and reports on results relating to their areas of responsibility and authority. This requires that control reports should be directed to those managers who have the responsibility as well as authority to take corrective action.

Aimed at corrective action

This principle of control focuses attention on its basic purpose. Controls should not be used as an end in themselves but as a means to the end of improving performance. An effective control should disclose the exact magnitude of location of deviations, and also point out who is responsible for them. Control should also ensure that corrective action is taken promptly with a view to bringing the actual results in line with the desired objectives.

Reviewed periodically

Controls should be reviewed periodically to ascertain that they are economical, objective, timely and flexible, and above all, to find out what they are supposed to measure.

Self Assessment exercise

List and explain the principles of control

4.0 CONCLUSION

Controlling is the process of regulating organizational activities so that actual performance conforms to expected organizational standards and goals. Controls should not be used as an end in themselves but as a means to the end of improving performance. An effective control should disclose the exact magnitude of location of deviations, and also point out who is

responsible for them. Control should also ensure that corrective action is taken promptly with a view to bringing the actual results in line with the desired objectives.

5.0. SUMMARY

In this unit you have learnt about controlling which is one of the basic functions of a manager in any organization both public and private. You have also realized that without control there will be alot of negative consequences such as irregularities, uncertainty, indiscipline and non achievement of objectives. There also three major classification of controls which are feedforward control, concurrent control, and feedback or cost control. Control permeates all the levels of an organization from firsr level management to top management.The steps in the control process range from determining the area to control to adjusting standards and readjust measures accordingly. The principles of control were also discussed.

6.0 TUTOR MARKED ASSIGNMENT

1. Why is control important to an organization?

2. Describe the steps in the control process.

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UNIT 20   DISCIPLINE IN THE PUBLIC SERVICE

TABLE OF CONTENT

1.0.   INTRODUCTION

In the last unit, you learntabout control, you will now learn about a variant of control which is discipline. One of the functions of a manager in any organization is to maintain discipline. The aim is to keep employees in check so that organizational objectives can be achieved. Human beings often err whether in the society at large or in an organization. Punishments for erring officers are imbedded in the Public Service Rules. It is therefore the duty of every officer to acquaint himself/herself with the disciplinary rules and any other regulations of the Public Service.This unit discusses offences considered as general inefficiency, misconduct and serious misconduct.

2.0.   OBJECTIVES

After studying this unit, you should be able to:

  (a)   Enumerate behavior that constitute general inefficiency

  (b)   List acts of misconduct in the Public Service

  (c)   Explain acts of serious misconduct

3.0.   MAIN CONTENT

3.1.   General Inefficiency

General Inefficiency consists of a series of omissions or incompetence the cumulative effect of which shows that the Officer is not capable of discharging efficiently the duties of the office he holds.

It shall be the duty of every superior officer, as soon as he observes any fault or shortcoming in the work of an officer subordinate to him/her, to bring it to the Officer's notice and to record that he has been done, with a view to improving the Officer's usefulness and efficiency in the Service. Before the proceeding for the removal of an Oficer for General Inefficiency may be commenced, he/she must have been warned on three occasions in writing.

No female Public Servant shall be required to resign her appointment or retire by reason of pregnancy alone, but if her condition interferes with the efficient performance of her duties, she may at the discretion of Management be given lighter duties.

Permanent Secretaries/Head of Extra-Ministerial Offices are authorized, subject to the provisions of the Labour Act (Cap. 198) and of individual letters of consideration for appointment (Form Gen. 69 and Gen. 69A), to terminate the employment of temporary staff at their discretion. However, prior to the termination of appointment, such staff should been informed of the grounds on which the termination of his/her appointment are based. He/She should be given an opportunity to submit representations on why he or she should not be terminated. Similarly, prior to the termination of the Officer's service for inefficiency, such staff shall be warned of his/her shortcomings and given opportunity to improve or to offer a satisfactory explanation of his/her failure to perform his duties efficiently.

In all cases of termination for inefficiency, notice of termination shall be given. The period of notice shall be one calendar month unless other period is appropriate in the light of a particular officer's service. If it is decided that the officer shall leave the service early, he/she shall be paid emolument equivalent to the period of the notice. The period of notice shall include any leave to which the Officer is entitled if the leave is longer than the period of

notice, the officer shall be   sent on leave and the period of notice absorbed by the leave Federal Government of Nigeria (2009).

3.2.   Misconduct (Federal Government of Nigeria (2009).

Misconduct is defined as a specific act of wrongdoing or any behaviour which is inimical to the image of the Service and which can be investigated and proved. It cak also lead to termination and it includes:

Scandalous conduct such as

(i)   Immoral Behaviour;

(ii)   Unruly Behaviour;

(iii)   Drunkenness;

(iv)   Foul Language;

(v)   Assault;

(vi)   Battery;

(vii)   Refusal to proceed o transfer or to accept posting;

(viii)   Habitual lateness to work;

(ix)   Deliberate delay in treating official document;

(x)   Failure to keep records;

(xi)   Unauthorized removal of public records;

(xii)   Dishonesty;

(xiii)   Negligency

(xiv)   Membership of cults

(xv)   Sleeping on duty

(xvi)   Improper dressing while on duty

(xvii) Selling merchandise within office premises

(xviii) Refusal to take/carry out lawful instruction from superior officers

(xix)   Lingering

(xx)   Insurbordination

(xxi)   Discourteous behavior to the public

030302 – As soon as a Superior Officer becomes dissatisfied with the behavior of any Officer subordinating to him/her, it shall be his/her duty to so inform the officer in writing giving details of unsatisfactory behavior. In addition the superior officer is to call upon him/her to submit within a specific time such written representation as he/she may wish to make to

exculpate himself/herself from disciplinary action.   After considering such written representations as the officer may make within the specified time the Superior officer shall decide whether:((Federal Government of Nigeria ,2009).

(a)   The Officer has exculpated himself/herself in which case, he/she shall be so informed in writing and so further action shall be necessary or

(b)   The Officer has not exculpated himself/herself but it is considered that he/she should not be punished in which case the appropriate formal letter of advice shall be issued to him/her and he/she shall be required to acknowledge its receipt in writing or

(c)   The Officer who has not exculpated himself/herself and deserves some punishment.

030303 – Where a Tribunal of Inquiry set up by the Government makes recommendations of a disciplinary nature on an Officer, the Federal Civil Service Commission shall not act on such recommendations until it has called upon the affected Officer to reply to the allegations made against him/her by the Tribunal of Inquiry. If the Officer refuses or neglects to reply to the allegations within a reasonable time or at all, the Federal Civil Service Commission or its agent shall proceed to accept and enforce the recommendations of the Tribunal of Inquiry and take such disciplinary action against the Officer as it shall deem appropriate.

030306 – Any disciplinary proceedings against a female staff, which might otherwise have been taken during the period of her maternity leave, shall be postponed until the leave has expired. Such postponement, however, shall not in anyway prejudice the proceedings against her.

030307 – Unless the method of dismissal is otherwise provided for in these Rules, an Officer in the Federal Public Service may be dismissed by the Federal Civil Service Commission only in accordance with this Rule.

