

**COURSE
GUIDE**

**POL 123
INTRODUCTION TO PUBLIC ADMINISTRATION**

Course Team

Dr. Justice Igbokwe (Course Writer) - NDC
Dr. Tem Alabi (Course Reviewer) – NOUN
Dr. Dr Ebele A. Udeoji (Course Editor)
NOUN



NATIONAL OPEN UNIVERSITY OF NIGERIA

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National Open University of Nigeria
Headquarters
University Village
Plot 91, Cadastral Zone
Nnamdi Azikiwe Expressway
Jabi, Abuja

Lagos Office
14/16 Ahmadu Bello Way
Victoria Island, Lagos

e-mail: centralinfo@nou.edu.ng
URL: www.nou.edu.ng

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INTRODUCTION

POL 123: Introduction to Public Administration is one-semester and three credit unit courses for undergraduate students in Political science. The materials have been developed with the Nigerian context in view. This course guide gives you an overview of the course. It also provides you with information on the organisation and requirements of the course. The course begins with a brief introductory module, which will help you to have a good understanding of the issues at stake in public administration. Such issues include; the scope of public administration and the debate on public administration as a science or arts amongst other major topics in public administration. The study units are structured into modules. Each module is structured into 5 units. A unit guide comprises of instructional material. It gives you a brief of the course content, course guidelines and suggestions and steps to take while studying. You can also find self-assessment exercises for your study.

COURSE AIMS AND OBJECTIVES

The aims are to help you understand new ideas and concepts of Public Administration. Hence, there is a requirement for orienting your mind to contemporary social situations. The specific objectives of each study unit can be found at the beginning and you can make references to it while studying. It is necessary and helpful for you to check at the end of the unit, if your progress is consistent with the stated objectives and if you can conveniently answer the self-assessment exercises. The overall objectives of the course will be achieved if you diligently study and complete all the units in this course.

The specific objectives are:

- i. To Introduce Public Administration and the basic principles and concepts.
- ii. Demonstrate how these principles can be applied
- iii. To expose you to current affairs and
- iv. To help you in widening your horizon of knowledge.

Here are the wider objectives for the course as a whole.

- Define the basic concepts of Public Administration
- Explain the importance of Public Administration
- Differentiate Publicans from Privateness
- Relate Public Administration to other social sciences
- Understanding that Politics is key to an understanding of Public Administration

- Discover what has influenced the study of Public Administration
- Know the basis on which departments are organized
- Know the approaches to the study of public administration
- Find out why Bureaucracy is greatly needed now.
- Identify if the civil servants in Nigeria have honestly endeavoured to implement the policies and programs of government.
- Express what is a collective responsibility in a parliamentary system of Government
- Explain why legislative control on administration is indirect.

WORKING THROUGH THIS COURSE

To complete the course, you are required to read the study units and other related materials. You will also need to undertake practical exercises for which you need a pen, a note-book, and other materials that will be listed in this guide. The exercises are to aid you in understanding the concepts being presented. At the end of each unit, you will be required to submit a written assignment for assessment purposes.

At the end of the course, you will be expected to write a final examination.

COURSE MATERIALS

The major materials you will need for this course are:

- Course Guide
- Study Unit
- Assignments File
- Relevant Textbooks Including the Ones Listed Under Each Unit

STUDY UNITS

There are 25 units (of 5 modules) in this course. These are listed below:

Module 1 The Meaning of Public Administration

- | | |
|--------|--|
| Unit 1 | Basic Concept of Public Administration |
| Unit 2 | Public and Private Administration |
| Unit 3 | General Aspects of Administration |
| Unit 4 | Environment of Public Administration. |
| Unit 5 | Public Administration and Bureaucracy. |

Module 2 The Controversy about The Nature, Contexts and Ends of Public Administration

Unit 1	New Dimensions of Public Administration
Unit 2	Approaches to the Study of Public Administration
Unit 3	The Scope of Public Administration
Unit 4	Public Administration as an Art and as a Science
Unit 5	Public Administration and Other Social Sciences

Module 3 Public Administration in Africa

Unit 1	The Problem and Failure of Bureaucracy in Africa
Unit 2	Chief Executive and Legislature as a Board of Directors.
Unit 3	Management – A Conceptual Analysis
Unit 4	Policy Formation and Decision-Making
Unit 5	Administration and Nigeria Experience

Module 4 Administrative Controls

Unit 1	Executive Control over Administration
Unit 2	Parliamentary Control Administration
Unit 3	Judicial Control over Administration
Unit 4	Community Control over Administration
Unit 5	Internal Controls

Module 5 The Concept of Leadership

Unit 1	Leadership
Unit 2	Planning
Unit 3	Coordination
Unit 4	Delegation
Unit 5	Communication

As you can observe, the course begins with the basics and expands into a more elaborate, complex and detailed form. All you need to do is to follow the instructions as provided in each unit. Besides, some self-assessment exercises have been provided with which you can test your progress with the text and determine if your study is fulfilling the stated objectives. Tutor- marked assignments have also been provided to aid your study. All these will assist you to be able to fully grasp the knowledge of international economic relations.

TEXTBOOKS AND REFERENCES

Certain books have been recommended in this course. You may wish to purchase them for further reading. At the end of each unit, you will find a

list of relevant reference materials which you may wish to consult as the need arises. You are also encouraged to cultivate the habit of consulting as many relevant materials as you can within the time available to you. In particular, be sure to consult whatever material you are advised to consult before attempting any exercise.

ASSESSMENT

Two types of assessment are involved in the course: The Self-Assessment Exercises (SAEs), and the Tutor-Marked Assessment (TMA) questions. Your answers to the SAEs are not meant to be submitted, but they are also important since they allow you to assess your understanding of the course content. Tutor-Marked Assignments (TMAs) on the other hand are to be carefully answered and kept in your assignment file for submission and marking. This will count for 30% of your total score in the course.

TUTOR-MARKED ASSIGNMENT (TMAS)

At the end of each unit, you will find tutor-marked assignments. There is an average of two tutor-marked assignments per unit. This will allow you to engage the course as robustly as possible. You need to submit at least four assignments of which the three with the highest marks will be recorded as part of your total course grade. This will account for 10 per cent each, making a total of 30 per cent. When you complete your assignments, send them including your form to your tutor for formal assessment on or before the deadline.

Self-assessment exercises are also provided in each unit. The exercises should help you to evaluate your understanding of the material so far. These are not to be submitted. You will find all answers to these within the units they are intended for.

FINAL EXAMINATION AND GRADING

The final examination will be a test for three hours. All areas of the course will be examined. Find time to read the unit all over before your examination. The final examination will attract 70% of the total course grade. The examination will consist of questions, which reflects the kind of self-assessment exercises and tutor-marked assignment you have previously encountered. And all aspects of the course will be assessed. You should use the time between completing the last unit and taking the examination to revise the entire course.

COURSE MARKING SCHEME

The following table lays out how the actual course mark allocation is broken down.

Assessment	Marks
Assignments (Best three assignments out of four marked)	30%
Final Examination	70%
Total	100%

COURSE OVERVIEW AND PRESENTATION SCHEDULE

Units	Title of work	Weeks Activity	Assignment. (End –of- Unit)
Course Guide	Introduction to Public Administration		
Module 1 The Meaning of Public Administration			
Unit1	Basic Concept of Public Administration	Week 1	Assignment 1
Unit 2	Public and Private Administration	Week 2	Assignment 1
Unit 3	The Scope of Public Administration	Week 3	Assignment 1
Unit 4	Public Administration as an Art and as a Science	Week 4	Assignment 1
Unit 5	Public Administration and Other Social Sciences	Week 5	Assignment 1
Module 2. The Controversy about the Nature, Contexts and Ends of Public Administration			
Unit1	New Dimensions of Public Administration	Week 6	Assignment 1
Unit 2	Principles of Public Administration	Week 7	Assignment 1
Unit 3	Approaches to the Study of Public Administration	Week 8	Assignment 1
Unit 4	An environment of Public Administration	Week 9	Assignment 1
Unit 5	Public Administration and Bureaucracy.	Week 10	Assignment 1
Module 3. Public Administration In Africa.			

1	The Problems and Failure of Bureaucracy in Africa	Week 11	Assignment 1
2	Chief Executive and Legislature as a Board of Directors	Week 12	Assignment 1
3	Management – A Conceptual Analysis	Week 13	Assignment 1
4	Policy Formation and Decision-Making	Week 14	Assignment 1
5	Administration and Nigeria Experience	Week 15	Assignment 1
Module 4. Administrative Controls			

Unit 1	Executive Control over Administration	Week 16	Assignment 1
Unit 2	Parliamentary Control Administration	Week 17	Assignment 1
Unit 3	Judicial Control over Administration	Week 18	Assignment 1
Unit 4	Community Control over Administration	Week 19	Assignment 1
Unit 5	Internal Controls	Week 20	Assignment 1

Module 5 The Concept of Leadership

1	Leadership and Supervision	Week 21	Assignment 1
2	Planning	Week 22	Assignment 1
3	Coordination	Week 23	Assignment 1
4	Delegation.	Week 24	Assignment 1
5	Communication	Week 25	Assignment 1

WHAT YOU WILL NEED FOR THE COURSE

This course prepares you for expert knowledge in public administration. It will be helpful if you try to study and review every module. Second, you may need to purchase one or two texts recommended as important for your mastery of the course content. Quality time in a study friendly environment every week would be helpful. If you are computer-literate (which ideally you should be), you should be prepared to visit the recommended websites. You should also cultivate the habit of visiting reputable physical libraries accessible to you.

TUTORS/FACILITATORS AND TUTORIALS

There are 15 hours of tutorials provided in support of the course. You will be notified of the dates and location of these tutorials, together with the name and phone number of your tutor as soon as you are allocated a tutorial group. Your tutor will mark and comment on your assignments, and keep a close watch on your progress. Be sure to send in your tutor-marked assignments promptly, and feel free to contact your tutor in case of any difficulty with your self- assessment exercise, tutor-marked assignment or the grading of an assignment. In any case, you are advised to attend the tutorials regularly and punctually. Always take a list of such prepared questions to the tutorials and participate actively in the discussions.

ASSESSMENT EXERCISES

There are two aspects to the assessment of this course. First is the Tutor-Marked Assignments; second is a written examination. In handling these assignments, you are expected to apply the information, knowledge and experience acquired during the course. The tutor-marked assignments are now being done online. Ensure that you register all your courses so that you can have easy access to the online assignments. Your score in the online assignments will account for 30 per cent of your total coursework. At the end of the course, you will need to sit for a final examination. This examination will account for the other 70 per cent of your total course mark.

TUTOR-MARKED ASSIGNMENTS (TMAs)

Usually, there are four online tutor-marked assignments in this course. Each assignment will be marked over ten per cent. The best three (that is the highest three of the 10 marks) will be counted. This implies that the total mark for the best three assignments will constitute 30% of your total course work. You will be able to complete your online assignments successfully from the information and materials contained in your references, reading and study units.

FINAL EXAMINATION AND GRADING

The final examination for POL 123: Introduction to public administration will be of two hours duration and have a value of 70% of the total course grade. The examination will consist of multiple-choice and fill-in-the-gaps questions which will reflect the practice exercises and tutor-marked assignments you have previously encountered. All areas of the course will be assessed. It is important that you use the adequate time to revise the entire course. You may find it useful to review your tutor-marked

assignments before the examination. The final examination covers information from all aspects of the course.

HOW TO GET THE MOST FROM THIS COURSE

1. There are 25 units in this course. You are to spend one week in each unit. In distance learning, the study units replace the university lecture. This is one of the great advantages of distance learning; you can read and work through specially designed study materials at your own pace, and at a time and place that suits you best. Think of it as reading the lecture instead of listening to the lecturer. In the same way, a lecturer might give you some reading to do. The study units tell you when to read and which are your text materials or recommended books. You are provided exercises to do at appropriate points, just as a lecturer might give you in a class exercise.
2. Each of the study units follows a common format. The first item is an introduction to the subject matter of the unit, and how a particular unit is integrated with other units and the course as a whole. Next to this is a set of learning objectives. These objectives let you know what you should be able to do, by the time you have completed the unit. These learning objectives are meant to guide your study. The moment a unit is finished, you must go back and check whether you have achieved the objectives. If this is made a habit, then you will significantly improve your chance of passing the course.
3. The main body of the unit guides you through the required reading from other sources. This will usually be either from your reference or from a reading section.
4. The following is a practical strategy for working through the course. If you run into any trouble, telephone your tutor or visit the study centre nearest to you. Remember that your tutor's job is to help you. When you need assistance, do not hesitate to call and ask your tutor to provide it.
5. Read this course guide thoroughly. It is your first assignment.
6. Organise a study schedule – Design a 'Course Overview' to guide you through the course. Note the time you are expected to spend on each unit and how the assignments relate to the units.
7. Important information; e.g. details of your tutorials and the date of the first day of the semester is available at the study centre.
8. You need to gather all the information into one place, such as your diary or a wall calendar. Whatever method you choose to use, you should decide on and write in your dates and schedule of work for each unit.
9. Once you have created your study schedule, do everything to stay faithful to it.

10. The major reason that students fail is that they get behind in their coursework. If you get into difficulties with your schedule, please let your tutor or course coordinator know before it is too late for help.
11. Turn to Unit 1, and read the introduction and the objectives for the unit.
12. Assemble the study materials. You will need your references for the unit you are studying at any point in time.
13. As you work through the unit, you will know what sources to consult for further information.
14. Visit your study centre whenever you need up-to-date information.
15. Well before the relevant online TMA due dates, visit your study centre for relevant information and updates. Keep in mind that you will learn a lot by doing the assignment carefully. They have been designed to help you meet the objectives of the course and, therefore, will help you pass the examination.
16. Review the objectives for each study unit to confirm that you have achieved them. If you feel unsure about any of the objectives, review the study materials or consult your tutor. When you are confident that you have achieved a unit's objectives, you can start on the next unit. Proceed unit by unit through the course and try to space your study so that you can keep yourself on schedule.
17. After completing the last unit, review the course and prepare yourself for the final examination. Check that you have achieved the unit objectives (listed at the beginning of each unit) and the course objectives (listed in the course guide).

CONCLUSION

This is a theory course but you will get the best out of it if you cultivate the habit of relating it to day to day administrative processes in both private and public settings.

SUMMARY

The course material gives you an overview of what to expect in the course of this study. It teaches you the basic concepts, scope as well as the principles of Public Administration. It will also acquaint you with the new dimensions and general aspects of Administration.

We wish you success and hope that you will find it both interesting and useful.

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MODULE 1 THE MEANING OF PUBLIC ADMINISTRATION

INTRODUCTION

This module will examine the basic concepts and general aspects of public administration. The varying perspectives which form the environments of public administration would be emphasized. The module will also examine the nature of public and private administration, giving the student the necessary grasp of issues in governance. The historical analysis in Unit one is vital in understanding the origin of public administration. Finally, the module will examine the nature of Public Administration and Bureaucracy. This module is made up of five units, the framework upon which we would base our further discussions on public administration.

Unit 1	Basic Concept of Public Administration
Unit 2	Public and Private Administration
Unit 3	General Aspects of Administration
Unit 4	Environment of Public Administration.
Unit 5	Public Administration and Bureaucracy.

UNIT 1 BASIC CONCEPT OF PUBLIC ADMINISTRATION

CONTENTS

1.0	Introduction
2.0	Objectives
3.0	Main Content
	3.1 The Basic Concepts of Public Administration
	3.2 The Rationale for the Study
4.0	Conclusion
5.0	Summary
6.0	Tutor-Marked Assignment
7.0	References/Further Reading

INTRODUCTION

Public Administration deals with the science of getting things done in the most efficient ways in the Public sector and for a long time to come, government and governmental agencies will continue to dominate the scope of human activities. The administration is generally geared to produce results and equipped to face current challenges. Sadly, while successive rulers have been so preoccupied with a series of political

problems and disturbances, there has been little time to ponder on the problems of public administration. This unit introduces us to the basics of administration and the rationale for the study of Public Administration.

2.0 OBJECTIVES

By the end of this unit, you will be able to:

- explain the basic concepts of public administration
- discuss the rationale for the study of public administration.

3.0 MAIN CONTENT

3.1 The Basic Concepts of Public Administration

Woodrow Wilson who largely set the tone for the early study of public Administration in an essay titled, “The Study of Administration”, Published in the Political Science Quarterly in 1887, observed that it is getting harder to run a constitution than to frame one and thus, called for the bringing of more intellectual resources to bear in the management of the State. This essay gave a big push to the infant science of Public Administration. Since the beginning of the Twentieth Century, a systematic study of Public Administration has begun. During the post First World War, there arose a great interest for the study of Public Administration as a separate branch of Social Sciences.

