



# **NATIONAL OPEN UNIVERSITY OF NIGERIA**

**91, Cadastral Zone, University Village Jabi, Abuja**

**FACULTY OF MANAGEMENT SCIENCES**

**DEPARTMENT OF ADMINISTRATION**

## **COURSE GUIDE**

**Course Code: PAD 330**

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**NOTE: SOME OF THE NOTES ON THE CONTENTS ARE INCLUDED HERE FOR YOU BUT NOT ALL – YOU CAN ASSIGN THE STUDENTS IN GROUPS TO MAKE RESEARCH ON THOSE TOPICS NOT INCLUDED HERE OR YOU GET THE RELEVANT BOOKS FOR THAT.**

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  - b. Procurement
  - c. etc

13. Government Financial Regulations ie. At state and federal levels – only the relevant aspects to the students level
14. Latest Edition of Public Service Rules – get it sold at state secretariats, conference venues, hotels, in front of Bullet House – fed. secretariat, Abuja, etc
  - a. Public servants work regulations
  - b. Holidays, leave entitlements etc.
  - c. Discipline of workers
  - d. Etc.

## **1. DEFINITION OF AN OFFICE**

- ❖ Any place where procedures concerned with the receipt, transmittal, production, reproduction; processing, storage and retrieval of information are carried out.
- ❖ And office can equally be considered as any place where clerical work or secretary duties are carried out...

## **2. FUNCTIONS OF AN OFFICE**

- ❖ receiving and dispatching mail
- ❖ receiving and making telephone calls
- ❖ receiving visitors
- ❖ holding meetings
- ❖ typewriting
- ❖ duplicating
- ❖ copying
- ❖ filing
- ❖ storing large quantities of documents e.g. in a training organization
- ❖ processing documents e.g. financial stores, orders
- ❖ record keeping e.g. personnel
- ❖ receiving cash
- ❖ paying cash

- ❖ accounting/book keeping
- ❖ control of transport

When setting up an office after you have decided what has to be done in the office, you need to look ahead and consider how each of the functions might develop.

- ❖ Will the increase in volume?
- ❖ Will they change?
- ❖ Will new functions take their place or be added to them?

To avoid the above fear, you need to plan carefully for the layout of your office right from day one to take care of future expansion.

### 3. PRINCIPLES OF OFFICE LAYOUT

When arranging furniture and equipment in a small office make the best use of the available space and facilities.

Bear the following points in mind:

- ❖ Equipment or other items which have to be used frequently should be near at hand.
- ❖ If constant reference to files is necessary the best should be near the filing cabinet or the files most frequently needed should be filed in a deep filing drawer in the desk or in a mobile filing unit (trolley)
- ❖ An accounting machine operator should be placed near the records storage cabinet.
- ❖ An office where visitors are likely to be seen often should be near the reception point if possible.
- ❖ People who have to work together in one way or another should be located near to each other.
- ❖ Telephones should be placed on the left hand side of the desk (if the person is right handed).
- ❖ If desk space is limited the telephone can be placed on a side table or with bracket near at hand
- ❖ There should be adequate space for opening doors, moving between desk, for movement of equipment such as recording card trolleys and for movement around equipment such as duplicating machines and filing cabinets.
- ❖ If ventilation is by opening windows avoid placing desk where the users are likely to be in a draught or where papers will get blown about.
- ❖ Space is very often at a premium but no one can achieve maximum productivity in cramped conditions.
- ❖ Allocate space according to the requirements of the work to be done even if this means a more senior person having a smaller office than his subordinate
- ❖ Ensure that there are no electronic cables trailing across the floor.

#### 4. BASIC TECHNIQUES OF CLEAR WRITING AND FORMS OF OFFICIAL COMMUNICATIONS

- ❖ Clear writing in this context means not only legibility but also clarity of style.

##### Techniques for Clear Writing

- Think clearly.* It is a good idea to think first and write afterward.
- Assemble facts,* while thinking about a problem; jot down the main points and go over them later.
- Arrange points in logical sequence;*
- Committing views to paper,* if you have to write-up your minute or draft for a copy typist, then write boldly and legibly.
- If you are in doubt about any passage, get it explained to the typist, it is essential to speak deliberately, clearly and coherently to a stenographer, while dictating.

##### Forms of Official Communication in the Civil Service

- Letter, telegrams, reports, circulars, minuting, draft and minutes of meetings etc are important means of communication in the civil service.

##### Minuting

- **A** minute may be defined as a communication in writing, usually in files, between two or more officials
- Minuting is the act of writing a minute
- Minutes are submission of facts in concise form
- They are different from minutes of meetings which are recorded in a special way
- Internal minutes are normally only used when addressing officers within the same ministry or department
- Sometimes external minutes may be addressed to civil servants in other ministries or Departments.
- Minutes are never used in correspondence with the general public.
- In writing minutes, separate sheets of plan, fairly thick paper (minuting sheet) should be used,
- Whenever a minute is likely to exceed half a page, it should be typed unless the urgency of the matter is such that the resultant delay would not be warranted.
- Minutes should be typed in double line spacing.
- Paragraphs other than the first one must be numbered consecutively.
- Like briefs with which they have much in common, minutes do not normally include any full inside address.
- When recording dates at the end of minutes, the year should also be included e.g. 01/01/98 to avoid confusion in later year.

##### When not to minute

- It may not be necessary to minute on a matter when
  - i. the matter can be cleared by discussion either at a meeting (usually informal) or by telephone, the latter medium should not be used for confidential or secret matters
  - ii. the action necessary is routine
  - iii. a more senior officer has specifically suggested that the matter at issue should be referred to him for further action usually because he is familiar with the background of the subject and/or he wishes to put down some drafting instructions.
  - iv. The matter is straightforward and no further information or guidance can usefully be added.
  - v. The subject matter assumed technical or professional or special knowledge which the schedule officer is not familiar with. In such a case. The matter should be referred as early as possible to a suitable professional or expert for necessary action.

### **Forms and content of a minute**

- The top left hand side of a minute refers to the person by appointment, to whom it is written.
- The text of the minute follows
- It is concluded by the signature or initial of the writer,
- Immediately under his signature or initials is the typewritten or stamped name of the officer writing it.
- Under this name, the post held is shown and the date of his minute.