(i)   The Officer shall be notified in writing on the grounds on which it is proposed to discipline him/her. The query should be precise and to the point. It must relate the circumstances of the offence, the Rule and Regulation which the Officer has broken and the likely penalty. In serious access to any such document(s) or report(s) used against him/her and he/she should be asked to state in his/her

defence that he/she has been given access to documents. The Officer shall be called upon to state in writing, within the period specified in the query any grounds upon which he/she relies to exculpate himself/herself;

(ii)   If the Officer submits his/her representations and the Federal Civil Service Commission is not satisfied that he/she has exculpate himself/herself, and considers that the Officer should be dismissed, it shall take such action accordingly. Should the officer however fail to furnish any representations within the time fixed, the Commission may take such action against the Officer as it deems appropriate;

(iii)   If upon considering the Report of the Board together with the evidence and all material documents relating to the case, the Commission is of the opinion that the Officer should be dismissed, such action shall immediately be taken;

(iv)   If the Commission does not approve the Officer's dismissal and does not consider that any penalty should be imposed, the Officer shall be reinstated forthwith and be entitled to the full amount of salary denied him/her if he/she was interdicted or suspended.

(v)   If upon considering the report of the Board the Commission is of the opinion that the Officer does not deserve to be dismissed but that the proceedings disclosed grounds for requiring him/her to retire, the Commission shall, without further pproceedings, direct accordingly; and

(vi)   All disciplinary procedures must commence and be completed within a period of 60 days except where it involves criminal cases.

No Officer may render professional assistance to Institutions or Government Agencies during working hours or accept remuneration for it, except with the written permission of the Permanent Secretary/Head of Extra-Ministerial Office which could be granted if it is in the public interests to do so. The amount of the remuneration must be paid into the Treasury on deposit until the orders of Government as to the share, if any, which may be received by the Officer is known. No fine shall be imposed on any Officer as a purnishment for an offence committed in the course of his/her duties.

(a) If at any time the public revenue sustains a loss by reason of the neglect or fault of an Officer,   he/she will be liable to be surcharged with the amount any sums due to him/her from   Government may be withheld in satisfaction of such surcharge.

(b) Officers defined as workers in section 2 of the Labour Act (Cap 198) may be surcharged if the circumstances warrant such action, but all papers relevant to the case must be submitted in accordance with the Act, to the warrant of the Federal Ministry of Labour and Productivity for approval of the surchatge.

An officer shall not lend money at interest, whether on mortagage or otherwise, or guarantee or stand as surety for money lent on interest, to any other person. Nothing in this rule shall be deemed to prevent members of registered co-operative Society or approved benefits Societies from standing as sureties for loans made by the societies, or shall it be deemed to prevent any officer from placing money in a deposit account in any bank or standing surety for money lent by Government to another officer. Officers are prohibited from hawking merchandise or engaging in any other form of trading on office premises during working hours. No officer shall appear in the office or anywhere in his official capacity dressed in a manner considered inappropriate or immodest.

In order to prevent the irregular use by non-officials of letters of recommendations or certificates of character, Officers are prohibited from giving, in their official capacities, letters or certificates whether on official stationery or otherwise.

SELF ASSESSMENT EXERCISE
1. Define general inefficiency.
2. What is the purnishment for general inefficiency?
3. Define misconduct.

3.3.   Serious Misconduct
3.3.1.   Definition: Serious misconduct is a specific act of very serious wrongdoing and improper behaviour which is inimical to the image of the service and which can be investigated and if proven, may lead to dismissal.
3.3.2.   Serious Acts of Misconduct
Serious acts of misconduct include:
(a) Falsification of records;
(b) Suppression of records;
(c) Withholding of files;

(d) Conviction on a criminal charge (other than a minor traffic or sanitary offence or the like);

(e) Absence from duty without leave;

(f) False claims against Government Officials;

(g) Engaging in partisan political activities;

(h) Bankrutcy/seriious financial embarrassment;

(i) Unauthorised disclosure of official information;

(j) Bribery;

(k) Corruption;

(l) Embezzlement;

(m) Misappropriatiion;

(n) Violation of Oath of Secrecy;

(o) Action prejudiciary to the security of the State;

(p) Advance fee fraud (Criminal Code 419);

(q) Holding more than one full-time paid job;

(r) Nepotism or any other form of preferential treatment;

(s) Divided loyalty;

(t) Sabotage;

(u) Wilful demage to public property;

(v) Sexual Harrassmment; and

(w) Any other act unbecoming of a Public Officer.

Disciplinary Procedure for serious misconduct

Disciplinary procedure for serious misconduct shall be in accordance with Rules 030302 to 030306.(Federal Republic of Nigeria, 2009).

(i)   When a serious case that may lead to dismissal has been instituted against an Officer, the Permanent Secretary/Head of Extra-Ministerial Office may interdict him/her on not more than half pay pending the determination of the case.

(ii)   Recommendations to the Commission for interdiction shall be made only if it is against the public interest that the officer should continue to perform any of the duties of his/her rank. When the charge against him/her is such that the continued performance of his/her present duties is against the public interest or prejudicial to the investigation of the charge against him/her, consideration shall be given to putting him/her on alternative duties. Interdiction shall only be resorted to when this is not possible.

(iii)   When an officer is interdicted, he/she shall cease to report for duty. In the letter informing the officer of his/her interdiction it shall be indicated that the proportion of emoluments he/she is to receive while on interdiction shall be 50% of his emoluments.

(iv)   If proceedings under Rule 030404 (i) reveal that he/she is not guilty of the charge made against him/her, the Officer shall immediately be reinstated and shall receive the full amount of his/her emoluments denied him/her while he/she was interdicted.

(v)   If the Officer is found guilty but is not dismisssed, he/she may be refunded such portion of the emoluments denied him/her as the Commission may determine.

(a) An Officer who is under interdiction or suspension shall notify his/her Permanent Secretary/Head of Extra-Ministerial Office of his/her intention to leave hhis/her station. He/she shall however not leave the country without the specific approval of the Head of the Civil Service of the Federal.

(b) An Officer under interdiction is also responsible for keeping his/her Ministry/Extra-Ministerial Office informed of the address at which instructions to him/her can be delivered.

030410 – If an Officer is convicted on a criminal charge, the Commission shall consider the proceedings of the Court and if it is of the opinion that the Officer should be dismissed or subjected to some lesser penalty on account of the offence for which he/she has been convicted, the Officer may thereupon be dismissed or otherwise punished without any of the procedures prescribed in Rule 030306 being followed.

030413 – Any Officer who absents himself/herself from duty or travels out from Nigeria without leave renders himself/herself liable to be dismissed from the service and the onus shall rest on him/her, to show that the circumstances do not justify the imposition of the full penalty.

030414 –For the purpose of these rules, the expressiion "serious financial embrassment" means the state of an Officer's indebtedness which having regard to the amount of debts incurred by him/her, has actually caused serious financial hardship to him/her, and, without prejudice to the general meaning of the said expressiion, an officer shall be deemed to be in serious financial embarassment.

4.0.   CONCLUSION

Public Servants are expected to exhibit disciplined behaviour at all times. With the series of acts of inefficiency, misconduct and punishable offences, the Public Servant is expectedd to be alive to his duties. Eventhough the disciplinary procedure is long, it is to protect the employee and his/her organisation from unnecessary litigation.

5.0.   SUMMARY

This unit discusses three major acts of indiscipline, which are general inefficiency, misconduct and serious misconduct. General inefficiency consists of a series of ommissiions or incompetence which shows that the Officer is not capable of discharging efficiently the duties of the office he holds. Misconduct is defined as the specific act of wrong doing or any behaviour which is inimical to the image of the service which can be investigated and proved. Examples are immoral behaviour, drunkeness, assault and foul language. Serious misconduct is a specific act of very serious wrongdoing and improper behaviour which can be investigated and if proven may lead to dismissal. Examples are: Falsification of records, suppression of records, bribery and corruption.