Nevertheless, Wilson unquestionably posted one unambiguous thesis in his article that has had a lasting impact on the field: Public Administration is worth studying. The next step in the direction of growth of Public Administration came about when the Second World.

It is difficult to define the subject of Public Administration in one sentence and various definitions have been put forth to properly define the term “Public Administration” but so far, no precise or specific definition has been given to this term. But Administration has to exist in any organisation set up for a defined purpose or objective. Whether you think of the church, the army, a university, an industrial or business concern or a purely social organisation, there has to be administered because each one consists of human beings brought together in a hierarchical set-up, making use of tools, equipment, human and material resources, all in the guise to attain the objective for which the organisation is established.

However, each definition has rather widened the scope of the subject. Nevertheless, it must be borne in mind that it is not the executive office or department, which alone constitutes Public Administration. All the

departments of government in one way or the other are an integral part of this administration. It is concerned with both the formulation and implementation of public policies. Administration simply means the activities undertaken by the government to fulfil its desired ends. The difference, however, lies only in the 'actions' which are to be considered as administrative activities. Some scholars adopt a broader view and include all governmental activities done to fulfil public policy, which others take a narrow view and consider only those activities concerned with the executive branch of the government.

The definitions given by eminent scholars are as follows:

Hodgson says "Public Administration comprises all activities of persons or groups in governments or their agencies, whether these organisations are international, regional or local in their scope, to fulfil the purposes of those governments or agencies while Officer and Presthus lay more emphasis on the coordinating role of the administration. In their opinion, "Administration consists of getting the work of government done by coordinating the efforts of the peoples so that they can work together to accomplish their set tasks."

Others emphasize upon the administrative function of implementing the law of the country. For instance, Walker, in his view sees Public Administration as "The work which the government does to give effect to a law". Negro and Negro, summarize the meaning of Public Administration thus:

A cooperative group effort in a public setting, all three branches of government executive legislative and judiciary and their interrelationship, the important roles in the formulation of public policy and thus a part of the political process, More important than, and also different in significant ways from private administration and closely associated with numerous private group and individuals in providing services to the community.

The Rationale for the Study of Public Administration

The importance of Public Administration has tremendously increased with increase in-state activities. The state is no longer regarded as a preserver of the status quo. The centuries-old nation of the police state which was to be responsible only for the maintenance of law and order and the policy of non-interference in the day-to-day activities has completely lost its relevance. The modern state has undertaken the new role of an accelerator of economic and social change as well as a prime mover and stimulator of national development. With this change in the ends of a modern state, the purposes of public Administration have also assumed a different dimension and orientation. Its functions have enormously increased in number, variety and complexity and its

methodology has grown from the trial and error stage into an orderly discipline with an organised, ever-increasing body of knowledge and experience.

Today, we see the great bulk of administrative departments coming into being. For instance, a newborn baby, from birth to grave, remains under the purview of Public Administration because his/her birth, as well as death, must be registered with the local authorities. There are many welfare agencies which provide all necessary benefits to the child. Everybody needs the services of the Post Office and we wonder at the vast organisation which is needed to provide this service. There are employment exchanges, rationing offices, government mints, agriculture departments, industries departments, department of foreign relations, etc which affect almost every citizen in one way or the other.

What does all this indicate? The administrator's position within an establishment or organisation is therefore strategic and pivotal. It is true to say that the place of administration has come to be recognized in every sector of human endeavour as being the keystone to the success and indeed to the very existence of the enterprise. Being concerned with the planning, coordination, supervision and control of the enterprise or establishment with which it is involved, the science of administration appears to have become an essential instrument in the uplifting of human welfare.

SELF-ASSESSMENT EXERCISE

Why should the administration have to exist in any organisation set up for a defined purpose and objective?

4.0 CONCLUSION

Public Administration is the device used to reconcile bureaucracy with democracy. It is a broad-ranging and shapeless combination of theory and practice. Its purpose is to promote a superior understanding of government and its relationship with the society it governs, as well as to encourage public policies to be more responsive to social need and to institute managerial practices attained to effectiveness, efficiency, and the deeper human requisites of the citizenry. In considering the significance of administration, it is interesting to reflect that the importance of planning, co-ordination and control has been recognized from very early times. The tasks performed by modern administrators have been carried on throughout history.

5.0 SUMMARY

The most fundamental public benefit in any society is the preservation of human life, and the only the government is responsible for safeguarding its citizens. When government fails to protect its people, its relevance is reasserted by default. So, the point here is that the government is essential for the creation of basic public benefits. To sum up, it may be said that Public Administration is the non-political machinery of the government carrying on its work for the welfare of the people according to the laws set up by the state.

6.0 TUTOR-MARKED ASSIGNMENT

What was Woodrow Wilson's contribution to the development of Public Administration?

Give at least, six (6) points for the study of public Administration.

7.0 REFERENCES/FURTHER READING

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UNIT 2 THE DICHOTOMY BETWEEN PRIVATE AND PUBLIC ADMINISTRATION

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- 2.0 Objectives
- 3.0 Main Content
 - 3.1 Agency
 - 3.2 Interest
 - 3.3 Access to Activities/Officials
 - 3.4 Working Differences between Public Administration and Private Management
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor-Marked Assignment
- 7.0 References/Further Reading

1.0 INTRODUCTION

Defining the “Public” in Public Administration has long been a knotty problem for academics. In part, this is precise because Western Culture has never completely sorted out what Stanley I. Benn and Gerald F. Gans call the “complex –structured concept “of “Publicness” and “Privateness” in society, and this large dilemma has had its effects on understanding what constitutes Public Administration. Some scholars feel that there is no difference between the two and that the administrative activities and techniques are similar in all organisations, whether they be private or public. Urwick, Fallet and Fayol subscribed to this. Fayol in his book written in 1949, opined that we are no longer confronted with several administrative sciences but with one which can be applied equally well to the public and private affairs”.

2.0 OBJECTIVES

By the end of this unit, you will be able to:

- agency
- interest
- access to activities/officials
- the differences between public administration and private management.

3.0 MAIN CONTENT

3.1 Agency

In this sense, agencies refer to the basic distribution between an agent acting privately, that is, on his account, or publicly, that is as an officer of the city/society. What significance do your actions and decisions have for the status of other people? Take, for instance, public administration has a responsibility to the public, the public administrators are expected to act under the wishes and aspiration of the people expressed through their representatives who constitute the legislature. The legally sanctioned policies are implemented by the executive branch of the governments. On the other hand, Private administration does not have as much great responsibility towards the public. It is not responsible to the public in the sense in which Public Administration is. Thus, while Public Administration is directly responsible to the people to a very great extent, private administration is only responsible to the people indirectly, and that too generally to secure its ends and not necessarily for the welfare of the people.

3.2 Interest

Interest is concerned with the status of the people who will be better or worse off for whatever is in question. Hence, it is the interest of the private firm to benefit only the people in it or who owns it. By contrast, the supposed end of a public enterprise is to serve every member of the community. In essence, Public Administration is conducted with service motive while the motive of private administration is profit-making. If the establishment of a textile mill brings more profit to the businessman than the establishment of a sugar mill, the former will be preferred by him and not the latter, however urgent the need of the latter may be. But if it were the case of public administration, the latter would have been preferred to the former. If private administration is useful to the public, its service to it is a by-product of profit-making. It also follows from it that a private administration will never undertake work if it does not bring profit to him.

3.3 Access to Activities/Officials

This refers to the degree of openness that distinguishes 'publicness' from 'privateness'. Access encompasses access to activities – e.g. town meetings are public because they are open to all, but corporate board meeting is private because only board members have access to them. On the other hand, in Public Administration, officials remain incognito, even the most senior officials remain incognito and their identity is not disclosed. This is because whatever they do, is in the name of the government and not in their name. On the contrary, a private

administration (entrepreneur) does things on his/her behalf and is well known in the business circles. However, it is necessary to know that Simon Taad made this distinction between the two when he wrote in 1957 that:

Public administration is bureaucratic whereas private is business-like, Public administration is political whereas private administration is non-political and Public administration is characterised by “red-tape” whereas private administration is free from it. These distinctions do not, of course, hold water/hold sway always but they are noticeable under certain circumstances.

Key Differences Between public and private administration

The important points of difference between public and private administration are given below:

1. The systematic and well-planned management of the affairs of the state to achieve the purposes established by the government is known as public administration. The term private administration refers to the operation. Management and organization of the affairs of the business enterprise.
2. Public administration is a political process. On the other hand. Private administration is a business activity.
3. Public administration takes place in governmental setup, whereas private administration operates in the structure other than the governmental setup.
4. Public administration follows a bureaucratic approach, while the private administration has an egalitarian approach.
5. Decision making in public administration is pluralistic, but in private administration, there is monopolistic decisions are taken.
6. In public administration. The revenue is generated from taxes, fees, duties, penalties and other dues paid by the general public. As opposed to private administration, where profits from operating activities are the major source of revenue.
7. When it comes to accountability, public officials are accountable to the general public. Unlike, private administration where the employees are accountable to the owners.
8. Public administration is welfare-oriented; it works with a service motive. Conversely, private administration is profit-oriented.

However, the government can improve revenue by the following ways:

- a) The use of information technology should be introduced across the board to ensure a comprehensive database for the taxpayers.
- b) The state boards of internal revenues should also be empowered to provide a one-stop-shop for tax collection.

- c) Other sources of revenues like stamp duties; levies and fees collected by the state and local government should be enhanced.
- d) Create transparent, evidence-based plans to support economic diversification.

Implement those plans with public oversight, transparency and accountability.

- e) Diversify revenue sources by broadening the tax base and collecting taxes efficiently, transparently and fairly.
- f) Well-targeted public policies, regulations and investments in key sectors can contribute to growth, and this growth will contribute to government revenue.

SELF ASSESSMENT EXERCISE

Why is it that in Public Administration, officials remain *incognito*?

4.0 CONCLUSION

Public administration runs in a governmental setting, and that is why it is also known as government administration. On the contrary, the private administration is a business process, hence considered as business administration. Both of them play a crucial role in contributing to the development of society in different ways. Moreover, the measurement of performance, progress and results thereof, can be done using different methods.

5.0 SUMMARY

Traditionally, when public administrators think about what the public administration means at all, they think about it in institutional terms. This, in other words, means the management of tax-supported agencies that appear on government organisation charts – the government bureaucratic agencies that constitute the locus/position of public administration that hold sway over the fields focuses during the period of paradigms. Public administration can be likened to a state made of a glasshouse, we see what it tries to do, and all its failures, the partial or total, are made the most of. But private enterprise is sheltered under good opaque, bricks and mortar.

6.0 TUTOR-MARKED ASSIGNMENT

1. Public administration is riddled with bureaucracy and red-tapism: Comment.
2. Explain why the motive of private administration is profit-making?

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UNIT 3 GENERAL ASPECTS OF ADMINISTRATION

CONTENTS

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Main Content
 - 3.1 Basis of Public Administration
 - 3.2 Administrative Implications of Federalism
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor-Marked Assignment
- 7.0 References/Further Reading

1.0 INTRODUCTION

Administration, as we all know is about the rational organisation and the management of men, women and material. The arrangement of personnel for facilitating the accomplishment of some agreed purpose through the allocation of functions and responsibilities in organisation are discussed in this unit as well as the implication for federalism.

2.0 OBJECTIVES

By the end of this unit, you will be able to:

- the basis of public administration
- the administrative implications of federalism.

3.0 MAIN CONTENT

3.1 Basis of Public Administration

Public Administration is organized on two basis - Functional basis, and Geographical basis.

a. Functional basis

Principle of Specialisation: To ensure efficiency and economy in work, the administration is divided into numerous administrative agencies called departments, although sometimes there are a large number of commissions, corporations and boards outside the department structure. The question that then arises is, on what basis are the departments organised? In general, it may be said that the departments are based on some broad substantive purpose, for example, the advancement of education, the development of industries, the conduct of foreign relations or the management of

transport. Each department forms a particular type of function such as a department of Home Affairs, the Department of Foreign affairs, Railway Board, etc the departments are further subdivided on a narrowly defined purpose or objectives such as criminal investigation department or Board of secondary education. Specialisation continues to work into the lower levels of an organisation. Thus, a board of secondary education may contain a division devoted to textbooks, another division devoted to the syllabus and still another devoted to the organisation. etc.

Principle of Integration: While the administration is divided into departments according to the principle of specialisation, these departments cannot function independently. The activities of the various departments need to be integrated into a composite whole. The problem of integration deals with the inter-relations of various administrative units on the same level of government. It is the problem of the relations of different services within the same department or of the different departments within the same government. The importance of integration hardly needs any emphasis. There can be no doubt that from every point of view, integration is desirable to achieve the purpose of administration, i.e. the general good of the people.

Principle of Hierarchy: The third principle common to the administrative set-up of all the modern democracies is the principle of hierarchy. All administrative organisations follow the pattern of the superior-subordinate relationships through many levels of responsibility reaching from the top to the bottom of the structure. This form of organisation is called by Mooney and Reiley the “scalar process” under which there is a pyramid-cal type of organisation. It consists of arranging the administrative units in such a way that there is a supreme leadership leading at the top and a broad base at the bottom. Every position in the organisation finds its appropriate place in the hierarchy. The superior gives orders to the subordinates, while him too, receives and obeys orders from superiors. The subordinate accepts the decisions of the superior as a guide to his behaviour. Through link after link, the chief executive is united with each employee.

Principle of Permanency: Administration is machinery for the execution of public will as determined by the political authority. Now while the political authority, i.e. the legislature and the chief executive may change with the change of public opinion, administrators continue to remain on their post. Nigeria had turned out colonialism but she had not turned out the British legacy of administrative permanency. The officials are appointed on a

permanent basis. Thus, public administrations in modern democracies resemble a cone whose base is divided into many departments, each manned by permanent members of the civil service. All the sections of the cone converge on the vortex which is presided over by a political authority – chief executive.

b. Geographical basis

An administrative authority may be concentrated or dispersed. Due to the vast size of the modern states, it is generally dispersed. The country is divided into numerous areas, each area developing its administration. Thus, a division of administrative authority is called localisation of administration. In every modern state, administrative life is centred in three foci, these three foci fall on a vertical line. At the highest extreme is the central administration, in the middle is the state, provincial or country administration and at the lowest rung is the village or town administration.

c. Meaning of centralisation

First of all, let us be clear about the meaning of centralisation. A centralised administration is one in which there are close relations between officials responsible to different levels of government as federal-state or state- local. When much administrative power is vested in the hands of the officials of the central government with a consequent diminution of the authority and discretion of officials in a lower government agency, the system is centralised. In other words, it may be said that the process of transfer of administrative authority from a lower to a higher level of government is centralisation.

d. Meaning of Decentralisation

In a decentralised system, the government at lower levels enjoys a certain amount of autonomy as given by the constitution or statute. There are many centres of government, local and central, each with a recognised right of independent existence and functions. In this system, the control of the central governments over the local government is restricted.

SELF ASSESSMENT EXERCISE

What are the bases of Public Administration?

3.2 Administrative Implication of Federalism

Federation is a decentralised form of administration. The fundamental principle of federation is the division of power between the federal and the constituent governments. Broadly speaking, the units of the federation

are autonomous in the field of administration allocated them, but recently there has arisen a practice of exercising control by the central government over the administration of the states. The constitution of Nigeria makes numerous provisions whereby the central Government can exercise considerable control over the administrative machinery of the states. It may be remarked that the tendency in recent years has been towards centralisation even in England and America the central control over local governments has recently increased. This is the impact of technological developments and the welfare state concept on administration. However, despite the increasing tendency towards centralisation, the difference between a decentralised system and a centralised system of the administration persists.

SELF ASSESSMENT EXERCISE

Is Nigeria a Federal State or University State? Explain this in the light of administrative implication of Federalism.

4.0 CONCLUSION

In terms of integration, it must have to be realised that too much of integration may destroy the initiative of the officials in charge of the Public offices while the lack of it may lead to confusion if not the destruction of responsibility.

5.0 SUMMARY

Every country has its peculiar administrative structure which suits its geography, history, national character and form of government. Nevertheless, several aspects of the administrative organisation which are common to the administrative set up of modern democracies may be considered.