A minute may be built up as follows

1. State briefly the matter at issue
2. State the present position and facts affecting it, supporting the statement by reference to previous papers
3. Verify whether or not the report proposal or request accord with any laws, public service rule (PSR) financial regulation, circulars or memoranda which have been circulated, sometimes it is helpful to quote the actual words of the public service rules, etc or to attach a copy of the relevant document.
4. Indicate any previous decision which may be relevant to the point at issue
5. Point out any facts or argument which may influence the action to be taken (or decision to be given) as they occur to you when examining papers, precedents and previous decision, cite relevant authorities.
6. Finally, suggest what action you propose should be taken. The substantive of a memoranda or letter in reply may be suggested in your minute which should be so drafted that the wording may be incorporated direct into the reply to issue

### **Faults to avoid in drafting and minuting**

i *Bad handwriting*: provided you can write legibly, it is advisable to type short drafts of minutes, unless one's hand writing is easily readable, all minutes or drafts covering more than half a foolscap sheet should be typewritten

*Irrelevance*: try to have a grasp of the subject at issue and do not drift away from the question being considered

*Haste*: it is considered bad to defer action on problems requiring considerable effort in drafting and minuting. A large accumulation of work on files tends to encourage the production of hasty drafts or minutes based on haphazard research.

*Inaccurate information:* make sure you know intimately the provision in government circulars and regulation. Make a special note of alterations in laws public service rules and other approved authorities. A conclusion based on obsolete precedents likely to be misleading.

*Indecision:* if a direct or a minute must solve or advance the solution of a problem, it should not show indecision. Your summary or conclusion should therefore indicate your stand.

*Stylistic defects:* avoid repetitions (e.g. return back, can be able) unnecessary airs and graces

## **Drafting**

- ❖ A draft is a proposed reply, circular or other document put up by an officer to a higher authority.
- ❖ If the proposed reply or suggested circulars serves the prescribed purpose, it is considered good and approved.
- ❖ A draft may be amended by filling in the gaps in the efforts of the officer or by the incorporation of additional facts by the senior office
- ❖ A bad draft (e.g. one which does not show an appreciation of the point at issue or one hastily put up without taking pains) may be rejected and scrapped

## **Features of a good draft are as follows**

- i. Clarity of thought and expression: say exactly what you wish to say in simple and direct language. Avoid repetitions.
- ii. Accuracy: verify all facts and figures before writing
- iii. Grammar: weak or indifferent grammar mars the quality of a draft. Special care is necessary in the use of punctuation marks avoid over worked expressions and stilted phraseology.
- iv. Courtesy: all communications from public servants to persons inside or outside the public service must be polite. Even the reply to a discourteous writer should be couched in courteous terms.

## **Letters**

- ❖ Letters to other ministries are always addressed to the honourable minister even though most of them will be dealt with by lower officials.
- ❖ It must be born in mind that some of those official may be of a higher rank than the signatory of the letter being sent out.
- ❖ In consequence, whenever information of a censorious nature, or which is likely to cause displeasure to the recipient has to be sent out, the schedule officer should first consider whether the official dealing with the matter in the other ministry is of a higher rank and if so, whether the difference is such as to warrant that the letter be signed by an officer of higher status than himself.
- ❖ Accordingly even when a schedule officer is directed to issue a letter it does not necessarily mean that he should also sign and send also the letter.
- ❖ It is left to his discretion as to whether he should do so or whether he should merely prepare the letter on behalf of a more senior officer to whom it should be sent for signature.
- ❖ If he is in any doubt, he should first seek advice from his immediate superior officer



- ❖ It is frequently necessary to follow up letters which have not been answered and a large percentage of files marked B. U return for action on this account,
- ❖ When following up, a brief letter reminding an addressee of an earlier letter (slating its reference and date of issue) may be issued.
- ❖ Subsequent reminders may be progressively stronger but courteous as well,
- ❖ If the establishments concerned are near, the schedule officer may make personal contact.
- ❖ In cases where all such efforts have failed to produce an answer the schedule officer should report the matter to his superior officer who should be requested to raise the issue at a higher level as this frequently produce immediate result.
- ❖ When a schedule officer has to write a long and complicated letter which entails considerable research into previous papers and the letter contains references to them, it is very helpful to have the reference of those pages on record.
- ❖ Enquiries from the general public are frequently addressed to the wrong ministry, it is not helpful merely to return them to inquirer.
- ❖ The correct action is to write short letters to them stating that their queries have been passed on to the ministries concerned for necessary action.
- ❖ It is very helpful to all government offices if the addressee of a letter knows to whom it has been copied because he can then send copies of his reply to the same people so that the records of all concerned are kept complete.
- ❖ Accordingly whenever endorsements or carbon copies are sent, it should be indicated in the original letter, this procedure applies only when addressees are other government office.
- ❖ It should never be followed on letters addressed to persons outside government.
- ❖ In such cases enforcements etc. are typed only on all the carbon copies of the original letter.
- ❖ Copies of letter frequently have to be sent to other governments offices purely for information purposes and in such case there is need to use formal endorsement.
- ❖ The foot note should merely be c.c. honorable minister of the relevant ministry at the bottom left hand side of page.
- ❖ It is however very helpful to the ministry to whom a copy is being sent if that ministry reference can be quoted accordingly.
- ❖ When such references are known they should be quoted in brackets alongside the ministry being address.
- ❖ Demi official letters may be written to officers in other ministries when the writer is on familiar term with them and the style adopted is usually dear... ending with yours... so that the writer can fill in the name and epistolary formular by hand.
- ❖ Official letter to non government bodies are slightly more formal. They open with dear sir, and close with yours faithfully, or (when the addressee is personally known to the writer) dear Mr..... and with Yours sincerely.