6.0.   TUTOR MARKED ASSIGNMENT

1.   List 10 acts of misconduct in the Public Service.

2.   What actss consitute serious misconduct?

3.   What is the difference in the punishment for misconduct and that of serious
      misconduct?

4.   Under what situation does interdiction apply?

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MODULE 5 MATERIALS AND FINANCIAL MANAGEMENT IN THE PUBLIC SERVICE

UNIT 21   MATERIALS PURCHASING AND STORAGE

TABLE OF CONTENT

1.0   INTRODUCTION

Module 4 is on public service rules and discretionary powers in the Public Service. In this unit, we shall examine the management of materials used in organizations. Materials constitute one of the resources that any organization both private and public requires to achieve its objectives. Materials are required throughout the production process of an organization. Every organization requires goods, tools, statutory among others. Materials management is a part of the supply chain management, which refers to the supply of goods and services from the manufacturer to the consumer. Materials management is therefore a subset of the supply chain management.

You would have realized from your experience at home that the quality of materials purchased determines the quality of the final output and how efficiently an organization is run. Materials management concerns the identification of needed materials, their purchase/ procurement or acquisition, inspection, quality control, storage, inventory control, distribution and disposal. In this unit, we shall discuss the materials management concept, materials procurement/purchasing and materials storage.

2.0   OBJECTIVES

After you have read this unit, you should be able to:

- Explain the materials management concept
- Describe how purchasing/procurement is a key link in the supply chain
- Specify the procedures for purchasing materials
- Explain the two types of storage systems.

3.0 MAIN CONTENT

3.1. **Materials Management Concept**

One of the problems of public service organizations is the quality of materials purchased or supplied for achieving the objectives of the organization. It is not uncommon to find poor quality spare parts, computers, cds, file cabinets, statutionery, among others. One way to stem this situation is adequate materials management. Materials management refers to a set of interrelated functions concerning the planning requisitioning, storage/warehousing and distribution / logistics of materials to the intended user. Materials management is the functional responsibility of systematic planning and controlling of all materials required in an organization, from identification of the need to the delivery to customers. The major components of materials management are therefore: purchasing, storage and warehousing, inventory control and physical distribution.

As you can guess, the major objective of materials management is to ensure that the right materials are purchased at the right price and supplied to users at the right time. All these are aimed at the efficient and effective use of material resources in public service organizations. The key requirements of a good materials management process are: timeliness, quality, quantity, availability and price.

Rahman (2014), defines, materials management as the process which integrates the flow of supplies into, through and out of an organization for the purpose of providing the right materials at the right place, at the right time, in the right quantity and quantity as well as at the right cost.

Self Assessment Exercise
1. Discuss the management theory that best fit the materials management concept.

3.2 Materials Publishing/procurement

In the last section, we discussed the conceptt of materials management. One of these is purchasing of needed materials in the supply chain process, the terms purchasing and procurement are of tern used interchangeable and procurement are often used interchangeable but these are subtle differences between noth terms. Crandall & Chain (2010), explain the key terms relating to materials purchasing/procurement.

Crandell et al (2010), state that procurement is the business functions of planning, inventory control, trafficking, receiving, incoming inspection and salvage operations. Purchasing on the other hand refers to the functions of the responsibly for buying, materials supplies and services. The definition of purchase implies that purchasing is a sub set of procurement. Crandell et al (2010) also observed that while purchasing is the term used in the private sector, government agencies tend to use the procurement. Product refers to any good or service produced for sale, barter or internal use (Blackstone, 2008).

3.2.1 Procedures for Purchasing

Venkatesh (2016), came up with the following 7 procedures for purchasing materials:

1. Determine the budget for purchases

    The purchases manager should prepare his budget for materials to be purchased in a year with inputs from all user departments. This must be done based on current and anticipated needs of the various departments. A robust budget for purchasing materials ensures a smooth running organization. Lack of materials for work is one of the demotivationary factors in an organization. In professional terms, itemization of materials and components needed for various job, called bill of materials is called as input into preparing the purchasing/procurement budget.

2. Requisition Orders from departments

    Department may seek approvals of the Chief Executive or Permanent Secretary to purchase an item. When approved, the request is sent to the procurement officer to purchase the item. A purchase requisition form is used as a formal request to the procurement set=ction to purchase materials

3. Determine the Sources of Supply

The procurement officer usually has a list of suppliers of materials sometimes these are registered suppliers to the organization. Such suppliers are usually requested to quote for the goods/services to be purchased. In Nigeria, it is mandatory to have three quotations from which one would be selected. The determining factors in which contractor/suppliers to award the contract to are: price, quantity, quality, time of delivery, terms of payment and reputation of the suppliers.

4. Placing order.

Once a supplier has been selected, a formal purchase order is prepared and sent for the supply of goods/service. A purchase order is send on a printed form duly signed by the approving officers

5. Follow-up of Purchase Order

In order to ensure there is no delay in the delivery of the goods/service, the purchasing officer follows up by reminding the supplier of the date of delivery of goods/service.

6. Receipt and Inspection of Supplied Goods and Services

The receipt and inspection of supplied goods and services are carried out by the store officer and the internal audit unit. After unpacking goods their quantity is compared to that in the delivery note. Any discrepancy in items is reported to the purchasing /procurement head.

7. Checking Invoices

The last procedure is for the procurement officer to check the suppliers invoice with its own records. The specifications in terms of quantity, quality, and price must align with those in the purchase order. After ensuring that the document action is correct, the invoices are sent to account department for payment.

Self Assessment Exercise

List the procedures involved in purchasing items for an organization

3.3. Materials storage and Warehousing

In the last section, we discussed purchasing/ procurement of goods/services in order to ensure efficiency, most goods are purchased in bulk to attract lower prices. This creates the need for storage or warehousing of such goods bought. This is the last stage of the procurement cycle. The stores units, which in Nigeria is under the procurement department is responsible for safe and easily accessible physical storage of all purchase materials. In manufacturing organization or public enterprise, the store is responsible for the safe keeping of finished goods. An example is your Centre's stores where you collect your course materials.The store unit must ensure that materials are stored in such a way that stealing, unauthorized usage, damage or deterioration are minimized (Unyimadu, 2006).

3.3.1. Store Systems

Unyimadu (2006), discusses two stores management system. These are:
  I.   A close stores system, and
  II. An open store system

A closed system is on in which purchase materials are physically stored in an enclosed area with a strictly out of access to none stores personnel. This is used for sensitive materials such as chemicals, radioactive materials, and medicine among others. The aim of this approach is to ensure maximum physical security to ensure accountability for the stored materials.