6.0 TUTOR-MARKED ASSIGNMENT

What is a Scalar process?
Explain your understanding of the Localisation of Administration.

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UNIT 4 ENVIRONMENT OF PUBLIC ADMINISTRATION

CONTENTS

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Main Content
 - 3.1 Relationship of Environment with Public Administration
 - 3.2 Politico – Constitution Environment of Public Administration
 - 3.3 Economic Environment on Public Administration
 - 3.4 Cultural Environment on Public Administration
 - 3.5 Social Environment in the Working of Public Administration
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor-Marked Assignment
- 7.0 References/Further Reading

1.0 INTRODUCTION

Public Administration deals with human beings, therefore, it is influenced by the environment in which it is required to function. It is a well-known fact that no administrator can ignore his/her circumstances. Administration and environments mutually affect each other so much so that it can be said that the study of the environment for proper study of a public administration system is unavoidable. Therefore, there are different types of environments covered, and each one has an impact on the administration. For example, economic conditions always have a deep impact on the economic structure and organisation of the society. Similarly, the administrative system contributes to economic development, etc.

2.0 OBJECTIVES

By the end of this unit, you will be able to:

- discover that the study of public administration is incomplete without the study of its interaction with external environments importance of the study of Environment
- understand how political and constitutional environment of a country are interlinked with its public administration system
- explain the impact of the economic environment on public administration
- describe the role of language, education, values and communication system on administration etc.

3.0 MAIN CONTENT

3.1 Relationship of Environment with Public Administration

It has rightly been said that public administration and all types of environments are closely linked with each other and thus are interlinked. Public administration deals with human beings and as such, it is a human activity. Such activity is bound to be decidedly affected by the environments in which it is required to function. All human problems with which public administration is concerned are created and solved sooner or later by the environments. Even awakening capacity to think and react in favour of or against the administrative system is the outcome of environments. Needless to say, that administrative systems, organisations and processes do not develop in a vacuum but grow, develop and decay under certain social systems, cultural traditions and political and economic setup. That is the reason why these radically differ from society to society. These organisations and systems would have been the same all over the world had there been no impact of environments on public administration. Not only this but as the study of comparative public administration is proceeding from simplicity to maturity that seriousness about the impact of environments on it is also increasing.

Therefore, today it is almost accepted by all that for a real and meaningful study of any administrative problem, the environment under which it was created must be simultaneously studied.

SELF-ASSESSMENT EXERCISE

An administrative system, organisations and processes do not develop in a vacuum; explain this concerning Environment and Public Administration.

3.2 Politico-Constitutional Environment of Public Administration

Public Administration of a country is influenced by political and constitutional set up of the country. Even when similar types of administrative systems are adopted by two countries that function quite differently because of varying political and constitutional systems. It may be all success in one country but maybe an only partial success or complete failure in another country. Public administration is always influenced by constitutional and political environments of the country. Keeping these environments Ferrel Heady has classified countries and divided these into the following ten categories. In each category he has placed several countries, keeping in view their constitutional and political environment on the one hand and the administrative system on the other.

Thus, each one has its features. He has placed the first four countries in the category of developed and others in developing countries.

The categories are:

- France and Japan
- Britain and America
- Japan
- Soviet Union
- Traditional Autocratic System
- Bureaucratic Elites System: Civil and Military
- Polyarchal Comparative Systems
- Dominant Party, Semi Comparative systems
- Dominant Party Mobilisation Systems
- Communist Totalitarian System.

It should be noted that both politico-constitutional environment influence the administrative system and *vice-versa*. In effect, every constitution is framed keeping political environments into consideration hence it is glaring that when major constitutional and political changes take place, the administrative system also changes.

SELF-ASSESSMENT EXERCISE

Explain extensively why the Public Administration of a country is influenced by political and constitutional set up?

3.3 Economic Environment on Public Administration

In every country economic activity is the main activity around which every other state activity and the system revolve and public administration is no exception to that. The essential point to note is that the whole administrative system of a country develops after taking economic limitations of the country in view. Accordingly, the economic system of the country decides administrative organisations and procedures on the one hand and honesty and the character of the administrators on the other. Thus, the point can be elucidated when one finds that some type of administrative set up produces altogether different types of economic systems. To this end, it is pertinent to note that not only when the economic resources in two countries are the same can one set of administrators manage to give better production, whereas the other fails to do so. Thus, administration and economic environment go hand in hand. It is very difficult to understand the administrative system of a country and its problems without properly studying its economic environments.

SELF ASSESSMENT EXERCISE

Explain how Public Administration and social organisations have close relationships with each other.

4.0 CONCLUSION

It is pertinent to conclude this unit by opining that we have so far discussed the relationship of an environment with public administration, the importance of the study of Environment, the politico-constitutional environment of public administration, economic environment on public administration, cultural environment on public administration, and social environment in the working of public administration. Summarily, therefore, no public administration can either ignore or undermine the fact that administration and environment mutually affect each other, as public administration does not exist in a vacuum.

5.0 SUMMARY

The entire unit brought to bear the increasing realisation that no administrative system can work successfully without an analytical study of the environment in which it is expected or work. In effect, the need to study of environment for the successful working of a public administration system can be said to be fully realised and appreciated these days.

6.0 TUTOR-MARKED ASSIGNMENT

1. State how the political and constitutional environments of a country are interlinked with its public administration system.
2. Discuss the impact of economic environment on public administration.
3. State the importance of the study of the environment for the study of public administration.

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UNIT 5 PUBLIC ADMINISTRATION AND BUREAUCRACY

CONTENTS

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Main Content
 - 3.1 Historical Development of Bureaucracy
 - 3.2 Needs for Bridging the Gap between People and Bureaucracy
 - 3.3 Bureaucracy and Political Development
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor-Marked Assignment
- 7.0 References/Further Reading

1.0 INTRODUCTION

This unit explains in details the meaning of the word bureaucracy as it appears to have acquired an opprobrious meaning, an odious connotation because the sum of impressions that spring to mind at the mention of the word bureaucracy is associated with inefficiency, lack of initiative; unintelligent, rigidity in the approach to human problems and undue fussiness on the part of officials and downright stubbornness in the way public officials go about their business. The unit also notes that the administration of a country is run not only by ministers who are rather amateur in the art of administration but by the civil servants.

2.0 OBJECTIVES

By the end of this unit, you will be able to:

- explain the historical development of bureaucracy
- explain the need for bridging the gap between people and bureaucracy
- describe the difference in bureaucracy and political development.

3.0 MAIN CONTENT

3.1 Historical Development of Bureaucracy

Bureaucracy has been derived from the root 'Bureau' which stands for the post or office under a government. In popular parlance, bureaucrats are called civil servants. Essentially, a civil servant is "a professional body of

officials, permanent, paid and skilled'. The system of bureaucracy is as old as an ancient civilisation. It existed in the ancient period in Rome, China, India and several other countries. Their duties were fixed in the statecraft of those periods. Some account of the development is available throughout the pages of history. However, their duties were limited to spheres of taxation, collection of taxes, maintaining records, gathering data for the information of the king, conveying the orders of the kings to the public, maintaining accounts, controlling the treasury and managing the affairs of the palace. But with the systematic development of statecraft during the middle ages and the development of the activities of the modern states, the function of civil servants were highly enlarged. Today, on the one hand, the state keeps the army for defence, on the other hand, it is required to employ civil servants in a very large number (as if they are the army of civil servants).

The term bureaucracy was first coined by Vincent De Gournay in 1712, a French economist, in the eighteenth century. He had observed that social scientists. What Weber was concerned most was to discover the canons of social behaviour of democracy. In effect, the focus was not to depict and suggest goodness or badness but to suggest a standard model. To this end, his concept does not represent average attributes of all the existing bureaucracies or other social structure. It is rather a pure type in itself derived from the most characteristic bureaucratic aspects of all the loans organisations.

3.2 Need for Bridging the Gap between People and Bureaucracy

The bureaucracy should, no doubt, be efficient in its job. But efficiency alone is not the criteria of a good government. It is the need of the hour that bureaucracy should help promote social justice and economic progress. There is a need, therefore, that the gap between the Bureaucracy and the people be bridged hence administrators should not be recruited from the upper strata of the society alone. There is a need for good rapport between the civil servants and the people hence the need for mutual understanding's feelings or points of view.

3.3 Committed Bureaucracy

A controversy has been raging in Nigeria on the question as to what is the role of civil servants in building the new society of ours. Whether the civil servants in Nigeria have honestly endeavoured to successfully implement the policies and programmes of the government, and how much faith does the bureaucracy repose in the ideal of social justice? Have the civil servants committed a lot of the policies of the government? If commitment means "politicisation of the services: it would be well to

remember that it may demoralise administration. It would be good that the civil servants remain aloof from the political parties. The civil servants should serve the people selflessly and impartially. But there is another aspect of commitment, i.e., having the bureaucracy to fulfil the ideas enshrined in the constitution and accomplish the aspirations of the people. It is essential, however, that the bureaucracy “We have an illness in France which bids fair to play havoc with us, this illness is called bureaumania”. The dictionary of the French Academy accepted the word in its 1798 supplement and defined it as “Power influence of the heads and staffs of government bureaus”.

3.4 Bureaucracy and Political Development

The phenomenon of development involves a gradual separation of institutionally distinct spheres, the differentiation of separate structures for the wide variety of functions that must be performed in any society. The greater the differentiation in a society, the more politically developed it is assumed to be. In this sense, political development is varied. For instance, highly developed systems, such as the West, contain a large number of explicitly administrative structures; each specialised for specific purposes – agriculture, transport, defence, planning, communications, health etc while in traditional or simple societies such differentiation takes place to an extremely limited extent. For proper and democratic functioning, there should be a balancing of political and administrative or bureaucratic structures while only vigorous political institutions can be kept under check in a modern bureaucracy. However, if the political institutions are weak, bureaucracy gains an upper hand. In other words, weak political institutions create a power vacuum, which is filled by bureaucracy.

SELF-ASSESSMENT EXERCISE

1. What are the basic features of political development?
2. Explain the term bureaucracy.

4.0 CONCLUSION

In conclusion, it is important to note that while bureaucracy has inherent elements that make its processes often cumbersome or distasteful to its public chiefs, yet it is indispensable and indeed an instrument for the achievement of efficiency in all large organisations. It is concerned with the most efficient means of planning and control, and the fact that these processes are often misused and abused by inefficient, corrupt, and stubborn officials, is not a case for the total condemnation of bureaucracy.

5.0 SUMMARY

Ordinarily, although bureaucracy is not a virtue in administration, yet it is an element of administration that has become an inseparable feature. Bureaucracy implies a certain degree of flexibility and impersonality so much so that it constitutes a problem to administration, but again to the extent that these problems are inseparable from the administration, bureaucracy incidentally is a process and an element of administration. There is nothing to be afraid of in bureaucracy.

6.0 TUTOR-MARKED ASSIGNMENT

1. What are the characteristics of Bureaucracy?
2. Why is expert administration inevitable?

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MODULE 2 THE CONTROVERSY ABOUT THE NATURE, CONTEXTS AND ENDS OF PUBLIC ADMINISTRATION

INTRODUCTION

Unit 1	New Dimensions of Public Administration
Unit 2	Approaches to the Study of Public Administration
Unit 3	The Scope of Public Administration
Unit 4	Public Administration as an Art and as a Science
Unit 5	Public Administration and Other Social Sciences

There has always been a controversy about the nature, contexts and ends of public administration. Prof. Woodrow Wilson in 1889 drew a sharp distinction between politics and administration and opined that the latter must steer clear of the former. It was said that politics was concerned with policy-making while the administration was concerned with policy implementation. The politics-administrative dichotomy is discussed in this module. The New Public Administration which has continued to endure as witnessed is also on this module.

UNIT 1 NEW DIMENSIONS OF PUBLIC ADMINISTRATION

CONTENTS

1.0	Introduction
2.0	Objectives
3.0	Main Content
	3.1 New Public Administration
	3.2 Development of Administration
	3.3 Comparative Public Administration
	3.4 International Administration
4.0	Conclusion
5.0	Summary
6.0	Tutor-Marked Assignment
7.0	References/Further Reading

1.0 INTRODUCTION

The controversy regarding the nature and contents of Public administration continued to persist until the late thirties of the present century when the terms of the new changes began to creep in. Now, the rigid and dogmatic separation between politics and administration was given up and it was recognized that the administrative process is permeated with politics.

There is the view that the new public administration has certainly broken fresh ground and seriously jolted the traditional concepts. It has imparted new substance and a large perspective to the discipline of administration. Since the new public administration emerged, the question of values and ethics have remained the major items in public administration.

2.0 OBJECTIVES

By the end of this unit, you will be able to:

- discover what has influenced the study of public administration
- identify why the term why new public was used to describe this trend in the field of public administration.

3.0 MAIN CONTENT

3.1 New Public Administration

The earlier dogmas of public administration, *economy* and *efficiency* were found inadequate and incomplete objectives of administrative activity. It began to be said that efficiency is not the whole of public administration. Man is the centre-stage of all administrative activity who cannot be subjected to the mechanical test of efficiency. The impact of the administration on a human character is more important than its efficiency and economy. The term new public administration was used to describe this new trend in the field of public administration. Two books, titled, *towards a new public administration. The Minnow brook perspective*, edited by Frank Marini and published in 1971 and *public administration in a time of turbulence*, edited by Dwight Waldo and published simultaneously, gave currency to the concept of New Public Administration. These two books edited the ideas of an academic get together of younger-age-group on public administration called the “Minnow brook Conference” held in 1968. This conference expressed dissatisfaction with the state of the discipline of public administration and sought to give it a new image by discarding traditional concepts and making it alive to the problems presented by the turbulent times.

Evaluation:

The critics of the doctrine of New Public Administration hold that the New Public Administration possessed only a kind of difference by definition. For example, Campbell argued that it differs from the old public administration only in its response to a different set of societal problems from those of other periods. Robert T. Golembiewski holds that new public administration must be counted as a partial success at best and perhaps only a cruel reminder of the gap in the field between aspiration and performance. The critics also feared that the advocates of new public

administration are trying to arrogate to themselves what falls within the domain of political institutions, further; the concept of social equity is vague. What it means, what it requires in public programmes and opinions vary greatly. The New public administration has not yet developed a theory of its own. It was the product of the social ferment of the 1960s and early 1970s in America. The Minnow brook Conference was a youth conference which felt that old public administration had failed to solve the current social problems.

According to James C. Charles Worth, “Public administration theory has not caught up with emerging problems. The huge military-industrial complex, riots, labour unions and strikes, public school conflicts, still slum the impingement of sciences and developing countries”.

SELF-ASSESSMENT EXERCISE

Explain the concept of “New Public Administration.

3.2 Development Administration

Meaning of Development Administration

Development administration is of recent origin. Edward Weidner defined it as “The process of guiding an organisation toward the achievement of progressive political, economic and social objectives that are authoritatively determined in one manner or the other”. Merle Fairsoul regarded development administration as “a carrier of innovating values, it embraces the way of the new functions assumed by developing countries embarking on the path of modernisation and industrialisation. Development administration involves the establishment of machinery for planning economic growth and mobilising and allocating resources to expand national income”. To Montgomery, development administration connotes “carrying planned change in the economy or capital infrastructure and to a lesser extent in the social services especially, health and education”.

In the above definitions, development administration is used in two inter-related senses.

- i. It refers to the administration of development programmes, to the methods used by large scale organisation, notably government to implement policies and plans designed to meet these developmental objectives,
- ii. By implication, rather than directly, it involves the strengthening of administrative capabilities.

These two aspects of development administration i.e. administration of development and development of administration are intertwined in most definitions of the term.

SELF-ASSESSMENT EXERCISE

Explain the importance of Development Administration as a means of carrying out socio-economic-political change.

International Administration

There is no international government yet in the sense of supra-national authority whose writ should be binding on all states. The nation-states, even the smaller ones, are very zealous to guard their sovereignty and are not willing to submit themselves to the mandatory control of any supranational organisation. Yet multination international cooperation has been extended into many fields of human activity. Up to the Second World War, as many as 222 international unions had been founded which according to Gladden, was the pioneering stage in the development of modern international administration.

The League of Nations was the first world organisation to enforce international law and improve the living conditions of the weaker sections like labour. Although the league failed to prevent the Second World War, it had, however, come to operate as a storehouse of facts and a clearinghouse of ideas about truly international affairs.

However, with the replacement of the League of Nations in 1945, a new phase in the development of international government began. The United Nations originally consisting of 26 members represents almost universal membership.