## Endorsement

- ❖ When letters are received and they contain information which should be conveyed to other government offices, it saves time and labour to have them copied and forwarded by merely endorsing the copies.
- ❖ It is essential that endorsement should bear the reference numbers of the files containing the original letters and that they include reasons why copies of the letter were endorsed, e.g. for your action with reference to paragraph 3 of the above,
- ❖ Endorsement should include the name of the officer's own ministry, the date, the head of department's subscription and the officer's name in brackets because in effect all endorsements are letters and should, therefore be reference and signed.
- ❖ The original letter itself should then be marked to show to whom copies have been sent, and if the reasons are not obvious, these should also be recorded
- ❖ The full formalities of endorsement should be carried out when a schedule officer endorses a copy of his own letter to some other government offices since his endorsement is in effect, a short letter, in such a case, it is not necessary to repeat his ministry's address.
- ❖ The reference of the endorsement is the same as the page of the letter on which it has been written, but a suffix "A" is added to the reference number.
- ❖ When space penults, a further endorsement to another government office can be made on that same page and the suffix "B" is then used for that.
- ❖ When endorsements (or additional endorsements) are required and have to appear on the next page the reference number is changed to reflect the number of the next page in the file e.g.
  1. Letter reference number is A1000/10, but there is no room for endorsement which must therefore, be made on next page and is referenced A1000/11
  2. Letter reference number is A1000/10 first endorsement on the same page is A 100/10A, the second endorsement on the same page is referenced A1000/1
- ❖ Endorsement should only be used for conveying information to other government offices and should never be used for conveying information to private person or non government bodies, because even when there is no harm in such person seeing the letter in its entirety, its is discourteous to pass information on to the public in this way
- ❖ Accordingly, when a letter can be copied in its entirety to someone outside the governments, it is customary to have a copy made (photocopied, if possible) and sent under cover of a short letter.
- ❖ It is however permissible to use a complements slip in lieu of a letter when there is urgency or the addressee is very well known to the government (officer concerned).
- ❖ When it would not be proper to copy the letter in its entirety to a person outside government the schedule officer should write a letter conveying the gist of the information to be passed on or he may quote verbatim specific extracts from the letter

## Minutes of Meeting

- ❖ Minutes should indicate the matters discussed and the decision reached on them.

- ❖ Prior to the meeting, an Agenda should have been circulated to all who have been invited to attend.
- ❖ The agenda are a list of separate items which will be discussed at a meeting
- ❖ The minutes of a meeting should show the following
  1. The parties concerned such as a meeting between representatives of the ministries of establishes and finance
  - 2... Place or venue of the meeting
    1. Date and time
    2. A tabulated list of those present, showing in what capacity they attended the meeting, e.g.
 

Alhaji Yakubu Yola, CFR	“	“	“	“Chairman
Chief A.C Ondo	“	“	“	“Member
Mr. T. Adebo, M.B.E	“	“	“	“member
Mr. M.Y. Sheriff	“	“	“	“secretary
  3. Those absent, in descending order of seniority
  4. Officers in attendance, if any

- ❖ The main body of the minutes clearly shows the following
  - 1 *A brief introduction* which may be a welcoming of all delegates by the chairman
  2. *The purpose of the meeting* where appropriate
  3. *Mattes discussed*, these should be shown clearly in separate paragraphs with suitable headings
  4. *Decision taken*: these should be shown clearly in separate paragraphs. Even paragraph, indicating the decision reached, should immediately follow the paragraph or paragraphs in which the matter was considered. \* Wherever decision are reached on an item, the paragraph may end with words “it was resolved that..... be done” or this was unanimously agreed.
  5. *Subject postponed* if any
  6. *Place, date and time of next meeting* should be case arise
  7. *Reserved space for the signature of the chairman* or, in some cases, two spaces for the chairman and vice chairman, if necessary.

## Briefs

- A brief is a summary of a subject prepared for a superior authority e.g.
  1. for one of the representative of the official side at a negotiating council meeting: or
  2. for the use of a departmental head at a meeting or
  3. for the members of a commission, e.g. The civil service commission
  4. for minister to introduce a memorandum in council etc. etc.

## Handing Over Notes

- Handing over notes may include the following:
  1. Details regarding content of the schedule of duties of the post
  2. Useful references to aid the officer taking over
  3. Unfinished matters e.g. new policy issues
  4. Important replies to letters inquires, etc. expected
  5. Files marked B.U
  6. Dates of impending meeting if any
  7. Matters being k.i.v
  8. Peculiar problem relating to the schedule which may be looked into by the officer taking over as well as suggested rectifying measure.
  9. Documents (usually references and reports), machinery and equipment being handed over

➤ The notes in triplicate, should end as follows:

Handed Over By ..... (Name to be typed in) (Designation of post) Date.....	Taken Over By ..... (Name to be typed in) (Designation of post) Date.....
--	---

➤ The original and the two copies of the notes should be signed by both the officer handing over and the officer taking over, the original should be filed and a copy retained by each officer, the filed original should then be passed to the supervisor and/or to a superior officer who should know that the duties of that post have been properly taken over.

### Secrecy

- ❖ All civil servants are required to take an Oath of secrecy.
- ❖ Unauthorized disclosures of any information acquired in the course of their duties are a very serious offence.
- ❖ Security instructions must be ready by all persons who deal with graded papers. It is rewarding to read the Oath of secrecy and security handbook from time to time.

### 5. OFFICIAL ABBREVIATION

Abbreviations commonly used in official correspondence, but rarely in communications with the general public (except in telegrams or cables), include the following

a.b.c = at back cover	E.T.C = Estimated time of departure	Perm. Sec = permanent secretary
a/c = account	F & P.A = File and put away	P.S = postscript i.e. written afterwards
a.f.c = at front cover	f.f.a = for further action	Pp (or pp) = pages, papers