The open system allows materials to be stored as close as possible to its point of use. Such materials are stored in bins, on shelves; in racks. The storage of the materials is dependent on the available space. Most workers will have access to these storage facilities, but with documentation of goods in and out. This type of system is not concerned with the physical security of the materials. This is due to the fast turnover in the usage of the resources. Such materials, for example, building materials like floor tiles, gravels, granite and sand are not subject to quick deterioration. These materials do not require requisition forms before they are used. Most organizations make use of both systems

Self Assessment Question

1. The close system of storage is better that the open system. Discuss

3.3.1 Best Practices in Materials Storage and Warehousing

United States Department of Labour (2017), published a list of best practices for materials storage and warehousing as follows:

- Examine the warehouse on each working shift. Repair or correct any unsafe equipment or conditions.
- Establish safe procedures to accomplish warehouse tasks before beginning work.
- Identify and eliminate or control all hazards associated with the work to be performed.
- Delivery workers must receive site-specific training
- Do not assign a person to work alone in areas where hazardous conditions could endanger employee safety, and account for everyone at the end of the shift.
- Wear appropriate personal protective equipment, such as a hard hat, safety shoes, gloves and glasses where necessary
- Provide and maintain clean, clear access to warehouses, storage areas and stored materials.
- Keep aisles, travelways and exits clear and free of slip, trip and strike-against hazards.
- Store flammable, combustible and hazardous materials in a way that minimizes the dangers
- Organize and label storage areas so parts and materials can be quickly located without searching.
- Store materials and supplies in an organized manner to ensure easy access for retrieval and transportation.
- Place heavier loads on lower or middle shelves.
- Store long, tall or top-heavy items on their side or secure them to prevent tipover.
- Place ladders on stable, level surfaces, and use stair platforms to access materials in higher locations.
- Lift materials properly. Bend your knees, keep your back straight, hold the load close to your body, maintain a clear vision path and turn your feet and whole body together (never twist at your waist).
- To the extent feasible, lift and handle loads in the body's "power zone": between knees and shoulders.
- Use powered equipment such as a forklift or hydraulic fork jack instead of manually lifting heavy materials.

4.0. CONCLUSION

The quality of materials which serve as input into the production process determines the quality of the out terms of goods and service. Inefficient management of materials management creates a clog in the supply chain process and in a major problem in the public sector. Inability to identify fake from original materials is a major problem in materials manager. Purchasing department should take regular feedback from the ordering department on the quality of the materials bought.

5.0. SUMMARY

In this unit, you have learnt about materials management which refers to the supply of goods and service from the manufacturer to the consumer. The major objective of materials management is to ensure that the right price and supplied to users at the right time. The unit also examined material purchasing /procurement.

6.0   TUTOR MARKED ASSIGNMENT

1. Discuss the role of materials management in the achievement of objectives of a public organization.
2. What are the major problems of materials management in the Nigeria public service?
3. Explain with examples the procedure for purchasing items in an organization.
4. Describe the best ways for organizations to store and warehouse their products.

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UNIT 22   INVENTORY MANAGEMENT

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1.0.   INTRODUCTION

In the last unit, you learnt about materials purchasing/procurement and storage. When goods are stored, there must be principles guiding how much should be purchased of items, how long can the goods or product be kept before it expires, when goods should be re ordered. Organizations have problems when all their products are exhausted before they are reordered. You would recall that there was a time in 2016 when Nigeria did not have Nigeria passports to be issued to those who need them. This is an example of improper inventory management. Inventory is the complete list of items such as goods in stock, equipment, statutory, building materials and parts among others. Inventory refers to items that are in the store and are available for use now or in the future. In the public service we deal largely with finished goods while in the private sector, the manufacturing companies deal with raw materials, finished and unfinished products which have not been sold. These are considered as part of the current assets. In this unit, we shall discuss how to manage inventory and the determination of the right inventory as well as the right time to order a product.

2.0.   OBJECTIVES
 After you have read this unit, you should be able to:
- Define inventory and inventory management
- Determine the right inventory for a product
- Enumerate the various types of stock records

3.0.   MAIN CONTENT

3.1. Inventory and inventory management

Inventory refers to stock of products/goods that are kept in a store or warehouse or open spaces by an organization possibly for processor use of scale to customers. In the public service, inventory of unfinished goods or raw materials is kept by state owned companies or public enterprises. Organizations need to hold inventory as a proactive way of keeping on top of inflation, future demands and sometimes unanticipated situations. A conclusion that can be drawn from this is that inventoried products have economic value and assets to an organization. From your knowledge of management theories, you would recall that the systems approach states that an organization has the input process and output process. This theory informs the types of inventory to be held by an organization. A manufacturing company requires raw materials and consumables; in the public service the government holds a lot of finished goods in the store. Manufacturers have a lot of semi finished products which may be waiting for packaging or transportation to consumers or another store.

3.1.1 Types of Inventories
Management Study Guide (2017), specifies two types of inventories based on the demand for the product.These are the Independent and Dependent Demand inventories. Independent deman inventory refers to products whose demands is not dependent upon the demand for another item for example, efriegertors. Finished goods are often effred to as independent inventory.

Dependent demand inventory refers to products that are dependent upon another item.Raw materisls such as chemicals and car spareparts are examples of dependent emand inventory.
The major difference between the independent and dependent demand inventory is that while the independent demand products are managed by sales order, the dependent demand products are managed through Materials Resources Planning(MRP) or Enterprise Resource Planning(ERP). These are mathematical models, which depends on sales forecast for finished goods.

Self Assessment Execise
Explain the differences between Independent and Dependent demand inventory.

3.2.   Inventory Management
Inventory management refers to the planning, organizing and controlling of stocks of finished/unfinished goods held by an organization for future use. Such stocks of goods should neither be too little or too much. There should be no under or over inventory that could be costly for an organization. Under inventory can make a private sector company loose its competitive edge: hence an optimum inventory has to be maintained in any organization. Inventory management can be described as having the right stock of goods/ products at the right place and at the right time. The critical question is how to ensure the right inventory all the time.

3.2.1 Why Manage Inventories?

There are a number of reasons why inventories have to be managed. The most obvious one is to ensure smooth running operations of an organization. Inventories have to be managed for the following reasons:

1. To reduce variances in the demands for products and what are available
2. To cater for cyclical and seasonal demand. Governments hold stocks of agricultural products for release during seasonal fluctuations..
3. To ensure economics of scale by buying in bulk which is cheaper than ordering single items when the need arises
4. To reduce the cost of transportation that comes with frequent visits to retailers to purchase items
5. To ensure that raw materials with long lead time are held in stock
6. To provide high demand or frequently used items as needed.

Self Assessment Exercise
Explain why an organization should manage its inventory.

3.3. Determination of the right inventory

One of the challenges of inventory management is the determination of the right quantity of stock to hold at a particular point in time. As you have read, the stock of goods must neither be too small or too much. If it is too small, there will be interruptions in organizational process, if it is too much; there would be wastage and generals inefficiency. Ordering too much will also lead to increased storage costs and risks of or expiration. A tested model for managing inventory is the economic order quantity. Goldiman (2017), states that the Economic Order Quantity, determines the adequate number of a product to be ordered. The ideal is to final the quantity that will minimize the overall cost too an organization. The Economic Order Quantity Formula calculates the number of units to be ordered by considering these three variables:

- The annual demand in units per year (D)
- The cost per order per year .(H)
- The fixed cost per order per year (S)

The fomula is

$$EOQ = \sqrt{\frac{2\,(DS)}{H}}$$

With the advent of calculator and computer generated EOQ, your task in calculating the EOQ has been made easy. All you need to do is to punch in the numbers and you will get the EOQ. What do these variables mean? The annual demand for a product is very critical to the realistic usage of the formula. This is very important for a product that an organization uses often such as files, photocopying and printing papers, and toners etc which are among the common ones in the public service.

The purchase cost per individual unit is as given by the supplier. Expensive products are not likely to be purchased frequently to require keeping in a store/ warehouse. For example, no organization buys cars to be kept until the need arises. A product that is used often is usually ordered in large quantities for economies of scale through large purchase discount.