The U.N. staff functions neutrally without any influence from any government or any other authority external to the United Nations organisation. They represent only the organisation. In addition to U.N. and its specialised agencies, there have come into being a large number of regional organisations serving the common interests of member states. Some of these important organisations are North Atlantic Treaty Organisation (NATO), European Economic Community (EU), African Union (AU), Common Wealth of Nations, World Bank, South Asian Association for Regional Co-operation (SAARC), etc.

SELF-ASSESSMENT EXERCISE

What is international Administration?

4.0 CONCLUSION

The key-note of New Public Administration is an intense sensitivity to and concern for the social problems of the day. Its parameters are relevance, post-positivism, morals, ethics, and values, innovation, concern for clients, social equity etc. In this background, new forms of organisation are carved out to suit the fast-changing environment.

5.0 SUMMARY

The New Public Administration advocates a client-centred approach. It wants administrators to provide the people with a major choice in how and when and what is to be provided. In the words of Negro and Negro, “Client-focused administration is recommended along with de-bureaulisation, democratic decision-making, and decentralisation of administrative process in the interest of more effective and human delivery of public services.” On the other hand, there appears to be no neat distinction between development administration and non-development administration. The difference seems to be of emphasis on the ecological setting in which an administration function.

6.0 TUTOR-MARKED ASSIGNMENT

1. Name some of the universal principles of public administration.
2. Explain some of the organs of international administration.
3. What is the meaning of development Administration?

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UNIT 2 **APPROACHES TO THE STUDY OF PUBLIC ADMINISTRATION**

CONTENTS

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Main Content
 - 3.1 Various Approaches
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor-Marked Assignment
- 7.0 References/Further Reading

1.0 INTRODUCTION

We have known from the previous discussion that public the administration is a social science and that as a social science discipline, it is closely related to other social sciences. Like other social sciences, it has various approaches to the study of the discipline.

2.0 OBJECTIVE

By the end of this unit, you will be able to:

- discuss all the approaches to the study of public administration.

3.0 MAIN CONTENT

3.1 Various Approaches

The study of public administration has been approached from various angles. A brief analysis of the different approaches is as follows:

- i. **Philosophical Approach:** It is said to be the oldest approach, Plato's Republic, Hobbes Leviathan, Locke's Treatise on Civil government are examples of the approach. This approach takes within its purview all aspects of administrative activities. Further, it enunciates the principles or ideas underlying those activities. Its range is very comprehensive.
- ii. **Structural Approach:** This approach studies public administration in terms of its structure. It emphasises the study of POSDCORB techniques of administration. It studies administrative organisations, personnel management and financial administration. It may also be called the institutional approach.

L.D. White concerned himself with the problems of administrative organisation, personnel and administrative accountability. W.F. Willoughby gave due importance to the study of financial administration.

- iii. **Case Method Approach:** This approach attained popularity in the thirties of the 20th century. A case narrates of what has taken place in the administration. It, however, keeps intact the context and all relevant dimensions. Such an approach seeks to reconstruct the administrative realities and acquaints the students with the administrative process. This approach has been adopted by the Nigerian scholars while conducting researches in yet on unexplored fields. However, the approach is not immune to flaws.
- iv. **Historical Approach:** It seeks to recreate a chapter of history as it attempts to study the public administration of the past within a particular period and interpret the organisation and information on chronological order. A society having rich past caters to this approach as the uniqueness of its administrative systems is thus identified. Quite a sizable number of administrative institutions can be comprehended in the light of their past by adopting this approach. For instance, it is rather difficult to understand the creation of Nigeria into one unit without going into her origin and her phases of development.

SELF-ASSESSMENT EXERCISE

What are the various approaches to the study of Public Administration? Comment why Public Administration has been approached from various angles.

4.0 CONCLUSION

The subject matter of public administration is so complex and yet largely unexplored that it needs to be approached from all possible viewpoints to unravel its complexity. All the approaches already discussed above have immense potentialities for the development of the study of public administration. None of these approaches by itself is adequate. Each one of them should be seen as a necessary complement of the other.

5.0 SUMMARY

An approach should not be considered a substitute for the scholarship. An academic sound study is the product of utility of all approaches to the extent feasible. Fred W. Riggs who has recently made an important contribution to the study of administration in developing countries

believes in empirical analysis and an ecological approach to the study of administrative behaviour. He stressed the importance of a comparative study of administration.

6.0 TUTOR-MARKED ASSIGNMENT

1. Define the institutional approach of public administration.
2. What is efficiency or scientific management approach?
3. Who was Frank J. Goodnow?

7.0 REFERENCES/FURTHER READING

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UNIT 3 THE SCOPE OF PUBLIC ADMINISTRATION

CONTENTS

- 1.0. Introduction
- 2.0. Objectives
- 3.0. Main Content
 - 3.1 Purpose of Study
 - 3.2 Integral View
 - 3.3 Managerial View
 - 3.4 Scope in Relation to Peoples Expectation from the Government
- 4.0 Conclusion
- 5.0 Summary
- 7.0 Tutor-Marked Assignment
- 7.0 References/Further Reading

1.0 INTRODUCTION

The diversity of opinion the definition of public regarding administration confronts us with the problem of understanding the scope of the study of public administration. As it is evident from the definitions, the difference of opinion centres around the crucial point whether public administration is managerial aspect of the government work or the entire complex of activities of any executive branch or of all branches i.e. executive, legislative and judicial.

In the course of these dialectical/divergent views regarding the scope of the study of public administration, two different views emerged, and these are (i) Integral view (ii) Managerial view.

2.0 OBJECTIVES

By the end of this unit, you will be able to:

- explain the point whether public administration becomes the managerial aspect of the government work
- explain the entire complex of activities of any executive branch or of all branches i.e. executive, legislative and judiciary.

3.0 MAIN CONTENT

3.1 Purpose of the Study

The study of public administration grew out of the awareness that the machinery of government was inadequate and sometimes totally

unsuitable to perform the function of a modernising government. Notable among the scholars and policy-makers who were quick to notice the deficiencies in the government administration of their day, and to urge the need to improve the system, was Woodrow Wilson. In 1887, when he was Professor of Political Science at Yale in the USA, he stressed the importance of studying the administrative institutions of government. He stressed that the task of public administration was to straighten the paths of government, to make it is business less un-business-like, to strengthen and purify its organisation, and to crown its duties with dutifulness. Therefore, it must be borne in mind that since Wilson's time, many writers on public administration first in the USA and in recent times in Britain and Europe have sought to emphasize the importance of the *concept of efficiency* in the functions and processes of governmental administration.

SELF-ASSESSMENT EXERCISE

Explain what led to the growth of Public Administration.

Managerial Techniques

Gulick and Urwick promoted seven principles of administration and, in so doing, gave students of public administration that snappy anagram, summing up these managerial techniques in one word "POSDCORB".

Each letter of the word stands for different administrative principles/techniques, i.e.

P – Planning

O – Organising

S – Staffing

D – Directing

C – Coordinating

R – Reporting

B – Budgeting

Planning: The first important activity of public administration is planning. Planning means the working out in broad outline the things that need to be done, the methods to be adopted to accomplish the purpose set for the enterprise. For example, Nigeria makes five-year plans or rolling plans for socio-economic development of the country.

Organising: This is the setting out of the formal structure of authority and flow of work in such a way that the work in the various subdivisions, sections and branches is carefully arranged, clearly defined, and effectively co-coordinated to accomplish the objective of the organisation or department.

Staffing: After creating the formal structure of authority, suitable persons are appointed to the various posts in the organisation. The activities here cover the whole of personnel management.

Directing: This is the continuous task of making decisions, embodying them in specific and general instructions and setting the pace as the leader of the organisation instructions or orders issued might be in the form of circular letters, memoranda or verbal.

Coordinating: This feature bothers on interrelating various parts of the work and, thus, eliminating overlapping and conflict in different activities of an organisation. Thus, this is a very important function of an administrator, as he must continually ensure that the various branches of the organisation are working smoothly.

Reporting: This is a means of keeping both the supervisors and subordinates informed of what is going on and arranging for the collection of such information through inspection, research and records.

Budgeting: This particular function is the hallmark of an administrator's position since finance and administration are inseparable. Every administration has its financial implications. The management of finance is therefore one of the first, and one of the inescapable responsibilities of administration.

The above list of functions attempts to outline the basic tasks and responsibilities of an administrator. The precise emphasis to be given to anyone set of administrative duties or another would vary from time to time, but essentially the same list of managerial duties are performed by executives at all levels of administrative responsibility. The list also has certain elements common to the various items, but which do not appear so obvious on the surface. The point being made here is that every administrative or chief executive spends a considerable portion of his/her time in conversations, correspondence, conferences and interviews. In carrying out any of the items listed in POSDCORB s/he has to devote a large proportion of his/her time to consultations with his/her staff and with members of the public.

SELF-ASSESSMENT EXERCISE

Explain the acronym "POSDCORB".

Scope to People's Expectations from the Government

Public administration is only a means to the attainment of the objectives of the state itself:

- i. The maintenance of peace and order,
- ii. The progressive achievement of justice,
- iii. The instruction of the young
- iv. Protection against diseases and insecurity,
- v. The adjustment and compromise of conflicting groups and interest.

White called all these, "The attainment of good life" Thus, the scope of public administration varies with people's expectations of what they should get from the government. It is obvious, however; that though public administration studies the administrative branch of the executive organ only yet its scope is a very wide one as it varies with the people's conception of a good life.

SELF-ASSESSMENT EXERCISE

Explain why the scope of Public Administration varies with people's expectations?

4.0 CONCLUSION

Public administration is a distinct field of administration, expectedly there are certain functions and processes which are peculiar to it which are added to the common processes found in other spheres of administration. This peculiarity arises out of the fact that public administration is the action part of the government, how the purpose and goals of government are realized. Thus, the scope of public administration varies with people's expectation of what they should get from the government. A century ago, the expectation was chiefly that of remaining solitary however, the expectation now is a wide range of services and protection.

5.0 SUMMARY

It is obvious that the scope and purpose of public administration are for efficiency, what white termed as, "attainment of a good life". In essence, the scope of public administration is very wide and all-encompassing. However, the administrative dichotomy between the scholars of integral view and the managerial view was put to rest with the intervention of eminent scholars Gulick and Urwick (1973), in the field of the administration who had suggested a list of functions falling into an administrator. This list of snappy anagram or acronym is commonly called, POSDCORB. POSDCORB was public administration in 1937. Gulick and Urwick clearly understood that their principles were not

immediate facts of nature, but were simply helpful touchpoints in conveying an understanding of how organizations worked.

6.0 TUTOR-MARKED ASSIGNMENT

1. Public administration is conceived in a comprehensive sense – comment.
2. What does the “concept of efficiency” mean?
3. Describe the concept of a good life.
4. Who were these eminent scholars – Gulick and Urwick?

7.0 REFERENCE/FURTHER READING

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UNIT 4 PUBLIC ADMINISTRATION AS AN ART AND AS A SCIENCE

CONTENTS

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Main Content
 - 3.1 Public Administration as a Science
 - 3.2 Public Administration as an Art
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor-Marked Assignment
- 7.0 References/Further Reading

1.0 INTRODUCTION

There are divergent views among scholars on whether public administration is a science or an art. It is quite clear that subjects that deal with the natural phenomenon do not find it difficult to build up a system of sound laws or principles which may predict the future happenings or events with exactitude. On the other hand, public administration as art is practised daily in all governmental organisations.

2.0 OBJECTIVES

By the end of this unit, you will be able to:

- discuss why Public Administration is referred to as science
- discuss how Public Administration constitute an art.

3.0 MAIN CONTENT

3.1 Public Administration as a Science

Since in public administration one studies the governmental organisation and relationship of human beings in the organisation, therefore, the researchers in the field of public administration are trying their best to build up a science of public. Moreover, it has been seen that any discipline which is involved in the studying of social affairs gains legitimacy and respectability if it can be established as a science. The early writers on the study of public administration like Woodrow Wilson called it the “Science of public administration” Willoughby in 1926 asserted, “In administration, there are certain fundamental principles of general application analogous to those characterising any science”. Moreover, in the case of physical sciences, they have the features of exactness,

precision and predictability. The advocates of the science of public administration had been classified into three main categories. Accordingly, the writers falling into the first category claim that there is a fair degree of exactness and certainty of the principle of public administration. The second group of writers does not agree with the viewpoint put forward by writers of the first category. Merson and White who presented the second category do not agree with the argument given by the writers who fall into the first category and further say that there is not and can never be exact science of public administration, yet they assert that public administration is science. The writers went further to argue that science is the investigation and observation, followed by tabulation, classification and correlation. It is further emphasised that the subject-matter of exact science is measured and consists of facts which can be isolated and generally have a relative uniformity. According to the view expressed by writers belonging to the third category, the present state of development, public administration may not earn the name of science, but in due course of time, it will become a science. At the present state of affairs, its study presents only a framework of connected ideas which provides a basis for further study and analysis of its subject-matter.

SELF-ASSESSMENT EXERCISE

Why did the early writers call Public Administration as the “Science of public Administration”?

3.2 Public Administration as an Art

The second part of the discussion which relates to public administration as art is practised daily in all governmental organisations. Moreover, it has been seen that it is not only concerned with the building of programmes and projects but also with their efficient execution by applying the principles of public administration. It has further argued that an administrator has to face the challenges of administration while implementing the policies and programmes of the government. So an administrator must be fully trained in administrative skill or art to face such challenges.

Nowadays a pertinent question which is faced by the administrators is: can the art of administration be acquired? Some believe that administration as an art is a natural gift hence in other words the implication is that it cannot be acquired. But the opposite view of the above is that the art of administration cannot be acquired quickly. It requires a constant and concerted effort. Public administration as an art has been in practice since ancient times. The aim and objectives behind the art of public administration are the most efficient utilisation of resources at the disposal of officials and employees.

Therefore, like the art of music, the art of administration can also be acquired and improved upon through the continuous practice in that art.

SELF-ASSESSMENT EXERCISE

Explain how Public Administration constitutes an art?

4.0 CONCLUSION

In conclusion, to the discussion on the question of science and art of public administration, there is not yet any final answer. However, it could be said that since public administration is a growing science, hence it is at present more an art than science.

5.0 SUMMARY

To sum up the above discussion, it is observed that public administration cannot be called as a science until the following conditions are fulfilled. In the first place, it is very much imperative that the place of normative value should be identified and made clear. Secondly, greater emphasis on the human element in public administration should be laid for understanding the subject-matter of this science of administration. Lastly, principles of public administration should be developed based on cross-cultural studies which may not suffer from being culture-bound.

6.0 TUTOR-MARKED ASSIGNMENT

1. In your view, is public administration a science?
2. Can the art of administration be acquired?

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UNIT 5 PUBLIC ADMINISTRATION AND OTHER SOCIAL SCIENCES

CONTENTS

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Main Content
 - 3.1 Public Administration and Political Science
 - 3.2 Public Administration and History
 - 3.3 Public Administration and Psychology
 - 3.4 Public Administration and Law
 - 3.5 Public Administration and Ethics
 - 3.6 Influence of Science and Technology
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor-Marked Assignment
- 7.0 References/Further Reading

1.0 INTRODUCTION

In a wide sense, all knowledge is one integrated whole, and the different branches into which it has been divided is a convenient device for purpose of the study. We have known the fact that Public Administration is a social science. It deals with one aspect of human behaviour, i.e. administrative, just as other social sciences deal with certain other aspects of human activity. But it cannot study administrative behaviour without drawing upon the contributions made by other social sciences in the study of human behaviour. As such, it is closely related to other social sciences as much as other social sciences are related to it. Not only this, public administration scores over other social sciences because of its relationship with pure sciences and technology as well.

2.0 OBJECTIVES

By the end of this unit, you will be able to:

- describe public administration is closely related to other social sciences
- explain the influence of science and technology on public administration
- discuss why an understanding of politics is the key to the understanding of public administration.

3.0 MAIN CONTENT

3.1 Public Administration and Political Science

Public administration is very closely related to the study of political science. The very fact that public administration has been and continues to be a part of a brand of the study of political science bears ample testimony to their close mutual relationship. It is still a fact that “an understanding of politics is the key to an understanding of public administration; politics and administration are the two sides of a single coin”. Most of the authoritative writers on the subject have found it difficult, even impossible to make a distinction between politics and administration.