Ag = Acting	f.i.o = for information only	P.T.O = please turn over
A.I.E = Authority to incur expenditure	f.n.a = for necessary action	P.U = put up (papers of suggestions to an officer)
a.y.c = at your convenience	F.R = Financial Regulation	P.V = payment voucher
b.c = back cover	f.y.c = for your consideration	q.e.d = which was to be demonstrated
B/F = brought forward	f.y.i = for your information	Reed = received
b.o.f = back of file	H.E = His Excellency	ref. = reference
B.U. = bring up, brought up	H.O.D = Head of Department	R.S.V.P = respondz silvousplais (reply if you please)
B.U.F = bring up file	H.O.C.S.F = Head of the civil service of the federation	R.V = Receipt voucher
C.C = carbon copy	Hon = Honourable	Sec = secretary (or section)
C/F = carried forward	Hqrts = headquarters	s.f.c = submitted for consideration
Cap = chapter (usually of the laws)	h/y = herewith	s.f.i = submitted for information
c/b = care of	i.c = in chart of	s.f.s = submitted for signature
P.S.R = public service rules	i.d.c = in due course	S.G.F = secretary to the government of the federation
C/F = carried forward	i.e = ID/EST) that is, in other words	S.I.V = stores issue voucher
Conf = confidential	i.f.o = in favour of	S.R.V = store receipt voucher
Cons. = consideration	k.i.v = keep in view	T = temporary
Cont'd = continued	L.G = local government	T/y or T.y = thank you
D = Director	L.P.C = Last Pay certificate	u.f.s = under flying seal (to pass through a higher authority)
D.A.V = Department Adjustment Voucher	Misc = Miscellaneous	w.r.t = with reference to
d/d = dated	n.a = not applicable (or necessary action)	Your let = your letter
D.D = Deputy Director	n.a.t = necessary action taken	your let = your telegram (or cable gram)
D.G = Director General	N.B = note bene (take notice)	e.g = For Example
Dept = Department	n.f.a = no further action	Enc = enclosure
D/o = Demi Official (letter)	O/C = officer in charge	Etc = and so on
D.V.E.A Book = Department vote expenditure account book	O.K = all correct	
P.A = put away/ personal assistant	Para = paragraph	

## Expressions

Expressions which are frequently used in government business are listed below: they may be used in all formal minutes and correspondences but must be underlined. Non English words or phrases used in official correspondents should always be underlined e.g.

Ad infinitum		without end
Ad valorem	“	according to value
et. Cq	“	and the following (and what follows)
idem (id)	“	the same
inter alia	“	among other things
in toto	“	entirely
ipso facto	“	by that very fact
pari passu	“	on an equal footing
per se	“	by itself, considered apart
Prima facie	“	at the first glance
pro rata	“	proportionately
sine die	“	indefinitely
Status quo	“	existing state of affairs
ultra vires	“	beyond their powers
vide	“ “	See
Viz	“	namely, to wit.

The words in the first column have the meanings shown in the second column

Minute/memo	written submission to present a view on position on an issues
Brief	written submission on an extant position on a subject matter
Filing cabinet	Racks, shelves or other repositories for files
Flimsies	carbon copies of out going letters and written submissions
Graded	top secret, secret and confidential
Ministries	includes extra ministerial department

## 6. CLASSIFICATION AND HANDLING OF FILES

### Types of Files

- ❖ Filing means the enclosing of letters and/or documents in a file to preserve them for future reference and for action to be taken on the.
- ❖ A file is a 4 page folder containing pages made up of letter (or other documents) received or copies of those dispatched, minute between officers, ruling, reports etc.

- ❖ The object of the file is to bring together in one folder all letters minutes documents etc referring to a given subject so that they may be produced instantly when necessarily
- ❖ There are many types of filing systems but the main one in use in government offices is the book file system
- ❖ The book file system is the method of filing whereby letters and minutes are all enclosed on the left hand side face to cover in chronological order and are numbered in the same fashion as a book.
- ❖ The file cover is usually a thick sheet of Manila paper folded to form a jacket for enclosures, various colours are used to identify different grading, and entries are made on the action sheet at front cover to indicate the required circulation.
- ❖ There is also a section on (or inside) the front cover for recording the names and references of files connected with the same subject.

### Classification Systems

It is impossible to recommend a system of title classification for general use as the system adopted in an office must be designed to meet the peculiar needs of that office. One of the following three systems may be adopted.

#### Subject Classification System

The grouping of files under well defined **subject headings**, or their identification by means of sectional symbols.

The first three letters of the section, Branch, Division, Department or group heading is used as a prefix of the file number

#### Alphabetical Classification System

Every section, Branch, division, department or group is allocated a letter of alphabet which it uses as a prefix to the number.

#### Numerical Classification System

- Block of numbers is allocated to each section, Branch or group.
- If the block of numbers is allocated to a group. Branch or section is used up then another unallocated block of number is allocated to such group.
- No section, branch division, department or group should use numbers belonging to another department, division branch or section.

The following table shows the various systems of the classification:

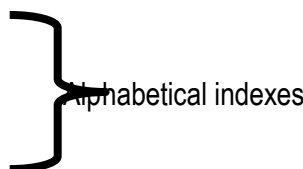
Section, branch, division or department	Subject classification	Alphabetical classification	Numerical classification
Management	MAN 1 MAN 2 etc	A1, A2 etc.	1 – 250
Organization and establishment	OE & MS 1, OE & MS 2	B1, B2	251 – 500
Officer Cadre	OCP 1, OCP 2	C1, C2	501 = 750

posting			
Pensions and Gratuity	PEN 1, PEN 2	D1, D2	751 - 1000
Training	TRG 1, TRG 2	E1, E2	1000 – 1250
Personnel	PER 1, PER 2	F1, F2	1251 – 1500

## 7. INDEXING AND RECORDS

### Functions and Types of Index

- An index may be defined as an alphabetical list of subject discussed in a book or file, showing the page or pages where each subject is dealt with or mentioned.
- In a government office, an index is a list of file titles or subjects, showing the numbers of files dealing with various subjects.
- The purpose of an index is to make the identification of files easy.
- There are many different types of indexes in commercial use but the type mainly used in government offices is a card index which consists of a single drawer or a cabinet of drawers in which cards, set on edge, are arranged in alphabetical or numerical order
- There are various sizes of cards but those measuring 8 X 5 and 6 X 4 are chiefly used.
- Guide cards which either an alphabet or number or group classification, help clerks to find the section of the index they need
- The five types of card index which are generally used in government offices are the following.
  - i. The personal file index
  - ii. The subject index
  - iii. The nominal index
  - iv. The numerical index and
  - v. The transit index (or absent file card)



Alphabetical indexes
- The first three types of card index are always maintained in a simple alphabetical order.
- They are sometimes known as alphabetical indexes.
- The fourth and fifth card indexes above are attained in numerical order.