Fixed costs refer to all the costs associated with placing an order excluding the inventory holding costs (Schwarz, 2017).For example if a storm blows off the roof of a ministry, the civil servants will still be paid their salaries. The challenge is the difficulty in calculating such fixed costs, especially as the costs can change over time. The formula is based on the assumption that this cost is known and constant for a given year.The carrying cost refers to the total cost of holding inventory. This includes warehousing costs, such as rent, utilities, salaries, financial costs plus opportunity costs, pilfering, theft and insurance costs. The EOQ formula assumes that the ordering time or lead time is zero. Lead time refers to the interval between placing an order and receiving the order.

For example:

Ministry of Computer Engineering requires 50,000 units of computers per years (D), the cost per order (S) is N40.00 while the carrying/holding cost per unit per year (H) is N10.

$$EOQ = \sqrt{\frac{2 \times 50,000 \times 40}{10}}$$

$$= \sqrt{400,000}$$

$$= \sqrt{400,000}$$

$$= 632 \text{ units}$$

From this calculation the best units to hold as inventory is 632 units

Another question to ask is how the procurement officer know when to place order for a new consignment. To do this, three variables are required:

- The time it takes to get the items picked
- The time it takes to get the items packed
- The time it takes to get the items to the organization from manufacturer/distributor or retailer (Lead time)

The reorder point is calculated by the following formular:

Recorder point = (Lead time X Average daily usage) + safety stock.

The lead time is the time it takes for the product to get to the organization from the supplier. The average daily usage is the average number of units of the product consumed per day by departments or user units. The safety stock refers to the level of stock that is maintained to mitigate risk of stockouts, which may arise out of shortage of funds or non-availability of the product. This formula is known as the Fixed – Order Quantity Inventory Ordering system (Unyimadu, 2006).

3.3.1.   Advantages and Disadvantages of the Reorder Point formula.

Unyimadu (2006), suggests the following advantages and disadvantages of the Fixed –Order Quantity Inventory formula:

Advantages
- The formula is suitable for products of low value per unit.
- It is useful when there is no need for too much safety stock, especially when the lead time is known and predictable.

Disadvantages
- Orders are very frequent and this might lead to too much paper work.
- Changes in the demand pattern may not be taken into account for many years
- Frequent ordering can lead to high ordering costs.

4.0. CONCLUSION

No organization can survive without adequate materials. In the public service, the non availability of the right quantity of materials at the right time has contributed to the perception that the public service in efficient. The procurement of materials should be controlled and monitored to ensure that quality materials are purchased and made available to all users. The effect of inflation can be minimized. By adequate stock of materials, issues of shortages can also be minimized by effective inventory management. This unit has provided you enough information to appreciate the role of effective materials management in the public service.

5.0   SUMMARY

In this unit, you have learnt about how to manage inventory and determine the right inventory that an organization should hold. Inventory is defined as the stock of products (goods) that are kept in a store or warehouse or open spaces in an organization. The theoretical framework for inventory management as a sub set of materials management is the systems approach. The two types of inventories are based on independent and dependent demand. The right inventory to be kept can be managed by the Economic Order Quantity (EOQ), formula. You have also learnt about the advantages and disadvantages of the Fixed – Order Quantity Inventory Ordering system

6.0.   TUTOR MARKED ASSIGNMENT

1. Explain the role of inventory management in an organization.
2. List and explain the two types of inventories.
3. How do you determine the right inventory as the procurement officer of your organization?

4. Calculate the EOQ for an organization that requires 60,000 units of photocopies per year, with the cost per order being N20.00 and the carrying/holding cost of N20.00 per unit per year.

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UNIT 23   FINANCIAL MANAGEMENT IN THE PUBLIC SERVICE

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1.0   INTRODUCTION

In the last unit, we discussed material resources management, in this unit you are going to learn about financial resources. The government of any nation is utilizing all resources in trust, on behalf of the people. Among the resources, financial resources determine how far the nation can go in achieving the overall objectives of national growth and development. Financial resources are the most delicate resourses as they can be misused or misappropriated to the detriment of an entire nation. Lawson (2015), defines public financial management as the set of laws, rules, systems and processes that a government provides for the mobilization and allocation of public funds and the expenditure and accountability for such fund. Financial management is very important to public sector management because no effective delivery of public services can be undertaken if the financial resources are either not available or not transparently managed. Accountability is at the heart of public financial management. When members of the public are taxed or revenue is generated from exported resources, a transparent account must be given of the of the utilization of such funds.In this unit you will learn about the meaning of public finance, public financial management concept, institutional arrangements for financial control in the Nigeria Public Service and Government Financial management policies.

2.0.   OBJECTIVES
After you have read this unit, you should be able to:
- Explain public financial management

- Environment government policies for managing state funds
- Differentiate between monetary and fiscal polices
- Describe the public sector budgetary techniques.
- Describe the institutional arrangement for financial control in the Nigeria Public Service.

3.0.   MAIN CONTENT
3.1.   What is Public Finance?

Public finance deals with government revenue and expenditure with the aim of achieving efficient allocation of resource, distribution of income and macroeconomic stabilization. These aims differentiate public finance from private finance where the allocation of revenue and expenditure are carried out among some individuals. Public finance can come from loans, taxes, government bonds duties, public sale of products and exports among others. Public finance is in deficit when government spending exceeds revenues. The accumulation of such deficits over time is known as public debt. Deficit public financing helps government to spread tax burdens over a longer period of time and is a commonly used fiscal policy tool. Public financial also focuses on income distribution and social equity. This is done through differentiated treatment of high and low income earnings. For example there are different types of houses in government estates, for high and low income earners. The next section is on public financial management.

3.2.   Public Financial Management Concept

Public financial management can be defined as the generation, allocation, expenditure and monitoring of financial resources by governnemnt. Public financial resources deal will financial resources mobilization, the budgetary process, the prioritization of the various programmes of government to ensure effective management of government funds. Lawson (2015), describes public financial management cycle and the key actors as shown in Table 23.1

Table 23.1
Public Financial Management Activities and Action

Key Activities	Key Actors
1. Government Policy	Political parties, civil society, academic research bodies
2. Budget formulation	Ministries, Departments and Agencies Key ministry is Ministry of Finance
3. Budget Approval	The President/The Legislature/The Civil society.
4.Budget Execution	Ministries, Department Agencies/Internal Audit
4. Accounting	Accountant General's office /Auditor General

6. External Audit	Civil society, media and legislature

Lawson (2015), modified

Public financial management starts with government policy on how the economy should be run. The manifestoes and campaign promises of political parties play a major role in the policy direction of the government of the day. If a government makes education its major focus, this will influence the flow of funds to educational programmes. If the emphasis is on defense and security, these areas will also be well funded. Ministers and chief executives take cue for funding requirements from government policies. Budget formulation is carried out by the various Ministries, Departments and agencies (MDAs). They send their budget to the Ministry of Finance for compilation and approval by the President, where it goes to the Legislature. Observations of civil societies often influence the allocation of money to sectors of the economy.