Among the modern writers Pfiffner’s enumeration of the points of distinction between political and administrative officers is very interesting. These are:

Political Officers Amateur	Administrative Officers Professional
Non- Technical Partisan Temporary	Technical Non- Partisan Permanent
More Public contacts More legislative contacts More policy formulating More Decisions	less public contacts less legislative contacts less policy formulating More advisory
More co-ordination Influence by popular opinion	more performing Influence by technical Data collected from study And research.

Political processes of election, legislation and of defining the broad objectives of administration as well as the manipulation of political power provide the motivating force for the wheels of government. On the other hand, administration and administrators are mainly concerned with the administrative processes of gathering and digesting data, offering, suggestions based on facts for policy formulation and helping to implement the same. Therefore, for harmonious co-existence between politics and public administration which are two species of the same genus, there must be a lot of give-and-take between the politicians and the administration. Politics when it loses sight of what is administratively feasible degenerates into mere building castles in the air, and administration, shorn of its political context, becomes an empty nothingness.

The bottom line here is that politics and administration are two closely related social science disciplines, so much so that it is difficult to draw a line of demarcation to say where politics starts and ends and where administration starts and ends. This position notwithstanding, can be said without fear of contraction that politics and politicians are mainly concerned with the “a theory of public administration which means in our time a theory of politics too”.

SELF-ASSESSMENT EXERCISE

Could you say that the field of Public Administration and Political Science are the same?

3.2 Public Administration and History

History is concerned with the study of social progress of mankind — everything mankind has thought, done and achieved. It is the study of past events, movements, their causes and interrelations. History Opens in new window supplies valuable materials for the study of Public administration Opens in new window Its subject-matter includes economic and social developments, religion, intellectual and artistic movements as well as the growth and decline of States, their organizations, functions, achievements and failures. History is the laboratory of human experiences. The study of public administration system of any country would not be complete without a proper glimpse of its historical background. The historian of the past did not pay much attention to the social-political and economic development of the states but today this approach has changed because administrative history is been developed as a definite branch of history, history guides and counsels’ administrators by revealing what mistakes were committed by past administrators which ultimately led to their downfall.

Because history gives us the tools to analyze and explain problems in the past, it positions us to see patterns that might otherwise be invisible in the present – thus providing a crucial perspective for understanding (and solving!) current and future problems. The study of history is also important because it can tell us how we evolved. It can tell us what decisions worked in particular situations in the past and what didn't. ... Thus, the main reason behind why we should study History is to ensure that we don't repeat the same mistakes as our forefathers when History repeats itself. Therefore, it augurs well for the study of history for it will not only broaden the outlook of historians but also help other social sciences in their respective fields of research. While a historian outlook on the part of administrative scientists would broaden their perspective, an administrative outlook on the part of a historian would make the study of history more fruitful.

SELF-ASSESSMENT EXERCISE

Is history a mere record of past events? Explain this to Public Administration and History.

3.3 Public Administration and Psychology

During the 18th and 19th centuries, public administration refused to be influenced by psychology because it regarded itself as a perfect science, capable of discovering immutable laws of organisation and management. Later researches, however, proved that psychology has much contribution to make to the study of public administration. Human behaviour is not as perfectly rational as public administration thought it to be. It is on account of this fact that the importance of social and industrial Psychology is being increasingly realized in the various fields including that of government services. An administrator has got to be a psychologist as well otherwise he will prove a flop. He has to deal with people and not with bricks and mortar and as such, he must have an understanding of the psychological behaviour of the persons he deals with. The importance of informal contacts between the heads and the subordinates on the one hand and between the administrator and the public on the other has been realized only recently. It is little informal contacts which produce a great influence upon the efficiency of administration than the formal routine and official commands.

Therefore, psychology has developed staff training techniques as well as public relation and publicity systems of the government. It has also made a major contribution to the development of administrative techniques.

SELF-ASSESSMENT EXERCISE

How could you prove that psychology has much contribution to make, to the study of Public Administration?

3.4 Public Administration and Law

The administrator with the aid of laws tries to bring about desired changes in society. For example, if Nigeria is to adopt a socialistic pattern of society, suitable laws have to be made. On the other hand, if three laws propose to bring changes in the basic structure of society, the help of administrators will be essential. It is they who are to enforce them. Unless the laws are enforced properly, they remain mere paper-work. Public administration, unlike private administration, has to function within the framework of law of the country. Nothing illegal or contrary to the law can be accepted in government administration. It implies that a public servant should so conduct himself as to be always on the right side of the

law, both negatively and positively. He should not break the law but apply it, both in letter and spirit. In case he exceeds his powers, he is subject to the overall jurisdiction of law courts. The administrators not only implement the law but also assist in the making of law. The ministers do not have the expert knowledge and consequently, have to depend upon the advice of their secretaries for giving a legal shape in their policies. The bills are drafted by civil servants who for this purpose require technical knowledge of jurisprudence and law-making. Delegated legislation is lawmaking by the administration.

3.5 Public Administration and Ethics

The study of ethics is important for any aspiring or current public administrator, particularly because ethics is imperative to each of our government's functions as follows:

1. Establish justice: Encourages justice that is fair and equitable (e.g., fair sentencing practices).
2. Ensure peace among the people and the states: Allows for the federal government to smooth tensions between states as equitably and objectively as possible.
3. Promote the general welfare of the public: Ensures the government does its due diligence in balancing values of equity and efficiency in delivering public welfare programs.
4. Ensures the public's liberties and rights are not infringed upon by other individuals, organizations, or government entities.

An ethical government can only exist when there's an understanding of its guiding values and moral principles and how they came to be and evolved, whom they belong to and whom they serve, and how they are implemented through public administration.

For these reasons, the federal government requires all those entering public services to undergo ethics training. Ethics training teaches public employees how they are expected to conduct themselves daily, what they are and are not allowed to do, and how to identify and address ethical problems. The goal is that through an understanding of how to carry out their duties in an ethical manner, leaders and other public servants will serve the public interest.

3.6 Influence of Science and Technology

We live in an era dominated by technology; technology is often concerned with communication and the transmission of information. While such technology is designed to make our lives more convenient and fun, there are some areas in which information and communication are essential.

How would the government and the deliverance of public administration function without either? Indeed, in a world so governed by technological innovation, it is only right that politics should be seen to be leading the way. After all, communication is vital for the operation of our country. Technology has revolutionized public administration in the following ways.

1. Ease and accessibility to mobile technology.
2. Improved teaching capabilities in the field of public administration.
3. The emergence of social media on the campaign trail
4. Improved security with data encryption
5. Comprehensive storage solutions within the cloud
6. Reducing costs with environmentally friendly technology

SELF-ASSESSMENT EXERCISE

Explain the influence of science and technology on Public Administration.

4.0 CONCLUSION

From the foregoing discussions, it is evident that public administration is closely related to other social sciences. While no one can contest the fact that public administration is a distinct and independent academic discipline, it must be studied in the relevant context of politics, economics history, sociology, psychology, law, science and technology. Student of public administration need not worry about the scepticism expressed earlier in some quarters that graduates of the course may turn out to be the jack of all trade and master of none after they are given tit-bits drawn from many social science disciplines.

5.0 SUMMARY

While there is no doubt that public administration is a distinct academic discipline which may be looked upon as an autonomous social science discipline, it is however closely related to many social science disciplines. Commenting on the close relationships between the social sciences, McIver and Page observed that “it is always the focus of interest that distinguishes one social science from another.

6.0 TUTOR-MARKED ASSIGNMENT

1. Politics is about laying down policies whereas administration is concerned to execute these policies economically and efficiently: Expatiate.
2. Explain Administrative Law.
3. How does public administration relate to political science?

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MODULE 3 PUBLIC ADMINISTRATION IN AFRICA

Unit 1	The Problem and Failure of Bureaucracy in Africa
Unit 2	Chief Executive and Legislature as a Board of Directors.
Unit 3	Management – A Conceptual Analysis
Unit 4	Policy Formation and Decision-Making
Unit 5	Administration and Nigeria Experience

INTRODUCTION

After the end of colonial rule, the emerging Free states – called the Third World Countries of Africa, Asia, Latin America, etc., started the process of socio-economic development which led to a phenomenal expansion of bureaucracy and the rise of a new class, a bureaucratic bourgeoisie (capitalists) in many of these countries. This class soon became social and political paramount on account of the various political and social factors. This new class was western-oriented and trained in western methods of administration. With the aid of western countries in the form of training abroad and financial assistance for development projects, these new classes of administrators were able to establish bureaucratic authoritarianism and hierarchical formalism which substituted for mass mobilisation and popular participation - the two essential ingredients of development administration. The speed of change in different functional sectors of developing countries, especially Africa, was not uniform and all these are discussed in this module using the Nigerian experience.

UNIT 1 THE PROBLEM AND FAILURE OF BUREAUCRACY IN AFRICA

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1.0 INTRODUCTION

Development in public administration technically takes place more rapidly than in political institutions like the political executive, legislative, electoral processes etc. This, therefore, makes bureaucracy more

dominant in the developing societies and it is exercised disproportionate influence resulting in several serious consequences, such as inefficiency and lack of initiatives, a gross violation of administrative responsibility, etc. All these are discussed in this unit.

2.0 OBJECTIVES

By the end of this unit, you will be able to:

- discuss the reasons for the lack of Development Administration
- explain the violations of Administrative responsibility in Nigeria.

3.0 MAIN CONTENT

3.1 Lack of Development Administration

The goals of socio-economic development and nation-building are achieved only through the effective administrative system and the government being the principal planner, financier, promoter and director of national development depends on bureaucracy for its functioning. However, the role of bureaucracy as an agent of socio-economic change had been questioned by so many thinkers, such as:

Warren Bennis questioned the role of bureaucracy in the development administration by saying that bureaucracy is likely to go out of use in the wake of a new social system.

Mohit Bhattachary, an Indian thinker, stated that “The Weberian model, according to the critics, is subject to dysfunctional consequences of failing to take into account the individual or behavioural aspects of the people who worked within the organisational system. It may be pointed out that in many developing countries, especially Africa, the economic and political situations are unstable.

Joseph la Palombara wrote, “The time is past when public officials are expected to sit on the developmental sidelines, limiting their roles to the fixing of general rules and to provide certain basic services and incentives for those private entrepreneurs who are the major players in the complicated and exciting game of fashioning profound changes in the economic and social system the bureaucracies except for minor and other changes, have confined their roles to the fixing up of legal framework. They have remained more or less bound by hierarchy, functioning under predetermined laws, rules and procedures”.

Therefore, most studies of public administration in African countries have stressed the viewpoint that the bond of officials who have been brought

up and trained in the colonial administrative culture, wedded to Weberian characteristics of hierarchy, status and rigidity in the adherence of rules, and concerned mainly with the enforcement of law and order and collection of revenues, hence are quite unfit to perform the duties expected in the changed situation of an administration geared towards the task of development.

SELF-ASSESSMENT EXERCISE

The role of bureaucracy as an agent of socio-economic change had been questioned by so many thinkers, explain.

3.2 Violations of Administrative Responsibility in Nigeria

The management of public affairs in Nigeria is grossly afflicted by various abuses of administrative powers and malpractices which are described as a violation of administrative responsibility. Some of these are:

i. Bribery and Corruption

Bribery and corruption could be regarded as the worst acts against administrative responsibility in Nigeria. Many officials receive monetary or material gratification in the course of their official duties. For instance, some officials receive bribes before appointments into the public service are made, monetary inducements are made before licenses of various kinds are issued, and contracts are awarded after the awarding officers have been fully rewarded in money and materials, and soon.

Apart from “kickbacks” and inflation of contract prices, there is yet another fraudulent practice of paying for contracts that were not executed at all. There are serious cases of examination malpractices by teachers as a result of monetary inducements. Indeed, bribery and corruption afflict the whole public sector management.

ii. Dishonesty

Dishonesty is quite associated with corruption, as dishonest official indulges in corrupt practices such as fraud, forgery, embezzlement of public funds, cheating, stealing or misappropriation of public property which are widespread in the Nigerian public service. Some scrupulous revenue officials of the State and Federal Governments collect taxes, duties, fee, etc, with fake receipts and such revenue is not paid into the public treasury but pocketed by individual officials. There are numerous cases of falsification of documents to satisfy selfish ends.

Dishonesty is quite a serious cankerworm which wrecks the public services in Nigeria and which results in inefficiency and low productivity. As a developing nation and one which has undergone a long period of military administration, the Federal Republic of Nigeria has a widespread of abuse of office in its public administration which adversely affects the efficiency of the administration.

iii. Unethical Behaviour

Unethical behaviour negates administrative responsibility. Unethical behaviour is an administrative act which even though not against the letter of the law, is morally wrong as it is intended is in exploiting the loopholes in the law. It is an act that lacks administrative integrity. When an official places order for inferior goods and services instead of the most superior ones, jobs orders for repairs of office equipment, pieces of machinery and vehicles are issued not to the best mechanics that put in tenders but to friends and relation who are known to be inferior in standard, are numerous cases of such unethical behaviour in Nigeria.

iv. Acting without Legal Authority

Acting without legal authority is rampant among public officials in Nigeria. Such administrative acts which were frequent and widespread during military rule and led to the expansion of bureaucratic powers. In the process of administration, top official creates and change existing laws. For instance, an officer can be forcefully retired without following strictly all the due processes required by law.

v. Unfair Treatment of Worker

Unfair treatment of workers is also seen frequently in public service. The management of various public organisations indulges in arbitrariness treatment of innocent workers, high-handedness, victimisation and oppression of workers. Public officers often take decisions which violate principles of social justice and fair play. Examples of these negative administrative behaviours include nonpayment of workers salary and allowances for many months, denial of promotion without objective reason, dismissal from office in the guise of “security risk” that does not even exist in the first place, denial of an official benefit, etc. This unfair treatment of workers in the organisation creates a poor image of the organisation and

SELF-ASSESSMENT EXERCISE

Discuss some of the violations found in Administrative responsibility in Nigeria.

The Importance of Bureaucracy

Although bureaucracy in African in general, and Nigeria, in particular, is ill-prepared and ill-motivated for the tasks lying before it, the fact remains that in most of these countries it is the major instrument of social change. In effect, **Eisenstadt** observed that bureaucracies in developing countries “help to maintain the framework of a unified policy as well as the capacity to absorb varied demands and to relate them effectively.

Not only were they important instruments for unification and centralisation, but they enable the rulers to implement continuous policy. Besides, they also served as important instruments for mobilisation of resources, taxes, manpower and political support”. There is no basic conflict between bureaucracy and development. No doubt, at present it suffers from certain structural weaknesses and behavioural attitudes, however, given right orientations in the new content, bureaucracy can be structurally and behaviourally geared to the task of development.

The following changes among others may be helpful to fit bureaucracy in into developmental tasks:

- i There should be de-emphasis of hierarchy to get rid of the conventional organizational pyramid
- ii There is a need to redesign organisations to enable cooperative decision making and promote collaborative problem-solving
- iii Authority should be decentralised and field units should be strengthened and given more authority for decision-making
- iv There should be a flow of communication unhindered by status levels in an organisation
- v Merit alone should be the criterion for recruitment of personnel. Adequate arrangements for training should exist.
- vii Bureaucracy must secure people’s participation and cooperation in development work
- viii Behavioural changes are needed to make the bureaucracy change-oriented, result-oriented and people-oriented.
- ix Professional mobility should be encouraged.

SELF-ASSESSMENT EXERCISE

List some of the changes that may be helpful to fit bureaucracy into developmental tasks.

4.0 CONCLUSION

It has to be borne in mind, therefore, that bureaucracy is still relevant today. This is because if kept within reasonable limits, bureaucracy and bureaucratic practices are functionally necessary for the operation of a

large administrative apparatus. Care must be taken to distinguish the ingredients of bureaucracy from poor performance in public administration which has nothing to do with bureaucracy. Too often, many people tend to lump all together under the name of bureaucracy any unwholesome attitude or activities noticeable in government. On the other hand, there are some factors which continue to influence the public administration in most of the developing countries, such as, cultural constraints, formal colonial status, entrenched elites, low prestige of specialists, brain drain and government in almoner i.e. government distributing money and help to the poor.

5.0 SUMMARY

It is important to note that while bureaucracy has inherent elements that make its processes often cumbersome or distasteful to its public clients, it is also indispensable and indeed an instrument for the achievement of efficiency in all large organisations. It is concerned with the most efficient means of planning and control, and the fact that these processes are often misused and abused by inefficient, corrupt, and stubborn officials is not a case for the total condemnation of bureaucracy.