### Personal File Index

- The personal file index is an index of the files of all officers employed in an office or entire service.
- Under this system, one card for one person, kept in strict alphabetical order is the rule.
- Each card shows the employee's name, his grade, department and file number.
- Additional information may be added if necessary.
- Hyphenated names in the index should be shown under the second part of the surname. E.g. T.S Smith-Jones should be indexed under Jones. T.S Smith and not Smith –Jones. T.S



- Where a name includes a title such as Alhaji, the title should be regarded as part of the office's name for the purpose of indexing e.g. Alhaji Audu Kano should be indexed as Kano. Alhaji Audu.

### **Subject File Index**

- The above index is for all matters and subjects not relating to personal files.
- It is based on the principle of selecting from the title or subject, the key word and indexing the subjects under that key word, in alphabetical order.
- In addition, subsidiary cards, placed in their appropriate alphabetical order as cross referees, are inserted in the index for each secondary key word e.g. a file entitled mental condition of persons charged with serious crimes may be indexed under mental which is the key word in the subject.
- Subsidiary cards could be placed under persons and crimes
- In some offices, cards used for cross references not bear the number of the file they merely refer the searcher back to the main card, e.g. crimes mental condition of persons charged with serious crimes see mental.
- Although this is a very good system, it naturally takes a little longer to quote a reference number if the searcher is referred from a cross reference to a main card.
- Therefore, it is better for all cards to bear the reference number.

### **Nominal Index**

- A nominal index which is subsidiary to personal and subject indexes is a further aid to efficiency in locating files.
- A nominal index consists of cards, again in alphabetical order, for the names of persons, departments, organizations etc that have connection with matters dealt with in the files indexed in either the person or subject matter, for example, Messrs Ayo and Okeke write to protect against the harsh treatment which their client. Mr. S. O Smith, is receiving in prison, while awaiting trial for attempted murder they maintain that their client is of unsound mind and should therefore be detained in hospital or be allowed to receive treatment for his condition while in prison.
- This subject is dealt with in the file, "mental condition of persons charged with serious crimes",
- At a later date they return to the charge and forward a medical report on their clients past history of lunacy. But unfortunately, they are vague in their reference to previous correspondence and it is not clear that their client is involved in a police case.
- In this case, it would be highly unlikely that the registry would be able to trace the papers. However, by inserting in the normal index (when the first correspondence was received) card under Ayo Okeke and Smith S.O each bearing a reference to the file number, it would be possible for the registry to trace the file more quickly.

### **Numerical Index**

- The numerical index is a record in numerical order of all files opened in a file series.
- Each card bears the number and the subject of the file.
- When opening a new file, the numerical index must be consulted to find the next unallocated number in the series; its primary object is to determine the subject or title of a file referred to in correspondence by number only.
- Numerical indexes may be maintained in loose leaf ledgers or bound ledgers.

- Details of transit index are dealt with under transit recording below

### **Precedents Index**

- It is essential for important decisions to be noted for use as precedents in similar cases which may arise in future. For this purpose, a precedents index is made.
- The consulting of precedents is of great assistance in any government office and it is the duty of schedule officers to draw the attention of registry staff to any papers likely to be of value as precedents or containing ruling or decisions of general interest.
- Schedule officers should also make their open records of precedents. For this purpose alphabetically divided address books are very suitable
- Precedents record should be maintained by every registry on index cards which should be filed in alphabetical order of the subject matter of the precedent to be recorded.
- The card should show the page number of a file containing a precedent.

# **CIVIL SERVICE RULES AND PROCEDURE**

## **1. Discipline/Indiscipline**

- \* General Inefficiency
- \* Misconduct
- \* Serious Misconduct
- \* Financial Embarrassment
- \* Conduct Prejudicial to the Security of the Nation

## **2. Annual Performance Evaluation Report (APER)**

- \* Guidelines on Performance Reporting
- \* Report on Seconded Officers
- \* Progress Report
- \* Performance Report on Senior Officers
- \* Performance Report on Junior Officers

### 3. Code of Ethics on Government Business

- \* Discipline
- \* Loyalty
- \* Honesty
- \* Courtesy
- \* Tact
- \* Avoidance of Delay
- \* Etc...

#### 1. DISCIPLINE/INDISCIPLINE

- ❖ Discipline is divided into two – Positive Discipline and Negative Discipline.
- ❖ **Positive discipline** refers to self-induced compliance with laid down rules and regulations ensured by the worker himself willingly without any force with the belief that it is the only ideal way to ensure mutual benefit by both the worker himself and the organization that employs him.
- ❖ **Negative discipline** on the other hand, refers to a sanction taken on the worker as a control measure whenever he fails to ensure positive discipline. It equally refers to all sorts of negative behaviour at work that may eventually lead to the entire failure of the organization. These include the following:

##### A. 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.**
- ❖ **Solutions**

##### 1. **Drawing Attention to Shortcoming**

- ❖ It shall be the duty of every superior officer, as soon as he/she 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 such has been done, with a view to improving the officer's usefulness and efficiency in the service

##### 2. **Removal for General Inefficiency.**

- ❖ Before the proceedings for the removal of an officer for the general inefficiency may be commenced, he/she must have been warned on three occasions in writing

##### *Performance of Duties*

- ❖ **No female civil 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.

##### 3. **Withholding of Increment**

- ❖ The increment of salary of a worker who has been found to be inefficient can be withheld or deferred to another year by the permanent secretary or head of organization.

#### 4. Notification of Defects

- ❖ Immediately on deciding to grant an increment despite some defect in the service of an officer, a Permanent Secretary/Head of Extra-Ministerial Office should bring the defect to the notice of the officer

#### 5. Effective Date of Termination for Inefficiency

- ❖ 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 terms of service.***
- ❖ If it is decided that the officer shall leave the service immediately, 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.

#### B. Misconduct

- ❖ Misconduct is defined as ***a specific act of wrong doing or an improper behaviour which is inimical to the image of the service and which can be investigated and proved.*** It can also lead to termination and retirement.