Budget execution is carried out by MDAs. The Accountant General is in charge of keeping the finances of a nation. He releases approved money to MDAs to be spent within government financial regulations. The ways MDAs, and the Legislature spend the nation's financial resources are monitored by the legislature, civil society and the media. You can perceive from these processes that public financial management is complex

3.2.1   Objectives of a Public Financial Management(PFM)
Having gone through the broad processes of PFM, you should ask about the objectives of PFM. The objectives of PFM are to:

- Ensure that public financial resources are allocated to the strategic prioties of government.
- Ensure that losses, wastages, misappropriation are reduced to the barest minimum so that operational efficiency can be achieved in all sectors of the economy.
- Ensure transparency and accountability in government revenue collection and expenditure by providing and ensuring that the due process is followed by all actors.
- Ensure that democratic checks and balances are available at every stage of the public financial management system.

3.3.   Government Financial Management Instruments
In section 3.2, you read about the public financial management concept, in the section, we are going a step further to examine the instruments that government has at its disposal for managing the financial resources. These policies are further explained in the following paragraphs.

3.3.1 Fiscal Policy
Fiscal policy refers to the decisions of government regarding the collection of revenue, through taxation and how the collected money should be spent in a period of time, usually, a

year. The Fiscal year in Nigeria is form January 1 to December 31. You would recall that there were a lot of troubles over the raising of the petrol price under the last government. This is a form of tax and that was what led to the riots. The major ways through which government exercises the fiscal policy are taxation and borrowing from domestic as well as external sources to finance budget deficits.

The government generates revenue primarily through pay as you earn tax, sales, property and transfers of property at death, value added tax, excise duties ,corporate fines, and   fees.From this explanation, you would realize that taxes from individuals and business, when too high, leave less money for consumption of goods and services. This implies that the more government taxes the people, the more the economy will by public sector dependent. This means that aggressive tax policy has some negative effects on the economy (Crimsley, 2017). Government can borrow money for spending. For example the Nigerian Government is currently borrowing money through treasure bills and bonds. You have leant about deficit budgeting which occurs when thegovrnment spends more than it has generated in one year. Government's budget is balanced when the revenue is equal to the expenditure; and it is surplus when the revenue is higher than expenditure.

3.3.1.2. Objectives of Fiscal Policy
The objectives of fiscal policies are:
- To make money available to government to pursue its political agenda.
- To generate money for the provision of basic needs of the citizenry
- To ensure equity in the distribution of income
- To expand the economy
- To maintain a favorable balance of payments that match exports with imports.

3.3.1.3. Types of Fiscal Policy
Amadeo (2017), states the two types of fiscal policy as expansionary and contractionary. An expansionary policy stimulates economic growth especially if the economy has been in recession. This type of policy is usually implemented by the federal or central government. In some countries state and local governments cannot on their own run an expansionary policy because they are expected to maintain a balance budget. The contractionary fiscal policy is to slow down economic growth in a country. This is rarely used. It is only used to reduce inflation. Taxes are increased as a contractionary policy.

Self Assessment Exercise
Define fiscal policy and explain its uses.

3.3.2. Monetary Policy
Now that you have a good idea about fiscal policy, we shall now examine money policy. Money policy is how central banks manage liquidity of money to create economic growth. Liquidity refers to how much money is in supply in the economy. Money in this case

includes, credit available (loans, bonds and mortgages) cash, cheques and money market mutual funds.

3.3.2.1 **Objectives and Types of Monetary policy**

The most important objectives of monetary policy by the central bank is to control inflation. The second objective is to reduce unemployment. Just like the fiscal policy, the monetary policy has two types; contractionary and expantionary. Unlike, the fiscal policy, the monetary policy uses more of the contractionary policy to reduce inflation through the raising of interest rates, selling securities through open market operations. The expansionary monetary policy is to lower unemployment and avoid recession. The central bank does this by lowering interest rate and buy securities from member banks.

3.4   Budgeting in Government

Budgeting is the process of preparing the revenue and expenditure of funds by government for a financial year. In Nigeria, the financial year runs from January to December. Budgeting can be regarded as the annual financial statement of the government. A budget is a forecast and is not a guarantee that the proposed revenue would be realized. You know that Nigeria relies heavily on crude oil exports and derivatives for our revenue. Change in world price of the commodities can significantly affect the yearly projected revenue positively or negatively as the case may be.

A budget is a planning and control device to guide the planning of expected revenue and expenditure and to help check any variances that might occur in the implementation for a yearly budget.

3.4.1 Public Sector Budgetary Techniques

Budgeting in the public sector can be carried out through the following techniques or systems:

- Lump sum budgetary technique
- Line item budgetary technique
- Performance budgeting
- Planning programme Budgeting system
- Zero based Budgeting

1. **Lump sum budgetary technique**

   As the name implies, lump sum budget implies giving a fixed amount of money for MDAs to achieve their organizational goals and objectives. The equivalent is what is known as the budget envelope, which has been practiced in the Nigerian public service. This technique means that the organization cannot spend more than the amount allocated to it by government. This budgetary technique is open to embezzlement of funds and misappropriation if there are no strict guidelines on approval of expenditure (Araga, 2008). Virement of money from one vote item to another should be discouraged. This disadvantage led to the development of the line-item budget.

2. Line – Item Budgetary Technique

The disadvantages of the lump sum budgetary technique informed the introduction of the line-item budgetary technique. Ujo (2001), states that line-item budgeting was first introduced in the United States in 1907 at the New York City Board of Health. In this method, a sum of money is allocated to each MDA, with itemized objects of expenditure. The items of expenditure with their monetary values must be implemented as approved. In the past, this method was fraught with cases of virement especially from the training vote. This practice has since been stopped. The line-item budgetary technique is still verymuch in use in Nigeria. This budgetary system has the disadvantage of the inability of auditors and stake holders to monitor the values derived from money expended. It is very useful for ensuring financial audit but not value for money audit for example, it is not enough for a car to cost ₦5 million naira budgeted for its purchase, there should be a way of assessing whether the car is really worth the amount of money. There is also the need to know if the car is used for the purpose it was bought for. In order to minimize the abuses of the line-item budgeting, the performance budgeting techniques was introduced.

3. Performance Budgeting

The emphasis of this budgetary technique is performance which is lacking in the line-item budgetary technique. Performance budgeting focuses on what is to be achieved or the deliverables from the money allocated to MDAs. Budgets are attached to projects, programmes and key activities. Like the line-item budgeting it originated from the United States. The focus of this budgetary technique is on efficiency and effectiveness of MDA operations. Performance measurement is key to performance budgeting. Performance measurement in this case focuses on the unit cost of operations and the unit cost of operation as well as the relationship between inputs and outputs. The evaluation of the budget is based on the comparison between the planned goals and costs; and the actual achievements and incurred cost (Araga, 2008). Although the idea of this technique is good, the operationalization is difficult because of the level of calculation involved.

4. Planning Programme Budgeting System

This was introduced in the U.S. A during President Kennedy's term. The focus of this budgetary technique is to tie together the line-item budgeting and performance budgeting techniques. PDBS provides a link between goals to be achieved – resources – moneytary allocations in form of budgets and performance evaluation. It therefore goes beyond just budgeting for revenue and expenditure but alsot focuses on evaluation of how the allocated money to MDAs have been utilized. This requires the compilation of a number of performance indicators. Araga (2008), explained the five steps involved in PPBS.These are: planning, programming, budgeting, work execution and evaluation.

Planning is the first step where MDAs define their goals and objectives which provide the framework for items of expenditure. Programming is the second. This involves an

analysis of the anticipated costs of programmes of MDAs. The costs and benefits of the programmes are provided at this step

Budgeting takes place as step 3. With the evaluation of cost and benefits of identified programmes, proposed projects are allocated to chosen/approved programmes. Work execution comes next. This involves the implementation of approved programmes and projects. Evaluation, which is the last step, is the systematic assessment of the operational outcomes of the executed programmes.