6.0 TUTOR-MARKED ASSIGNMENT

1. Explain the reasons for the failure of Bureaucracy in Nigeria.
2. Bureaucracy is still relevant today: Explain.
3. What do you understand by Inefficiency and lack of Initiative?

7.0 REFERENCES/FURTHER READING

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UNIT 2 CHIEF EXECUTIVE AND LEGISLATURE AS A BOARD OF DIRECTORS

CONTENTS

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Main Content
 - 3.1 Types of Chief Executive
 - 3.2 Features of chief Executive
 - 3.3 Administrative Functions
 - 3.4 Functions of the legislature.
- 4.0 Conclusion
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1.0 INTRODUCTION

The chief executive occupies a central position in public administration. By chief executive, we mean the persons or body of a person at the head of the administrative system of a country. The administrative structure of a country is like a pyramid broad at the base and ending in a simple point at the apex. The chief executive is the apex of the administrative pyramid.

2.0 OBJECTIVES

By the end of this unit, you will be able to:

- explain the types of chief Executive
- identify the features of the chief executive
- describe the administrative functions of the chief executive.
- Functions of the legislature.

3.0 MAIN CONTENT

3.1 Types of Chief Executive

There are various types of Chief Executives. The forms and power of the chief executive of a country are patterned based on the types of the constitution that a country has adopted. Some of the important types of chief Executive are discussed below.

(A) Parliamentary Type of Executive

In Parliamentary form, executive powers lie with the Prime Minister. In actual practice, they can exercise their powers only on

the advice of the ministers. Thus, the cabinet or the Prime Minister becomes the real chief executive. The chief executive is the Prime Minister who is the creator, preserver and destroyer of the cabinet. He hires and fires since the cabinet is at his mercy. He has the power also to call for the dissolution of the Parliament. Hence, in this form of Government, the head of the state is just a rubber stamp, a toothless bulldog, to say the least.

(B) Presidential Type of Executive:

Here, the president of the country is vested with all executive powers. The United States of America and Nigeria presents the best example of this type of executive. The president has his army of junior executives who work as his cabinet secretaries-ministers. These officers designated as secretaries/ministers are personally and directly responsible to the president for the performance of their duties, but he retains sole executive authority. These officers do not take part in the meetings of the senate or congress. Thus, in the presidential system, there is only as in gular executive who works independently without any type of binding on him. But this does not mean that the chief executive is uncontrollable and can be impeached if he is found guilty of any charges.

Below is a diagram of comparison of parliamentary and presidential types of chief executive

Parliamentary type	Presidential type
1. It is a plural body, i.e. cabinet headed by Prime Minister	It is a single individual, i.e. president Alone
2. They are colleagues, i.e. members of the cabinet are on equal footing	Here, the opposite members are quite subordinate
3. Cabinet members are the the representative of the citizens	Members are not elected but selected by the president
4. Members of the cabinet are also members of parliament	It is not necessary here. The President is not a member of the congress or house of representatives.

Comparing both the types of executives, the parliamentary type is better suited for administrative efficiency because it establishes a responsible and effective chief executive. For efficiency of administration, the chief executive must supply administrative direction, driving power and coordination between executive-legislative operational relationships. Even in the USA, thoughtful cities have advocated for the modification of the presidential system along parliamentary lines to ensure its smooth functioning.

SELF-ASSESSMENT EXERCISE

State and explain the types of Executive that exist?

3.3 Administrative Functions

Having stated briefly the features of a general managerial system, it is, therefore, pertinent to state the functions of the executive. The chief executive has to perform many functions. Luther Gullick coined the word **POSDCORB** for the administrative functions of the chief executive.

i. Deciding Administrative Policy

The legislature lays down the policy to be followed by the government in general terms. For the implementation of the general policy, the executive has to decide a large number of questions on administrative policy.

E.M. Gladden has defined administrative policy as “the form in which the ministerial administrator or board carries the will of the government into effect” As the general administrator, the chief executive has to issue many instructions and orders, written or oral, to enable the administrative officers to perform their duties adequately. However, the ability and personality of the chief executive have a close bearing on administrative efficiency.

ii. To Authorise Details of Organisation

Legislature usually provides for the establishment of main units of an organisation, like departments, commissions, corporations. Details are left to be filled in by the executive at his discretion. The chief executive leaves the shaping of divisions, branches and sections in the hands of their chiefs subject to his/her approval. The settings up of various ad hoc committees to meet particular situations are determined by the executive.

It is highly important, therefore, that institutional activities should be performed uniformly. So that uniformity may be secured and efficient methods employed, it is, therefore, necessary that the power to prescribe and subsequently to enforce the manner, in which these duties are performed, shall be vested in some agencies exercising general jurisdiction overall services.

iii. To Coordinate the Organisation

The modern administration is a mosaic of departments, commissions, divisions, sections each performing only a specialised part of the function. To create unity in this huge mass of diversified activities, a very high degree of coordination and

integration is needed. This has to be done at lower as well as higher levels. To achieve the purpose of administration, i.e., the general good of the people, as well as integration is desirable from every point of view. Hence, the chief executive's role in this field is of pivotal importance.

iv. To Appoint and Remove the Personnel

The chief executive as said earlier is responsible as general manager for how he heads several departments and performs their duties. Since the responsibility ultimately is that of the chief executive, it is logical that he/she should have the power to select and remove the officers. In modern times thousands of people are required to fill in the various administrative posts. A substantial majority of these is appointed based on merit while most of the personnel are selected by the Civil Service Commissions. The commissions are merely recommendatory and not appointing authorities. The executive which is the appointing authority may refuse to accept the recommendation. Appointments of a high category such as of ambassadors are made by the chief executive, for instance, in the United States, the president made high appointments subject to the approval of the senate. After appointment all the questions of training, pay increment, promotion is determined by the executive

vi. To Control the Management of Finance

Concerning public finance, especially in the parliamentary system of government, the chief executive enjoys the wide authority. As the general manager, he/she has to make a full report regarding past operations and present condition and to make a statement as to the provision, which in his/her opinion should be made for meeting the revenue and expenditure needs of the government in the future. The recommendation goes in the form called the budget. The legislature after considering the various items passes it in an appropriate act. After the passage of this act, the executive has to supervise the expenditure and collection of money.

In a parliamentary form of government, the chief executive or his representative presents the budget in the legislature and sees to its passage. Rejection of the budget means no confidence in the government. In the actual practice the president of U. S.A. or Nigeria is the chairman of the Bureau of a budget which frames the budget and then hands it over to the congress or the National Assembly for its passage. Finally, the president possesses effective veto power over the budget.

vii. To Supervise, Conform and Investigate the Administrative Operations

The function of the executive is not only to carry on the public business itself but also to see that it is being carried on properly. As such, he/she has to supervise the work, give necessary instructions, caution when the work is not being done properly, and encourage when it is running smoothly. It can make inquiries to investigate any administrative matter and set up an investigation committee for the purpose. Therefore, the above functions of the chief executive made it clear that he/she is the administrator-in-chief or the General Manager of public administration.

SELF-ASSESSMENT EXERCISE

Explain Administrative functions of the Executive.

3.4 The Legislature and Its Functions

The executive power, or rather function of the legislature, is that of representing the government as a whole and of seeing that all of its laws are properly complied with by its several parts. The main functions are as follows:

1. Determination of the Activities to be Undertaken

There can be little doubt that the determination of what the government shall do is a responsibility that rests upon the Legislature. The policy to be adopted by the government both in the internal and external field is set out by the Legislature but it does not mean that it should lay down all the details of a party, the specific acts which shall be performed in carrying out the policy.

2. Determination of Organisation

The organisation is the medium through which individuals work as a group and as effectively as each would work alone. In Nigeria, the power of creating new departments rests with the president. In India, the power of establishing new departments rests with the president acting through the prime minister. In so far as the units of the lower order, i.e. divisions, sections, and field offices are concerned, the discretion in Nigeria is left in the hands of the ministers acting through their heads of department.

3. Determination of Personnel

Personnel is the body of persons who run the administration; some are responsible for the direction of service and are commonly called officers, and employees proper, that is, those occupying subordinate positions and having as their general duties, the

carrying out of orders given to them. It is generally accepted concerning the former class that the legislature should itself determine their 'number, character, compensation, powers and duties'. As regards the second class of employees the legislature may determine their conditions of service either by a general statute or by an act of appropriation.

4. Determination of Rules of procedure

They are involved with two types of rules: Rules that affect the interests or right outside of service and those which have to do with purely administrative operations within the service. The example of the former is the rules set forth the procedure to be followed in assessing and collecting income-tax or land revenue, in the grant of copyright, trademarks, etc. The examples of the latter are the rules for the disbursement of payments to the members of the service.

5. Determination of Grant of Funds

In all democratic countries, the legislature determines the amount of money which is to be made available for expenditure to the executive. All the public services are to be paid from public funds for their work.

6. Legislative Supervision.

The legislature provides how it shall be able to exercise due supervision and control over its agents. To see that these agents perform their duties properly is an imperative duty of the legislature.

4.0 CONCLUSION

To conclude this discussion on the features and functions of the chief executive, we may say that the Chief Executive should be capable enough to direct, guide, control and coordinate the activities of his/her administration. He/she should have the ability to persuade people to cooperate and strive willingly for common objectives. He/she must have the interest of the public in his/her heart. He/she must be a leader of men and women. He/she must do his thinking and he must be his own public relations man. In short, the qualities of the chief executive should include, among others, vitality and endurance, decisiveness, persuasiveness, responsibility, intellectual capacity, good health, sense of mission, interest in other people, integrity, judgment, loyalty, foresight, clarity of vision, the strength of character, the balance of personality, sense of purpose and initiative.

5.0 SUMMARY

The chief Executive is always the chief executive. He/she heads the administration. Hence he/she is responsible for its proper functioning. Much depends upon the personality and calibre of the chief executive. Therefore, to succeed, he/she has to get assistance from a band of well-chosen colleagues for running the administration efficiently and smoothly.

6.0 TUTOR-MARKED ASSIGNMENT

1. Chief Executive is the master of all civil service: Explain
2. Differentiate between the nominal and the real chief executive.
3. Differentiate between parliamentary and presidential types of Government.
4. What are the functions of the legislature?
5. How can the legislature facilitate the smooth running of a bureaucracy?

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UNIT 3 MANAGEMENT - A CONCEPTUAL ANALYSIS

CONTENTS

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Main Content
 - 3.1 The Meaning of Management
 - 3.2 Value of Management
 - 3.3 Tests of good Management
 - 3.4 Types of Management
- 4.0 Conclusion
- 5.0 Summary
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1.0 INTRODUCTION

In Public Administration, management has acquired a distinct conceptual significance. Management is a cooperative endeavour for achieving a particular objective. It implies, therefore, that every organisation, public or private, governmental or business which aims at achieving a particular objective must have well-established management. In the modern welfare state, the government undertakes several activities for achieving the greatest good of the greatest number, and as such, its managerial field is constantly on the increase. The success or failure of administration depends largely on how well the government is in a position to manage programmes of public welfare.

In the words of Dr Appleby, “The heart of administration is the management of programmes designed to serve the general welfare.” Dr Appleby’s contention is correct particularly in a developing democracy like Nigeria, where the planned economy has been geared up to attain our cherished goal of becoming amongst the world best economies by the year 2020.

2.0 OBJECTIVES

By the end of this unit, you will be able to:

- explain the meaning of management
- explain the nature of management
- describe the task of management
- determine the value of management
- run the test of good management.
- type of management.

3.0 MAIN CONTENT

3.1 The Meaning of Management

Millett defines management as “The process of directing and facilitating the work of people organised informal groups to achieve the desired goal”. In essence, management is the means of ensuring the performance of any undertaking. It aims at utilising limited resources to accomplish maximum output with speed and efficiency. Millet believes that “Public Administration is an instrument for the exercise of political power”. In the words of Terry, “Management is the accomplishment of predetermined objective through the efforts of other people”. A manager should, therefore, possess the qualities of putting things together and getting the work done rather than having the capacity to do it him/herself. If he/she has it, it is good but it is not a substitute for his/her techniques of getting the work done especially as management is a process of achieving the desired goal. It is not the doing of things but getting them done.

In the above concept of management, the following characteristics may be noted:

- i. Management is a process of organized activities.
- ii. The organised activities are directed towards an objective or set of objectives.
- iii. The goal-oriented organised activities establish relationships among the available resources which include materials, money and people in the organisation.
- iv. Management involves working through others to accomplish the desired objectives.
- v. Management involves decisions to get things done by others.

SELF-ASSESSMENT EXERCISE

Explain what management means.

3.2 The Values of Management

To a few people, the principal concern of the management is effectiveness, or efficiency, in the operation of an enterprise. Lather Gullick has spoken of efficiency as “the single ultimate value in administration”. Herbert Simon has been much concerned to demonstrate that rational behaviour in administration is primarily a calculative means reasonably expected to realise a given end. Waldo has pointed out that economy and efficiency have been the twin beacons which have guided administrative reformers and writers in America. But what is this term except that in scientific analysis, efficiency is measured in terms of output

in proportion to input? But what is input in management? In brief, we can say that input in management is the number of men, money and material applied in the working of an organisation. If these factors are out together in the right proportions, the efficiency of an organisation is ensured. Management, therefore, aims at fixing the right proportions of these factors with a view to better production. But can we regard efficiency in its most wooden form as the basic value of management? Should we agree with Simon that knowledge of administration, like all knowledge, is moral? Waldo has been critical of this view putting his objective succinctly through arguing, “We hold that efficiency cannot itself be a value” but pointed out that efficiency is concerned with relationships and that it must therefore be defined in terms of some purpose or end. Dahl has argued that the “Student of Public administration cannot avoid concern with ends”. He claimed that no science of administration could be possible until the place of normative values was made clear.

SELF-ASSESSMENT EXERCISE

What is input in management?

3.3 Tests of Good Management

According to Gullick, the true goals of management are to make the conduct of affairs technically sound, politically responsible, publicly acceptable, progressively approved, and socially constructive.

Millett postulates the following test of management:

- i. **Satisfactory service:** This means fair and equitable service, i.e. equal treatment to citizens of the administration.
- ii. **Timely Service:** This indicates that for service to be effective, it must be well-timed.
- iii. **Ample Service:** It indicates the right quantity at the right time and the right place.
- iv. **Continued Service:** That is, service unobstructed by rain, snow, sunshine or nocturnal darkness.
- v. **Progressive Service:** it means a service which improves in quality and performance.
- vi. **Responsible Performance:** That is the management provides direction for an administrative effort by working with and through those institutional devices which exist to express the will of a democratic society.
- vii. **Participative Management:** Participative Management is the current phrase used in management circles. It means the participation of the employees in decision-making. It is a part of democratic leadership in an organisation and the human factor in administration.

SELF-ASSESSMENT EXERCISE

Explain the true goals of management according to Gulick.

3.4 Types of Management

The organisation of a large-scale body falls into three well-defined zones

1. Top management
2. Middle management, and
3. The rank and file.

No hard and fast line of demarcation can be drawn between them. However, their levels of work and responsibility are well marked at least in Great Britain and in Nigeria. In Great Britain for instance, administrative service constitutes the top management, the executive service comprises the middle management and the clerical service forms the rank and file. In Nigeria too, the demarcation is not so well defined yet it may be said that the Nigerian Administrative and class/service constitute the top and the class II and other field officers comprise the middle management.

SELF-ASSESSMENT EXERCISE

What are the types of management that constitute the Nigerian administrative hierarchy?

4.0 CONCLUSION

Management is applied in different ways and to many important ideas vital to the study of business administration. Management is a difficult concept to define. It is a concept so exceedingly complex that writers often define the term on a working basis, according to their own needs and purposes. Also discussed in this unit is the meaning of Management as well as the distinction between the meaning and relationship of public administration. The nature and functions of management have been looked into as well, etc. therefore, given the above; it is obvious that middle management is very important. Therefore, more attention should be given to it especially now that the political command of the country depends upon it.

5.0 SUMMARY

Paul H. Appleby had summed up the whole analysis in these words, “The heart of administration is the management of programmes designed to serve the general welfare”. His contention is correct particularly for a developing democracy like Nigeria where the planned economy has been

geared up to attain our cherished vision of becoming economically vibrant by the year 2020.

6.0 TUTOR-MARKED ASSIGNMENT

1. Define Management, and Make a distinction between Management and Organisation.
2. Define 'Efficiency'.
3. Write on the nature of Management.