#### *It include:*

- ❖ Scandalous Conduct such as:
  - (i) Immoral behaviour
  - (ii) Unruly behaviour
  - (iii) Drunkenness
  - (iv) Foul Language
  - (v) Assault
  - (vi) Battery
  
- a. Refusal to proceed on transfer or to accept posting
- b. Habitual lateness to work
- c. Deliberate delay in treating official document
- d. Failure to kept records
- e. Unauthorized removal of public records
- f. Dishonesty
- g. Negligence
- h. Membership of cults
- i. Sleeping on duty
- j. Improper dressing while on duty
- k. Hawking merchandise within office premise

- l. Refusal to take/carry out lawful instrument from superiors officers
- m. Malingering
- n. Insubordination
- o. Discourteous behaviour to the public

## **Addressing the Act of Misconduct**

### **1. Issuing Query**

1. **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 superiors officer shall decide whether:**

- a. The officer has exculpated himself/herself in which case he/she shall be so informed in writing and no 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 has not exculpated himself/herself and deserves some punishment, in which cases shall apply

### **2. Reporting Misconduct**

- a. It shall be the duty of every officer to report any case of misconduct that comes to him/her notice to an officer superior to the officer involved
- b. The permanent Secretary/Head of Extra Ministerial Office without delay. If he/she considers it necessary that the officer should be interdicted, such recommendations shall be made in the report.
- c. On receiving the report, the permanent Secretary/Head of Extra Ministerial Office shall take action in accordance with rule as appropriate and if necessary shall interdict the officer
- d. At the appropriate point in the investigation, the officer may be suspended in accordance with rule of the civil service

### **3. Disciplinary Procedure for Misconduct and Serious Misconduct**

- ❖ If it is represented to the Civil Service Commission that an officer has been guilty of misconduct and the commission does not consider the alleged misconduct serious enough to warrant proceeding under Rule with a view to dismissal, it may cause an investigation to be made into the matter in such a manner as it considers proper and the officer shall be entitled to know whose case made against him/her and shall have adequate opportunity of making his/her defense, if as a result of the commission decides that the allegation is proved, it may inflict any other punishment upon the officer such as reduction in rank, withholding or deferment of increment or otherwise.

### **4. Postponement of Disciplinary Proceedings**

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 expire, such postponement however shall not in any way prejudice the proceedings against her.

## **5. Notification in Writing**

An officer may be dismissed by the civil service commission only in accordance with the following rules.

- i. The officer shall be notified in writing of the grounds on which it is proposed to discipline him/her. The query shall be precise and to the point.
- ii. It must relate the circumstance of the officer to the rule and regulation which the officer has broken and the likely penalty.
- iii. In serious cases which are likely to result in dismissal, the officer should be given access to any such document(s) or report(s) used against him/her and he/she should be asked to state in his/her defense that he/she has not committed the offence.
- iv. His superior in office shall be called upon to state in writing, within the period specified in the query any grounds upon which he/she relies on to exculpate himself/herself
- v. if the officer submits his/her representations and the civil service commission is not satisfied that he/she has exculpated 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.

## **C. Serious Misconduct**

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.

### **Serious Acts of Misconducts Include:**

- d. Falsification of records
- e. Suppression of records
- f. Withholding of files
- g. Conviction on a criminal charge (other than a minor traffic or sanitary offence or the like)
- h. Absence from duty without leave
- i. False claims against government officials
- j. Engaging in artisan political activities
- k. Bankruptcy / serious financial embarrassment
- l. Unauthorized disclosure of
- m. Bribery
- n. Corruption
- o. Embezzlement
- p. Misappropriation
- q. Violation of oath of secrecy
- r. Action prejudicial to the security of the state
- s. Advance fee fraud (criminal code 419)

- t. Holding more than one full time paid job
- u. Nepotism or any other form of preferential treatment
- v. Divided loyalty
- w. Sabotage
- x. Willful damage to public property
- y. Sexual harassment and
- z. Any other act unbecoming of a public officer

#### **D. Serious Financial Embarrassment**

- ❖ Serious financial embarrassment means the state of an officers indebtedness which having regard to the amount of debts incurred by him/her, has actually caused serious financial hardship to him/her.
- ❖ An officer shall be deemed to be in serious financial embarrassment.
  - i. If the aggregate of his/her unsecured debts and liabilities at any given time exceed the sum of three times his/her monthly emoluments.
  - ii. Where he/she is a judgment debtor, for as long as the judgment debt remains unsettled or
  - iii. Where he/she is adjudged bankrupt or insolvent wage earner, for as long as he/she remain an undercharged bankrupt or as the case may be for as long as any judgment against him/her in favour of the official assignee remains unsatisfied.
- ❖ serous financial embarrassment from whatever cause shall be regarded as necessarily impairing the efficiency of an officer and rendering him/her liable to disciplinary action
- ❖ If such embarrassment is caused by imprudence or other reprehensible cause, the officer concerned shall be liable to immediate dismissal and the onus shall rest on him/her to show that the circumstances do not justify the imposition of the full penalty.
- ❖ As long as an officer is in serious financial embarrassment he/she shall be disqualified from promotion or acting in a higher appointment.

#### **E. Oath of Secrecy**

- ❖ It shall be the duty of every permanent Secretary/Head of Extra Ministerial Office to ensure that all officers, employees and temporary staff of restricted papers have signed the oath of secrecy in the appropriate form before they are granted such access and that the declarations so signed are safely preserved.

#### **F. Unauthorized Disclosure of Official Information**

- ❖ Every officer is subject to the official secrets Act (Cap. 335) and is prohibited from disclosing to any person, except in accordance with official routine or with the special permission of Government any article note document or information entrusted to him/her in confidence by any person holding office under any government in the federal republic of Nigeria, or which he/she has obtained in the course of his/her official duties.
- ❖ Similarly, every officer shall exercise due care and diligence to prevent knowledge of any such article, note, document or information being communicated to any person against the interest of the government.

#### **G. Abstraction or Copying of Official Documents**

- ❖ Every officer is prohibited from abstracting or copying official minutes, records or other documents except in accordance with official routine or with special permission of his permanent secretary/head of extra ministerial office.