5. **Zero - Based Budgetary (ZBB)**

Zero – based budgeting is a technique of budgeting which requires that all items of expenditure must be justified for each new period. This implies that every year the pragrammes and projects of MDAs start at Zero base. This calls for a careful evaluation of MDA activities, every year. Such evaluation is done by ranking decision packages and priotizing.

3.5 Institutional Arrangements for Control and Accountability in the Public service

The agencies of control of public enterprises are:

1.   National Assembly/Parliament

2.   Minister/ Supervising Ministry

3.   Board

4.   Accountant General/Auditor General

5.   Public Accounts Committee

6..   Special Agencies of Control for example, Consumer Associations, Economic and Financial Crimes Commission, and Independent Corrupt Practices and Miscellaneous Offences Commission(Federal Government of Nigeria, 2009).

1.   National Assembly/Parliament as a Control Organ

In any democratic setting, parliament is assigned the function of control and account of public enterprises.

The Need for Parliamentary Control are:

(i)   to fulfill constitutional responsibilities;

(ii)   to protect capital invested in the public enterprises;

(iii)   to safeguard public interest;

(iv)   to ensure uniformity in policies of government;

(v)   to monitor the implementation of policies;

(vi)   to control the civil servants in the supervising ministries and public servants in the public enterprises.

2.Methods of Control by Parliament

1.   Parliamentary questions;

2.   Discussions;

3.   Debates on outstanding issues; and

4.   Parliamentary Committees on public enterprises for indepth analysis of issues.

3.   Minister as a Control Organ

A Minister exercises control through one or the other, or combination of the following methods (Prakash et. al., 1997):

(i)   *Formal Ministerial Control*

(a)   Administrative devices

- Issue of general policy directions;
- Issue of specific directions;
- Approval or veto of specified categories of actions and policies;
- Participation in management as chairman, member of the board, etc;
- Appointment of government board and top officials of the enterprises;
- Power to call for reports, returns, etc. and
- Power of suppression.

(b)   Financial devices

- Approval of issue of additional capital;

- Approval of capital expenditure beyond specified limit;
- Appointment of financial adviser; and
- Prior approval of operating budget.

(ii)   *Informal Ministerial Control*

Under such control method, the Minister concerned is able to wield more effective control over SOEs informally. Such informal control is exercised through consultation and discussion between the Minister and the Board behind closed doors or pressures, wire pulling or other informal contacts.

4.   Accountant General/Auditor General

In many countries, audit control is vested in an auditor general. The power of auditor general varies from country to country depending on the legal frameworks.

Basically, the audit control by Auditor-General covers the following:

(i)   Provision of funds

(ii)   Regularity

(iii)   Sanctions to expenditure

(iv)   Propriety

(v)   Efficiency audit.

5. Public Accounts Committee

This is a committee of the Senate consisting of not more than 40 members, who are saddled with the responsibility of examining the accounts of government organizations showing the appropriation of the sums granted by the House to meet Public Expenditure, together with the auditor's reports thereon. The Committee shall for the purpose of discharging that duty, have power to summon persons, subpoena papers and records, and report its findings and recommendations to the House from time to time. The Auditor General shall bring to the attention of the committee any prepayment audit queries raised by the Internal Auditors of a Ministry, Department or Agency but overruled by the Chief Executive

7.Special Agencies of Control- Examples are: Consumer Associations, Economic and Financial Crimes Commission, and Independent Corrupt Practices and Miscellaneous Offences Commission.

4.0. CONCLUSION

You have just been introduced to the rudiments of public financial management. A government that aims at national growth and development must be able to use the nation's financial resources prudently. The organs of government in charge of financial control and accountability should be allowed to perform their functions without fear. Experts in the area of public financial management are to mange this aspect of governance.

5.0   SUMMARY

In this unit you have learnt about public finance, public financial management and how it is implemented. The major tools of public financial management are the fiscal and monetary policies, budgetary control and accountability. Government should use both fiscal and monetary policies complementarily so that they are not working at cross purposes.

6.0. TUTOR MARKET ASSIGNMENT

1. The monetary policy is better than the fiscal policy in an economy, discuss.
2. Explain in detail fiscal policy
3. Explain five ways through which government can use fiscal policy
4. What are the duties of the National Assembly in public financial management?
5. Which Budgetary technique will you recommend for Nigeria? Support your choice with facts.

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UNIT 24 RECORDS MANAGEMENT

TABLE OF CONTENT

1.0. INTRODUCTION

The last two modules are on the overview of the Nigerian public service and public enterprises management. Both the larger public service and the public enterprises require information from past records to perform. The role of the public service as the link between one government and another includes acting as the repository of records. The advisory role of the public service cannot be achieved without access to data and information, the only source of this is the records kept from year to year. Accurate and timely information based on facts and figures are assets to public servants. Obsolete, incorrect and untimely information affect adversely decision making and imputs into policy formulation. This unit takes you through the key issues in the management of information and records in the Nigerian public Service

2.0. OBJECTIVES

By the time you have gone through this unit, you should be able to:

1. Differentiate between data and information.
2. List the qualities of good information.
3. Explain the life span of records.
4. Identity the challenges of the records manager.
5. Explain the information processing system.

3.0.MAIN CONTENT

3.1 Management Information System

You should know that information is increasingly being recognized as a critical resource in the efficient and effective management of organizations. It is the backbone of any organization whether it is service oriented, profit-oriented, growth-directed or survival-inclined. This makes information indispensable in the Nigerian Public service. It also makes information a vital resource which must be properly harnessed, managed and controlled. It should therefore be obvious to you now, that organizations require one form of Management Information Systems (MIS) or the other. The form, type and variety of MIS required by an organization will however be dictated by the environment the organization operates in.

3.1.1Distinction among data, information and data base

In order to have a deeper understanding of Management Information System, you need to understand the terms – data, information and data base.

(i) Data: Data are uncoordinated body of facts collected directly or indirectly in carrying out operational activity. Thus, data are the 'raw materials from which information, as finished goods, is produced.

(ii) Information: Information on the other hand is "data" that have been subjected to analysis and validation to perform a purpose. Information is also regarded as data processed into meaningful and perceivable form for use by managers, in decision –making. Data therefore serve as the raw material for information. Data go through several operations before usable information for decision –making can be obtained. The process of converting data into usable, or just any sort of information, is known as the "data processing system" which involves data input- data processing- information - feedback

(iii) Data base: This is a unified collection of data that are utilized by the various information systems. It is designed to check paper work explosion and to enhance

inter –departmental coordination and cooperation. The data base is, as such, regarded as the foundation on which to build a management information system. The data base (or data bank) may be either manual, using files, file cabinet etc., or computer – based using magnetic disk, magnetic tapes, punch cards, visual display units (VDU), A data-based in computer sense, is composed of three important and interrelated elements; file, records and fields. A file is a collection of records; a record is a collection of field; a field is made up of a number of items, e.g. personal attributes such as surname, first name, address, telephone number, salary etc. A collection of files on the other hand may form a library and the libraries used by an organization are known as its Data Bank (Kanter, 1982). A number of different kinds of databases can be identified, viz: suppliers' database, customer database, project control database, and bibliographic database, among others (Whitehead, 1939).