7.0 REFERENCES/FURTHER READING

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UNIT 4 POLICY FORMATION AND DECISION-MAKING

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 - 3.1 The Meaning of Policy
 - 3.2 Basis of Policy Formation
- 4.0 Conclusion
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1.0 INTRODUCTION

One of the essential functions of government is policy-formation. In the words of Dr Appleby, the essence of public administration is policymaking. The policy is before every action. It is a pre-requisite to all management. It is the policy which sets the task for administration. It provides the framework within which all actions for the accomplishment of an objective are to be activated. The policy is in fact, planning for action. It is getting ready for setting the sails to reach the desired destination.

2.0 OBJECTIVES

By the end of this unit, you will be able to:

- discuss the meaning of a policy
- explain policy and other concepts
- discuss basis of policy formation.

3.0 MAIN CONTENT

3.1 The Meaning of Policy

Policy means a decision as to what shall be done and how, when and where. In the words of Terry “A Policy is a verbal, written or implied basic guide to action that is adopted and followed by a manager”.

In the words of Dimmock, “Policies are the consciously acknowledged rules of conduct that guide administrative decisions”.

The Following Attributes of Policy Maybe Noted

- (i) The policy is formulated in the context of organizational objectives.
- (ii) A policy may be in the form of an explicit declaration in writing or maybe interpreted from the behaviour of top-level members.
- (iii) The policy is formulated through the decision-making process,
- (iv) The policy provides guidelines to the members of the organisation for choosing a course of action.

Administration and Policy-Making

Ever since Woodrow Wilson wrote his essay on *the study of Administration*, published in 1887, politics-administration dichotomy school of thought tended to regard policy as outside the scope of administration. In the words of Wilson, "The field of administration is a field of business. It is removed from the hurry and strife of policies". Wilson was followed by Goodnow and as late as 1926, L.D White distinguished administration and Policies. It is now being increasingly realised that policy-administration dichotomy cannot work and that administration cannot be completely divorced from policy-making. Luther Gulick was one of the first exponents of this view. To quote Dr Appleby "Administration are continually laid down rules for the future, and administrators are continually determined by what the law is, what it means in terms of action, what the rights of parties are with respect both to transaction processes and transactions in prospect. Administrators also participate in another way in the making of policy for the future, they formulate and recommend actions for legislation, and this is a part of the function of policy-making".

Public Officials are Associated with Policy Formation in Three Important Ways

- (i) They have to supply facts, data, and criticism as to the workability of policy to the ministers or the legislature if the initiative for policy-making comes from them. The members of the legislature or the ministers are amateurs who have risen to positions because of the popular will not because of their administrative talent and as such, they have to give due weight to the suggestions of the officials.
- (ii) In many cases, the initiative for a policy our legislation emanates from the administration. This is because it is the administration which is in constant touch with the general public and in a better position to understand the difficulties that arise in the execution of legislation. He/she has, therefore, to make suggestions and formulate proposals for removing those difficulties and in the process. If it is necessary, he/she would ask for amendments in the

existing law or even for more laws. In such cases, policy proposals emanating from the administration, and the legislature only puts its seal of approval on them.

- (iii) On account of lack of time and knowledge, the legislature passes skeleton Acts and leaves its details to the administration. It is here that administration is most supreme in policy-making. To execute these acts, the administration frames rules, regulations and bye-laws which are the major contribution to policy-making.

SELF-ASSESSMENT EXERCISE

What are the three important ways of policy formation which Public officials are associated with?

Decision Making

The dictionary defines the term decision as ‘the act of determining in one’s own mind upon an opinion or course of action’ it is choosing one alternative among several alternatives given in a particular situation. Decisions are not permanent in so far as they have to take cognizance of the changed circumstances. It has to be responsive to varying situations. Thus, decision making, means, choosing one course of action rather than another, finding a suitable solution to a new problem posed by a changing world.

Factors in Decision Making

Personal Differences: There are differences in the personal qualities of individuals who make some decisive and indecisive decisions. Common experience reveals that some individuals are willing to make choices and to abide by the consequences. Others prefer to avoid clear-cut choices, to temporise, to postpone, hoping that somehow, someday, circumstances will intervene to make the choice unnecessary. Perhaps, these differences among individuals are the result of a social and professional environment in which they are nurtured. The opinion is veering round to the acceptance of the premise that intellectuals make no good administrators because they cannot make decisions.

Role of Knowledge: Decision making depends upon the availability of facts and the necessary data. The careful accumulation of detailed facts, their analysis and interpretation, the use of the broad concept of human and physical behaviour to predict future developments- all these elements in the use of knowledge enter into decision making in a varying degree.

Institutional and Personal Factors: There are institutional limitations which circumscribe decision making. On the one hand, decision making must consider the aspirations, and attitudes of the agency administering

government work. On the other hand, there are personal predictions among administrators which also limit decision making. In a democratic society like ours, decisions are highly circumscribed because the administration has to carry people along with it and not to exist in some sort of ivory tower.

Who Makes Decision? A decision in any large scale organisation is a co-operative effort. It is a collective activity in which all levels in administration participate. In the words of Seckler- Hudson, decision making in government is a plural activity. One individual may pronounce the decision and may contribute to the process of reaching the decision which is a part of the political system. However, the chief executive must have the final say, must ultimately give the final word. This is because, in the end, it is he/she who has to bear the responsibility for the consequences of a particular decision. Thus, the power of final decision must rest with him/her.

3.2 Bases of Decision Making:

There are no fixed bases, nor there can be many, for decision making. Much depends on the nature of the decision to be taken and the nature of the agency for taking it. Of course, all decisions must be taken rationally and not emotionally or impulsively.

SELF-ASSESSMENT EXERCISE

Do you agree with the opinion that intellectuals make no good administrators because they cannot make decisions?

Problems of Decision Making

Some of the problems which impede the process of decision making are:

Routine taking too much time: It is revealed through a study of decision making in public or business enterprises that routinely takes too much of time with the result that decisions are either avoided or postponed. Prof. March through his research has proved that a person responsible for both routine work and long term planning devotes a greater share of his/her time on routine activities.

Which Problem to be solved first? It is usually seen that in a large scale organisation, there are several problems, each looking more urgent than the other. The administrator finds it extremely difficult to determine the priority of these problems. Therefore, the problems of choice create a constant worry in them.

Lengthy Procedures: As a result of the lengthy procedure and unnecessary formalities, decisions are sometimes delayed. The whole procedure is cumbersome and dilatory and it checks quick decision. Even after observing all the formalities and procedures, there is no certainty that the decision arrived at is the right one.

The Problem of Bias in Decision-Making: The last problem in decision-making is bias, but the problem of bias in this regard rarely finds solutions. This is because of the nature of bias. Biases generally invisible; it travels on wings which cannot be seen except when it is openly accepted as part of a policy by an organisation of agency or government.

SELF-ASSESSMENT EXERCISE

What are the problems that impede decision making?

4.0 CONCLUSION

This unit brought to the fore the fact that policy in itself is a big decision which provides the framework within which several other series of decisions are taken. In effect, every modern government, anxious to improve or to develop, has to depend on Research bodies for the information and facts. Every new policy must take cognisance of the new research and material provided by these bodies. To this end, there must be a periodical review of the usefulness of any policy because circumstances change with time and policy once very useful may become obsolete. Also, Effective management whether of private or public organisation means, in the ultimate analysis, making right and responsible decisions. A good leader is the one who can decide, who can solve the problem to do or not to do, and who can willingly undertake the responsibility for making decisions.

5.0 SUMMARY

Summarily, this unit explained that Public policy is what public administrators implement. It is a course of action adopted and perused by the government. Public policy analysis is the study of how government policies are made and implemented and the application of available knowledge to those policies to improve their formulation and implementation. Although the policy may seem to be a decision of a particular body or department, in practice, however, the process is widespread all through the organisation and the particular body announcing it is the link of a bug-chain of the previous history of the matter. It is, therefore, a collective activity, a cooperative endeavour and an effort in which many people participate.

6.0 TUTOR-MARKED ASSIGNMENT

1. What is the meaning of Policy Formation?
2. A Policy provides guidelines to the members in the organisation for choosing a course of action-throw more light on these thoughts.
3. What is rationality in Decision-making?
4. Who makes Decision?

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UNIT 5 ADMINISTRATION AND NIGERIAN EXPERIENCE

CONTENTS

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Main Content
 - 3.1 Organisation
 - 3.2 Concept of Social Welfare State
 - 3.3 Military Regime in Nigeria
 - 3.4 Problems and Criticisms
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor-Marked Assignment
- 7.0 References/Further Reading

1.0 INTRODUCTION

Before our independence, the relationship between Nigerians and the administrators was not healthy at all, however, after independence, the situation suddenly changed. Our political bosses and leaders unequivocally changed, declaring that in Nigeria, the people were sovereign and that both the politicians and the administrators would be responsible for building a healthy nation. How these processes fared are discussed in this unit.

2.0 OBJECTIVES

By the end of this unit, you will be able to:

- explain the organisation of civil service in Nigeria
- explain the concept of social welfare
- describe the role of the military in administration since independence
- explain problems and criticisms in Nigerian administration.

3.0 MAIN CONTENT

3.1 Organisation

Nigeria is a federal state. As a Federal State, the civil service of the Federation is organised into the Federal Civil Service and the civil service of the state governments. This means the civil service of the federation is organised into thirty-seven (37) civil services, including the state civil services. Both the civil services of the federal and state governments are

structured vertically into ministries and departments. The horizontal structuring of civil services into classes- administrative, executives, secretarial, clerical, professional, technical, auxiliary and minor technical classes was abolished by the 1988 Civil Service Reforms. At the apex of each of the Civil Service Structure (Federal and States), is the head of a service. He/she controls and coordinates the activity of the entire civil servants within ministries and departments.

The Functional Organisation of Ministries for the effective performance of government function is based on their portfolio or responsibilities and the skills and specialisation of their civil servants. In their organisation, most civil servants of similar skills, trained and occupational specialisation, were grouped in functional units. For example, engineers with architects are in the ministry of works, agronomists and veterinarians are in agriculture, economists and statisticians are in economic development, teachers are in education while doctors and pharmacist are in health, etc. However, there is a tendency for each ministry or department to work as a closed system.

Each ministerial organisation of civil servants is headed by a Permanent Secretary who is generally appointed by the Chief executive of the federal government in the case of the federal civil service, and the chief executive of the state government in the case of the state civil service. The permanent secretary is the administrative head of the ministry. He is also the accounting officer, while the Minister/Commissioner is the political head of the ministry charged with policy matters. The 1988 Civil Service Reform made the Minister/ Commissioner the Chief Abacha Administration returned the responsibility of the accounting officer of the ministry to the Permanent Secretary.

Therefore, each ministry within the government organisation has a hierarchical structure with definite lines of communication and control, unity of command definite duties and responsibilities for officials with a defined relationship, the definite span of control. This hierarchical structure tends to reduce the management of public affairs to mere routine process, with set down procedure, which is regulated by the general orders.

SELF-ASSESSMENT EXERCISE

Describe the organisation of Civil Service in Nigeria.

3.2 Concept of Social Welfare State

Nigerian became a social welfare state after the inauguration of the independent Constitution in 1960. With this, the civil servants came more

in contact with the public. Untouched activities now came under the sphere of activity and purview of the civil servants. Therefore, the need and necessity of having cordial relations between the civil servants and the public became more important. It is thus, the duty of the civil servant to supply his/her political boss with all the information necessary for taking the right decision, for the betterment of the citizenry in its entire entirety.

3.3 Military Regime in Nigeria

The nature and pattern of decision-making under the military regime were highly personalised both at state and federal levels. The reason for this was no doubt, due to the military's concept of their role in government. From the inception of the military regime in Nigeria (1966-75), it was accepted that the task of running the government was the sole responsibility of the military and that where Executive Councils had been established, their roles were merely advisory. This understanding was given constitutional sanction by the promulgation of Decree No.1 of 1966 which vested all executive powers of the state in the military Governors. The tacit understanding that the success or failure of the military administration vested squarely on the Military Governor justified him, if not an excuse, to treat official advice and procedural rules and regulations with scant regard.

Rational decision-making is never a one-man affair. In normal day-to-day experience and practice in any organisation, ultimate decisions can seldom be attributed to a single individual; officials at different levels contribute to the ultimate decision. A decision-making process involves the assembly and evaluation of all available data and of the possible consequences of selecting one or the other decision for implementation. This sort of exercise is beyond the capacity of any single individual. At this point, it is apt to have a proper understanding of the position of the bureaucracy during military rule.

One can therefore deduce that the civil servants played a dominant role in the Nigerian public administration during the military regimes. The exercise of their authority, and the extent to which they wielded governmental powers were through policy-making powers, financial powers, powers of control of personnel, local political powers, and chairmanship of Boards of Public Cooperation.

However, military regimes in Nigeria had been described as an aberration, an abnormality in public administration in times when things are out of joint. The predominant influence of the military over policy was evil as it was undemocratic. Research findings have not revealed that Ministers/Civil commissioners were both able to control and direct the

bureaucracy nor were they able to exercise control over the determination of public policies. Therefore, it is pertinent to say, one of the essential principles of the federation – the principle of coordination and non-subordination of one to the other as between the states and the federal government – was stifled under the military regime.

SELF-ASSESSMENT EXERCISE

How would you assess the nature and pattern of decision-making under the military regime in Nigeria?

3.4 Problems and Criticisms in Nigerian Administration

The civil service has been levelled with numerous criticisms and problems which are responsible for its ineffectiveness and low productivity. These criticisms are, poor organisation, planlessness and over-staffing, indiscipline, red-tape and secrecy, insensitivity, rigidity, and over-centralisation, conservative and lack of imagination, apathy, incompetence and lousiness, corruption and favouritism, rudeness and high-handedness, laziness, lateness, truancy and malingering. These criticisms have resulted in the poor image of the Nigerian administration. However, in an attempt to remedy these weaknesses in the administration, various regimes in Nigeria, on various occasions, have appointed panels of inquiry to examine the problems of the civil service – Structural, orientation and operational - to transform the civil service into a powerful instrument for national development.

These panels include the Adebo Commission on the Review of the Salary Structure of the Civil Service (1971), The Public Service Review

Commission is otherwise known as the Udoji Commission (1974), the Dotum Philips' Study Group on the Civil Service (1965), the Babangida Civil Service Reform of 1988, and Abacha Civil Service Reforms (1997). Despite these panels' recommendations and government actions on them, these weaknesses persist in the civil service.

4.0 CONCLUSION

In this unit, we have studied the organisation of Nigerian administrative experience before and post-independence, the concept of the social welfare state, a requirement of public relationship, the military regime in Nigeria, and administrative problems and criticisms. But it is pertinent to introspect to see what lessons we can learn from the past in preparing for the task of public administration. Adaptation to change would therefore require new operating methods. It would require taking a hard look at old and established practices, to jettison those which have outlived their

usefulness and accomplished by the most economical methods those which are relevant to the needs of today.

5.0 SUMMARY

Looking into the future of administration in Nigeria, the administration should tackle the failures and defects of our public service which can be summarised as follows: Over cautiousness in the approach to problem-solving, lack of creativity, scepticism towards new ideas, insularity and lack of sensitivity towards the public and the main issues of the day. Although the management of change is a difficult and demanding task, it takes a positive and continuing effort by those who seek to reform an institution like the public service to secure and consolidate the changes. It is only by so doing that our public service can be responsive and sensitive to informed public opinion.

6.0 TUTOR-MARKED ASSIGNMENT

1. Military regimes in Nigeria had been described as an aberration: Discuss.
2. What is the concept of Social Welfare?
3. Explain the concept of Public Relationship.
4. How would you boost the morale of the civil servants?

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MODULE 4 ADMINISTRATIVE CONTROLS

Unit 1	Executive Control over Administration
Unit 2	Parliamentary Control Administration
Unit 3	Judicial Control over Administration
Unit 4	Community Control over Administration
Unit 5	Internal Controls

INTRODUCTION

Every official is responsible to and under the control of his/her administrative superiors who are known as ministers. A minister is responsible for all that goes on within his department. If a mistake is made a civil servant in a department and the minister in charge of the department is held responsible even if he/she knows nothing about it or he/she was not consulted by the officials concerned before taking the action. The different categories of controls are discussed in this module.