#### **H. Secret Personal Records**

- ❖ Officers shall not, as a general rule, have access to official and secret records relating personally to themselves

#### **I. Removal of Public Records**

- ❖ No officer may, on leaving the public service take with him/her any public record without the written permission of the permanent secretary of establishments and pension.

#### **J. Removal of Historical Documents**

- ❖ Historical manuscripts or other documents of public interest which may be discovered by any officer in the course of his/her official duties may not be appropriated to his/her own use, but their existence must be reported to government in order that steps may be taken for their examination and preservation.

#### **K. Publication and Public Utterance**

- ❖ Except in pursuance of his/her official duties, no officer shall, without the express permission of his/her permanent secretary/head of extra ministerial office, whether on duty or on leave of absence
  - a. act as the editor or take part directly or indirectly in the management of or in any way make financial contribution to any newspaper, magazine or journal except the following
    - i. Department or staff magazine
    - ii. Professional Journals
    - iii. Publication of voluntary organization

## **2. ANNUAL PERFORMANCE EVALUATION REPORTS**

### **Object**

- ❖ The object of Annual Performance Evaluation Reports (APER) is to provide a full record of each officer's work, conduct and capability from which his/her suitability for promotion may be judged by the civil service commission.
- ❖ In order that the commission may be in a position to weigh, in connection with a particular vacancy, the merits of officers, it is important that it should know precisely what work the officer has been engaged upon and the judgment formed on that work.
- ❖ It is no less important that the civil service commission should receive an indication of each officer's suitability for appointment/promotion to a senior grade in which he/she would have to perform administrative or supervisory duties.
- ❖ It may be that the officer's work in the appointment which he/she holds give the fullest satisfaction but that he/she is unsuitable for more responsible duties, and the civil service commission particularly



desires to have a record or expression of opinion as to each officer's suitability for promotion where by his/her seniority, he or she may be regarded as eligible to the considered for such advancement.

- ❖ Annual performance reports should be rendered on all officers at the end of each calendar year. However, confidential reporting system should be adopted for officers on Grade Level 15 – 17.

### **Action by Officers**

- ❖ The attention of all officers is invited to the necessity for including the fullest possible information in their replies to the questions on the relevant pages of the Annual Performance Evaluation Report forms, so that the reports may be used for the object explained without reference to any other document.
- ❖ Every permanent Secretary/Head of Extra Ministerial Office shall make such departmental arrangements as he/she considers necessary to ensure that thirty days before the due date, an officer serving in his/her ministry/extra ministerial office, on whom a report is required, takes the action indicated in the preceding rule and that the forms thus completed by individual officers are forwarded to the appropriate reporting officers who shall complete the appropriate sections of the report which shall then be transmitted to the permanent Secretary/Head of Extra Ministerial Office.

## **3. CODE OF ETHICS IN GOVERNMENT BUSINESS**

- ❖ From the Colonial times up to the period prior to the oil boom, the Civil Service enjoyed high recognition and respect. It also attracted the best talents.
- ❖ However, from the period of oil boom up to the present time, the image has fallen very greatly.
- ❖ There is therefore a need for enhancing the image and the future of the service and in doing this the following points should be borne in mind.

### **(a) Discipline**

- ❖ The Civil Service must be well disciplined. Rules and regulations should be adhered to and the interests of the service must be paramount.
- ❖ Senior Officers should give exemplary character, hard work and transparent integrity. Good conduct is one of the criteria for promotion.
- ❖ Junior Officers should be familiar with Government Regulations and Rules regarding good conduct. They must learn to obey lawful orders and established authority,

### **(b) Loyalty**

- ❖ Civil Servants should be loyal to the Government which has given them the opportunity to serve it.
- ❖ No Officer or employee should assume that he has the right to a salary or wage without giving adequate service in return.
- ❖ Government has no obligation to retain inefficient or disloyal elements in the Service.

### **(c) Honesty**

- ❖ Civil Servants should be honest in doing their duties and in their dealings with the public.

- ❖ They should realize that they are paid salaries for the duties which they perform.
- ❖ This means that they should be conscientious on duty, and demand or receive nothing in money or kind from anyone in the performance of their duties.

#### **(d) Courage**

- ❖ Courage is one of the greatest assets to the best Civil Servants.
- ❖ It may be shown in working hard in a very busy post for there is really no reason to fear hard work.
- ❖ Civil servants should acquire the courage of working hard and should not hesitate to take over an extensive schedule of duties.
- ❖ Another type of courage involves doing what is morally right even though one does not stand to gain personally, from such action.
- ❖ In your schedule of duties, you should do the right thing, especially if it will enhance the reputation of the service and the country.
- ❖ You should, at all times, resist temptations from whatever quarters.
- ❖ Where the prior consent of a superior authority is necessary, be courteous in getting it.

#### **(e) Courtesy**

- ❖ It costs nothing to be polite to your colleagues and the general public served by you.
- ❖ Polite instructions are usually more easily obeyed.
- ❖ Members of public always cherish courtesy and consideration from Civil Servants.
- ❖ Courtesy in the Office and to the general public makes it easier to get on with other people.
- ❖ A heavy schedule of duties or any other circumstance can not justify bad temper by civil servants.

#### **(f) Co-operation**

- ❖ The eleven members of a good football team co-operate whenever they meet on the field for a match.
- ❖ One or two members who believe they are as good as the rest of the team may cause the defeat of the whole team.
- ❖ Similarly, all the staff in the section of a Ministry should co-operate as a team in order to realize the overall purpose of the section.
- ❖ The Officers and staff of a Ministry should work together to attain the goals of the Ministry

#### **(g) Tact**

- ❖ "Tact" means skillfulness in handling a difficult situation without giving offence to the people involved.
- ❖ That is very necessary in the service.

- ❖ Skill in dealing with people by creating an impression of willingness to be of assistance enhances the efficiency of the Office and gives the public satisfaction.