3.1.2 Uses of information

From your experience over the years, you would have realized that information is indispensable to planning and controlling organizational operations effectively. It is necessary for fast, economic and efficient decision making. Specifically, information is used for:

- Planning the future direction of the organization;
- Organizing operational activities and resource mix required to perform activities;
- Directing the labour force;
- Making various decisions, relating to:
- Appointment;
- Promotion;
- Transfer;
- Discipline;
- Resources acquisitions and allocation;
- Determine the prices of goods and services rendered by the organization;
- Coordinating and controlling organizational activities; and
- Provision of incentive schemes and welfare programmes.
-

1. **Without data there is no information. Discuss**
2. **Differentiate between data and information.**

3.2 OVERVIEW OF RECORDS MANAGEMENT

3.2.1 Conceptual Clarification

Records contain information and data from which decisions are made. A record can be defined as a register set down for remembrance or reference. Records can also be defined as the history upon which present action is based in an effort to determine the future. Considering these two definitions, a record can be defined as the systematic and conscious setting or writing down of important events or facts, either for remembrance, or for future reference, or both.

To be of value, records must contain correct information in the proper form and be available to those who need them. Records managers should develop and create a system and procedure for creating and maintaining the records necessary for the successful operation of an organization. In the public service, records are kept in the registry. Records management cannot be left to chance, in view of its functions, which are to:

- Develop programmes for efficiently managing records and information;
- See that records essential for successful operation of organizations are created;
- Ensure that no more records than necessary are created or retained;
- Determine the appropriate mix of records media (paper, microform, computer or optical disk) and developing efficient systems for records storage and retrieval;
- Refine systems for communicating and distributing data/ information;
- Plan the availability and organizing records and information;
- Develop and implement records retention schedules so that vital and archival records will be identified and appropriately protected;
- Evaluate, and implement the storage of paper records (both active and non-active), computer assisted retrieval, micro-copying systems, facsimile or other distribution systems, optical disks; and system/procedure, to facilitate economic and timely flow of concise, accurate records and information.
-

3.2.2 Types of records

Based on the discussion so far, it is can be observed that every organization is obliged to generate, accumulate and maintain a complete and up to date set of records on its diverse operational activities. The nature, type, and structure of such record will, however, be contingent upon its objectives, its peculiar needs, and the nature of its productive tasks and transactional activities. It is in this regard that it has been contended that an organization deserves the type of records it has. That is, the type of records in the petroleum industry will vary from those of the manufacturing industry, or the engineering company. Similarly, the records of the food processing company will be different from those of the shipping or aviation sectors. Therefore, there could be no generalized prescription as to the type of records an organization could have. Nonetheless, for the purpose of this discussion, and for a better insight into the topic, the following type of records, among others, can be identified:

(a) Personal Records;

(b) Fiscal/Financial Records;

(c) Legal Record;

(d) Administrative Record;

(e) Historical or Archival Records;

(f) Policy Records

(g) Engineering Records;

(h) Training Records;

(i) Others – like maintenance records, project records and so on.

It must also be borne in mind that records within a company will also vary from one department to the other; reflecting the peculiarities of their transactions and operations. This peculiarity and diversity will, nonetheless, be in conformity with the corporate information systems. By way of illustration Dobler et al (1995), have identified the following as part of the records of a typical purchasing (Stores and Supplies) Department:

- o Purchasing Orders (for L.P.O)
- o Delivery notes
- o Invoice
- o Issue note – Store Issue Voucher (SIV)
- o Costing Allocation Sheet
- o Quality Control Document

- o Stock Records
- o Way Bills
- o Tools Records; and
- o Good received Note (GR**N) etc.**

3.2.3 Purpose of records

Records, as the written memory of management, are kept for a wide variety of reasons, depending on the objectives, functions and the changing environment of the organization. The bigger an organization and the more complex and diversified its activities, the greater the need for written records to supplement the human memory in the organization. Records lend a helping in quickly making necessary data readily available for processing and analysis on request. Besides this, records provide a systematic and complete picture of the daily transactions in the organization. Generally, records:

(a) Serve as the written memory of managers in the organization – a basis upon which present actions are based in an effort to determine the future;

(b) Serve as the store-house for the much needed factual data about organizational policies, procedures, performance and productivity status;

(c) Provide facts and figures as a background for long range planning and management control;

(d) Furnish information on the human resources of the organization in terms of their capability and productive profiles, training and development needs;

(e) Provide factual data as a basis for decision making in the effective management of the organization;

(f) Generate day-to-day transactions for inputs into the results of the organization; and

(g) Serve as the database upon which the information system of the organization is built.

3.2.4 Life Span of Records

The life span of records involves a number of phases. The five phases through which a record might progress are:-

1. Creation
2. Active use
3. Transfer to inactive storage
4. Retention in active storage whilst needed for administrative or legal purpose; and

5. Eventual disposal or placement in a permanent archive.

It is estimated that approximately 75% of total records costs are incurred during creation. Filling, storage, retrieval, distribution, and handing while the document is active, typically accounts for 10%. Removal from active files, wasting, or transfer to archival storage another 15%.

3.2.5   Current Challenges Facing Records and Information Managers

The management of information continues to be a formidable task; but the potential for projects is very real and any efficiency savings can be distributed to users. Contemporary records and information managers must:

- Accept the need to keep selling the concept of comprehensive information resources Management to line managers and their staff;
- Structure and ensure an organization – wide approach to records and information management;
- Recognize that the major variable in the work setting will be the work force- not facilities or hardware/software;
- Appreciate that success depends upon committed, skilled staff and solutions to many problems will be found in appropriate education and training;
- Recognise the need to co-ordinate and manage the various technologies (communications, data processing. Micrographics, reprographic, word processing, etc.) into a total programme. Efficiency and cost saving is difficult if different technologies under the direction of individual managers are left to go their own ways;
- Consider people and their needs first – and then complement their efforts with technological assistance.

3.3 KEYS TO GOOD RECORDS MANAGEMENT

For any organization to have a good records management system there is the need to have:

1. Clear definition of user's needs
2. Systems designed to meet needs. This should be sufficiently flexible to adopt to change in needs.
3. Information and co-operating users.
4. Constant communication between users and registries.
5. Identification of redundant records.

6. Constant monitoring of techniques.

You as a successful records manager should:

1. Be an intelligent and determined planner;
2. Up-to-date yourself with the various information processing technologies;
3. Have comprehensive knowledge about the organization;
4. Be able to manage change;
5. Be able to persuade senior managers to keep good records;
6. Have analytical abilities.

4 CONCLUSION

The life wire of an organization is information. But information cannot be derived without adequate, timely and correct data. Since data have to be recorded in one form or the other, records management becomes imperative for all organizations. The continuous nature of the public service, makes records keeping an indispensable tool. Present and future administrations depend on historical records. Public servants are very much aware of leaving a good record of service as they can be called back to account for their actions years after they have left office. Without adequate records this would not be possible. Political, economic and social activities of governments and public servants are well recorded for posterity and eventualities.

5.0 SUMMARY

In this unit, you learnt about the relationship between data and information. Records contain information and data which are inputs into decision making. You have also learnt about the registry, where all records are kept. Records are not kept forever, some outlive their usefulness. Such records are not destroyed but archived. You have also learnt about the keys to good records management.

6.0. TUTOR MARKED ASSIGNMENT

1. Enumerate the phases in the life span of records.
2. Define in your own words the term records.
3. Explain why record management is indispensable in the Public service.

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