#### **(h) Industry**

- ❖ In this sense, industry means useful hard work,
- ❖ This definition is necessary because some workers work seriously to get little or nothing done.
- ❖ They only waste their energy and often give false impression to tell supervisors.
- ❖ You have been engaged to serve your Ministry or Department in some way.
- ❖ In turn, your Ministry or Department serves the Government and members of the public:
- ❖ Try to ensure that you work to earn your pay and promotions.
- ❖ To work hard with good results. the following principles are useful:
  - i. Know the scope of your work;
  - ii. Know the various parts of your schedule of duties:
  - iii. Decide the order or sequence you should deal with the various states of your work;
  - iv. Before you start, have rough idea of when you should finish it;
  - v. If your work involves writing. ensure that your style is clear and direct:

#### **(i) Avoidance of Delay**

- ❖ If you are hard-working, you are unlikely to delay action on files or projects.
- ❖ However, some schedules of duties are extremely busy.
- ❖ There are either so many people to interview and/or so many files to deal with.
- ❖ Your time should be devoted to official work.
- ❖ If you are ill, you may be unable to concentrate on your work, in such a case, you should consult a Doctor and then return to work later unless, where you are put on sick list.
- ❖ If you are going to be away for a day or two, you should let your boss know as soon as possible.
- ❖ Any urgent work in your schedule may then be taken over by some other officers.
- ❖ You could avoid delay in the following ways:
  - i. Know precisely when you have to submit any piece of work to your supervisor or higher authority.
  - ii. Do not hoard with the hope that you can dispose of them at the eleventh hour.
  - iii. Avoid being bogged down by a difficult matter at the expense of many simpler ones.

- iv. In this connection, there is a psychological advantage in disposing of several simple cases before taking on tougher ones.
- v. Come early to your work-place and devote your time to work until the closing time.
- vi. Do not malingering in your work-place.
- vii. It pays to do some overtime occasionally in order to bring your work up-to-date.

#### **(j) Tidiness**

- ❖ Civil Servants should keep their offices tidy not only because visiting member) of the public served by them are thereby more favourably impressed but also because an orderly office often gives an idea of the state of minds of its staff.
- ❖ It usually enhances decency if files and equipment are placed so that they are easily located when necessary.
- ❖ In this connection, you may perhaps recall your own impression when you went to an officer who could not help you in getting some reference because his office was untidy and disorderly.
- ❖ Workers should also ensure that they are properly dressed to do their duty in the office or work place
- ❖ It is a good idea to dress in a business-like manner, as if one were going to a formal party or a beauty-queen parade.
- ❖ It does not cost much to dress simply with carefully chosen material.
- ❖ It is useful to remember that how people dress tells keen observers a great deal of the general character and taste of such people.

#### **(k) Helpfulness**

- ❖ You may have heard many people allege that it is now difficult for people to get help from those they do not know.
- ❖ That there is something in this allegation is borne out by the fact that many young people now seem to believe that they can only get job from the public offices if they channel their applications through their personal friends, relative's or towns-men.
- ❖ This unfortunate tendency should be discouraged by all Civil Servants.
- ❖ There are many opportunities of helping your colleagues and your juniors in the office at no personal cost at all.
- ❖ You could advise a young messenger to do further studies instead of allowing him to waste his official time and his money on football pools.
- ❖ Similarly, Supervisors should find time to listen their subordinates who have personal or domestic problems.
- ❖ Those who complain that some of their requests have been turned down should be told why it is impossible to meet their wishes.

- ❖ Should papers or documents come to you by mistake from members of staff or the general public find out the correct destination and take necessary directive as to re-routing it from your superior officer.

#### **(l) Kindness**

- ❖ Being kind does not imply that you should give to people what they are not entitled to.
- ❖ Kindness involves respecting the privileges and rights of officers, employees and members of the public irrespective of the fact that those concerned are unknown to you.
- ❖ A Civil Servant is a public servant. He should, therefore, serve impartially.
- ❖ Kindness also involves having a humane approach in dealing with people in difficulty.
- ❖ This applies to staff as well as members of the public.
- ❖ A staff in difficulty needs help and, if you are in a position to do so, you should assist him to the best of your ability without of course. the breach of the regulations or disturbing the course of justice.
- ❖ The same consideration should be shown to the public.

#### **(m) Attitude to Public Funds**

- ❖ A civil servant must always have cost-consciousness and its principles should always influence his conduct. The following points are strongly emphasized:
  - i. Do not waste funds, if you are frugal in spending your money, you should be equally frugal in spending public funds.
  - ii. Collectors of Government Revenue should be conscientious in doing their duty.
  - iii. They should not make any rebates as a favour to anyone.
  - iv. In this regard, it is not kindness to reduce the Revenue due to Government on your own account or at your own level.
  - v. Justify every expenditure and ensure that economy is insisted upon. e.g. discourage wasting public funds on ill-advised purchases near the end of the financial year.
  - vi. As a good citizen and a good civil servant, discourage financial abuses by making suitable reports through the connect channel.
  - vii. Made-in-Nigeria goods should be preferred to their imported counterparts.
  - viii. Patronage of local goods encourages the growth of local industries.

#### **(n) National Consciousness**

- ❖ The ideals held by people influence their actions. Therefore, Civil Servants should aim at inspiring broad-minded ideals without being unrealistic.
- ❖ One Nigeria is by far and always superior to any town or clan or ethnic group in the Federation.
- ❖ Therefore, the interest of any group should not be pursued at the expense of what is best for. Nigeria.

- ❖ Attempts by some people or ethnic group to turn over public officers and resources to themselves or members of their group always tend to weaken and change the bonds of national unity.
- ❖ Sometimes Civil unrest may arise from indifference to or disguised encouragement of nepotism, favouritism and their associated vices.

**(o) A Good Image of the Service**

- ❖ The Governments of the Federation are the largest employers of labour
- ❖ The Civil Services therefore have a leading role to play in the social and economic affairs of the Country
- ❖ Nigerian Civil Servants have proved their mettle in successfully grappling with the problems arising from the rapid, social, and economic development of the Country.
- ❖ A deterioration of standards should not be tolerated.
- ❖ In achieving this goal on which a Good image of the Civil Service depends, Nigerians, particularly those at the top, should continue to provide honest and courageous leadership.

**(p) Efficiency**

- ❖ The level of efficiency can be improved upon through training and training-consciousness.
- ❖ No grade or group of officers should consider itself so good as to dispense with further training