UNIT 1 EXECUTIVE CONTROL OVER ADMINISTRATION

CONTENTS

1.0	Introduction
2.0	Objectives
3.0	Main Content
	3.1 Political Direction
	3.2 Budgetary System
	3.3 Recruitment System
	3.4 Executive Legislation
4.0	Conclusion
5.0	Summary
6.0	Tutor-Marked Assignment
7.0	References/Further Reading

1.0 INTRODUCTION

Administrative responsibility is the liability of the officials to give a satisfactory account of the exercise of the powers or discretion vested in them to someone whom it is due, failing which some kind of punishment may follow. According to of white, “Administrative responsibility consists of the total of the constitutional, statutory administrative and judicial rules and precedents and the established practices through which public officials may be held accountable for their official actions”.

In a parliamentary type of government, the minister has to resign for the mistakes committed by the officials in their departments in this regard, the ministers or executives exercise control over administration through the following methods:

- i. Political direction
- ii. Budgetary system
- iii. Recruitment system
- iv. Executive legislation

2.0 OBJECTIVES

By the end of this unit, you will be able to:

- Political direction
- Budgetary system
- Recruitment system
- Executive legislation.

3.0 MAIN CONTENT

3.1 Political Direction

The minister has the power of direction, control and supervision. S/He has full authority to manage and direct his/her department. S/he lays down the policy and sees to its implementation. S/he issues directive to the departmental officials. No important decision can be taken without bringing the matter to his/her notice. S/He may concentrate the entire authority in his/her hands and reduce the secretary to a cypher. S/he may call for any and every file and issue the direction that no action on particular kind of matters will be taken except by him/her. S/he may go round the department to supervise its working. S/he may transfer the officials from one branch to another and make changes in the allocation of work. The minister may also issue orders to eradicate red-tapism and increase efficiency. In other words, the departmental officials are directly and wholly responsible to him/her.

However, it may be noted that in actual practise civil services are not always dictated by the ministers, but they even lead and dictate. Being experts, the civil servants exercise substantial influence on the minister in the policy formulation and its implementation.

Secondly, it may also be noted that the extent of control of a minister over his department rests on his political position. If the minister enjoys the full confidence of the president or prime minister and has a strong base in the party (in case of a parliamentary system), s/he can deal effectively

with bureaucracy. But if he/she is politically non-assertive his/her control over administration may be weak. A strong-willed president may reduce a minister to a mere nonentity. Thus, a minister's control over administration depends not only on the legal or constitution system of the country but also upon his political and societal strength.

SELF-ASSESSMENT EXERCISE

How does a minister hold sway over administration?

3.2 Budgetary System

The budgetary system which determines the total financial and personnel resources which no department may exceed give the executive an effective means of control over administration. The civil servant has to work within the budgetary allocation. He cannot spend a single naira without

the proper sanction from higher authorities. The money is to be spent according to the financial rules. Proper accounts are to be maintained which are subject to audit. Under an effective budgetary system, the administration is under the constant control of the executive. Therefore, in a democracy, the most effective device for legislative to control public administration is to act in skeleton form and empower the executive to fill in the details. The rules formed by the executive have the force of law. The scope of administrative lawmaking is very wide in the modern social welfare states. These administrative rules determine the authority of the different offices in the department.

The executive control on all administration is constant and continuous. According to Prof. Negro, 'Executive controls are most important for their positive development and enforcement of standards and safeguards in the actual operation of substantive departments.' This gives positive and continuous guidance to the administration. It keeps the administration always alert. Executive controls are not negative or coercive but positive and corrective. Prof. Negro says, ''The closest most influenced form of control is in my judgment, that of executive agencies of the auxiliary type. I must risk the heretical statement that a good budget staff and a good personnel officer will do more to preserve the liberties of the people than a good court because they will be in operation long before a potential wrong is done.''

SELF-ASSESSMENT EXERCISE

What is a budgetary system?

3.3 Recruitment System

Another important means of executive control over administration is recruitment system. Generally, recruitment in the civil service is placed in the hands of public service commission which is an independent body. The general rules of recruitment are laid down by the government. The qualifications, experience, age, etc, required for different posts are determined by the executive. It has also the power to exclude certain posts from the purview of the public service commission. To the higher posts of the civil service, the executive has a free hand. The minister selects their secretary and head of departments. Thus, through their appointees the exercise full control over the administration of the department.

3.4 Executive Legislation

The executive exercises power of legislation which is termed “delegated legislation. The legislature passes positive development and enticement of standards and safeguards in the actual operation of the substance of department. This control is positive and not negative in character because it takes the form of guidance and encouragement. Undoubtedly, the executive is effective, stimulating and correcting. But this does not mean that the position of the minister is that of super-load. It is expected that the minister maintains a crucial relationship with the permanent staff of his ministry so that the work of the ministry can be done efficiently and economically. The minister is always amateur because he occupies his position not under his ability but because of his popularity. He has therefore to depend on his permanent secretary who is an expert in the job of administration.

Government as we know is made up of special and non-special minds, the civil service forming the first and the minister forming the second element. The success of any government depends upon the harmonious relations between the two. The minister should not have too much interference in the detailed functioning of his ministry. He should lay down only broad outlines of policy and see to it that it is executed faithfully by his permanent staff in the ministry. The relationship between the minister and that of the civil servants should be seen as that of colleagues working together in a team to cooperative partners in progress while advancing public interest and the efficiency of the ministry. The minister should not be an isolated autocrat, issuing orders and directives without hearing or considering arguments for an alternative course. The partnership should be alive and virile, rival ideas and opinions should be fairly considered and the relationship of all should be one of mutual respect and understanding, of course, that the minister’s decision is final and must be loyally and helpfully carried out, and that he deserves efficient and energetic service.

Thus, it becomes apparent that the executive control over administration can be fully effective only when there are team-work, cooperation and mutual trust and respect between the political boss and the civil servant.

SELF-ASSESSMENT EXERCISE

What is Executive Legislation?

4.0 CONCLUSION

The civil servants play vital roles in the modern social welfare states. The public servant today is not a mere docile executor of the public policy but is very largely its initiator or formulator. He is the main-spring of administration. He supplies the expert knowledge to the administration and is an expert he controls the administration. He enjoys wide discretionary power and exercises great influence in the body policy. It is but necessary that means be devised to secure effective control over public servant lest he may become irresponsible and despot. The administration is a means of public welfare. The people have a live interest in seeing that public administration is both responsible and efficient. The public officials should be made responsible for appropriate authorities. They must be liable to give a satisfactory account of the exercise of their power. There is certain control through which administrative responsibility is enforced.

5.0 SUMMARY

By executive control of the administration, we mean the control exercised by the Chief Executive over public Administration. In the parliamentary form of government, the Chief Executive is only the nominal head and the real powers are exercised by the cabinet. The cabinet or the council of a minister are collectively in charge of the whole administration and is responsible to the legislature for all the departmental activities. But each minister is also individually in-charge of one or more department. According to the doctrine of ministerial responsibility, it is the minister who is responsible to the legislature for acts of omission and commission of the officials in his department and if anything goes wrong in his department, he may even be asked to resign his office. It is, therefore, the minister who exercises control over public officials

6.0 TUTOR-MARKED ASSIGNMENT

1. What is Administrative Responsibility all about?
2. Define Executive control, and explain its significance.
3. The administration is a means of public welfare: Comment.

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UNIT 2 PARLIAMENTARY CONTROL OVER ADMINISTRATION

CONTENTS

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Main Content
 - 3.1 Law-Making Process
 - 3.2 Question-Hour
 - 3.3 Audit and Report
 - 3.4 Debates and Discussion
 - 3.5 Appointment of Committees
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor-Marked Assignment
- 7.0 References/Further Reading

1.0 INTRODUCTION

In all systems, parliamentary or presidential, control of the administration by the legislature is important. The legislature is the most effective and real instrument of controlling public Administration. It is feared that if control over public administration is relaxed, the administration will try to act arbitrarily and would become very corrupt. As such, legislative control is very important to prevent irresponsibility and to avoid the evils of public Administration. In modern democratic states, people exercise control over administration through their elected representatives (members of the legislature) the legislature looks after the work of the government on their behalf. The legislature is the source of all administrative authority. It is the legislature which lays down the public policy – the work programme. It decides the nature and scope of administration, and the numbers of personnel require manning the administrative machinery.

2.0 OBJECTIVES

By the end of this unit, you will be able to:

- explain law-making process
- discuss question-hour
- explain the roles of audit and report
- identify the importance of debate and discussion
- explain the role of the appointment committees.

3.0 MAIN CONTENT

3.1 Law-Making Process

The legislature makes the law which determines the organisation, functions and procedures of public administration. A new department may be created to give effect to a particular law enacted by the parliament. However, the legislature control through the law-making process is very general. It is difficult, if not impossible, for the legislature to attempt to lay down in details the administrative procedures to be followed. Generally, the task of laying down the detailed rules is left to the executive who is known as Delegated legislation. But the executive makes the rules within the ambit of its authority, delegated by the legislature. It cannot transgress the limits of its authority. Sometimes, the legislature may require these rules to be placed before it for approval. In every democracy, there is a committee on delegated legislation to examine these rules and report back to the house about their authenticity. Just as the legislature may create new powers and functions, similarly it may make changes in them. It may also give the executive the power to make essential adjustments. Thus, in a general way, the organisation of public administration is determined by the legislature.

SELF-ASSESSMENT EXERCISE

The legislature makes the law which determines the organization, functions and procedures of public administration: Explain.

3.2 Question Hour

Questions constitute a very powerful device of parliamentary control over administration. In parliamentary democracies, there is a question hour which is the opening hour of the parliament meetings. During the question hour, any member of the house can ask questions to seek information in respect of any matter. The members are expected to give notice of their questions to the ministers. The ministers concerned prepare their responses with the aid of the civil servants in the departments. The minister is expected to respond to the question but he/she can also decline to answer a question on the ground that disclosing information regarding that particular matter is not in the public interest. If the answer to the question is not comprehensive and satisfactory, supplementary questions can also be asked to which the minister is supposed to give a proper reply.

The question hour has been described as a searchlight turned on the activities of the administration. Due to parliamentary questions, the administration is carried against a background of awareness of responsibility to parliament and the public. This keeps the administration

open. A minister has to be constantly asking him/herself, not merely whether his/her the proceedings and proceedings of those for whom he/she is responsible are legally or technically defensible, but what kind of answer he/she can give if questioned about them in the house, and how that answer will be received.

SELF-ASSESSMENT EXERCISE

Explain the importance of question hour.

3.3 Audit and Report

When money is sanctioned by the parliament for expenditure, it is also its responsibility to ensure that the money is spent judiciously. This control over public expenditure is done by the legislature, through the Auditor-General. He/she audits the expenditure incurred in and outside the country by the government and submits his/her report to the legislature. The Auditor-General while auditing the expenditure ensures that the money spent was given due sanction by the competent authority and that it is spent for the purpose for which sanction was granted. It also ascertains that the expenditure is incurred with due regards to the principles of financial propriety. The report submitted by the Auditor- General is scrutinized by the public Accounts committee of the legislature and therefore, the legislature discusses its findings.

SELF-ASSESSMENT EXERCISE

Explain the duties of Auditor-General of Nigeria.

3.4 Debate and Discussion

Debates and discussion are a very important occasion for the parliament to examine and scrutinize the activities and efficiency of various governmental agencies. The inaugural address of the president, the budget speech, introduction of a bill for the amendment of an Act or enactment of a new law, introduction of motion or resolution provides an occasion for debates and discussion. When the president opens the session of the parliament, the speech delivered by him/her is discussed in the parliament before a vote of thanks is passed. In the course of the discussion, the members of the parliament/National Assembly criticize the administration for its lapses and failures.

The Budget speech of the finance minister provides another opportunity to the parliament to review and criticize the function of administration. Budget debates, it may be said, are very important from the viewpoint of parliamentary control over administration. These debates are known as

the great annual national inquiries. At the time of considering demands for grants of the various departments, the parliament examines and scrutinizes the working of the whole departments. Whenever a bill is introduced for the enactment of a new law or amendment of an old Act, the parliament again gets an opportunity to review the function of administration.

SELF-ASSESSMENT EXERCISE

Debates and discussion are known as the great annual national inquiries: Discuss.

3.5 Appointment of Committees

The parliament as a whole is sometimes not in a position to go into details of the working of various administrative departments, due to lack of knowledge about their activities. Thus, it makes use of committees who can go into the depth of their working of different departments and keep a constant watch on their functioning. Some of the important committees are:

- Public Accounts Committee Estimates Committee
- Committee on Public Undertakings Committee on Assurances,
- Committee subordinate's legislature, etc.

The first three committees deal with financial control of public administration. The assurance committee is responsible for ensuring that the assurance given by the minister from time to time is implemented within time frames. The committee or subordinate legislation exercises the necessary checks over the authority delegated to the executive from time to time. In many democratic states, delegated legislation is a common practice; the parliament simply lays down broad principles and leaves the procedural details to be framed by the executive.

SELF-ASSESSMENT EXERCISE

Mention some of the important committees, and explain why committees are essential in the working of different departments.

4.0 CONCLUSION

The legislature enjoys a privileged position *vis-à-vis* administration. By free and unfiltered discussions on the floor of the house, he/she can exercise health influence upon the administration. But continuous and constant pin-pricking makes the minister and bureaucrats in his/her department timid and reluctant to shoulder responsibility. This practice

eventually proves harmful to the proper functioning of parliamentary democracy which is based on the harmonious combination of the amateur politician and expert administrator.

5.0 SUMMARY

This unit summarily addressed the issues of power arguing that when power is granted to administrators, it requires adequate control without crippling authority and that the greater the power, the more they need for control. The need for effective control of the exercise of power stems from the fear of its abuse or misuse, for if you give a man/woman power to do right, you also give him/her the power to do wrong. And, to ensure this safeguard against misuse of power certain measures of effective control over administration have to be evolved.

6.0 TUTOR-MARKED ASSIGNMENT

1. Would you say administration thrives on delegated legislation?
2. The Question Hour has been described as a search-light turned on the activities of administration: Comment.

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UNIT3 JUDICIAL CONTROL OVER ADMINISTRATION

CONTENTS

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Main content
 - 3.1 Cases of Judicial Intervention
 - 3.2 Judicial Remedies for Suing the Government
 - 3.3 Limitations of Judicial Control
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor-Marked Assignment
- 7.0 References/Further Reading

1.0 INTRODUCTION

Judicial control over administration means the powers of the courts to examine the legality of the officials' acts and the safeguard of the rights of the citizens. It also implies the right of an aggrieved citizen to bring a civil or criminal suit in a court of law against a public servant for the wrong done to him/her in the course of discharge of his/her public duty. L. D. White explaining the importance of judicial control writes: 'the system of formal external control over officials and their acts falls primarily into two main divisions – that exercised by the legislative bodies and that imposed by the courts. The purpose of legislative supervision is principally to control the policy and the expenditure of the executive branch, the end sought by judicial control of administrative acts is to ensure their legality and thus protect citizens against unlawful trespass on their constitutional or other rights.

2.0 OBJECTIVES

By the end of this unit, you will be able to:

- discuss the judicial intervention
- explain the judicial remedies for suing the government
- discuss the limitations of judicial control..

3.0 MAIN CONTENT

3.1 Cases of Judicial Intervention

In most modern democratic states, the accepted practice is that the judiciary can interfere with the administrative and quasi-judicial orders, whenever they suffer from lack of jurisdiction, a grave error of law and facts, abuse of authority, material irregularities of a procedure when it causes prejudice to the rights of the persons or the order has differed on account of bias. One thing that should be borne in mind is that the courts cannot interfere in the administrative actions on their own unless when invited to do so by any person who feels that his/her rights have been infringed or likely to be infringed as a result of some action of the public servants.

However, the courts cannot interfere in each administrative act. This is because too much of judicial interference may make the public officers be too conscious and timid and very little of it may make them negligent of the rights of the citizens. The need of the hour is to strike a balance between the two extremes. Therefore, no hard and fast principles can be laid down for judicial intervention, but the courts intervene in administrative cases on the following grounds:

3.2 Lack of Jurisdiction

Every officer has to act within the limits of the authority given to him/her and also within a specified geographical area. If he/she acts beyond his/her authority or outside the geographical limits of his/her powers, his/her acts will be declared by the courts as *ultra vires* or *null and void* hence ineffective. When an official uses his/her authority arbitrarily to harm some citizens, it is an abuse of power, which is technically known as malfeasance. At this juncture, the court has the power to come to the rescue of the affected persons.

i Error of Law

A public servant may misinterpret the law and may impose upon the citizens' duties and obligations which are not required by law. Any citizen, who has suffered on account of this, has the right to approach the court for damages.

ii. An error of Fact-Finding

There may be cases in which the official has erred in discovering facts. He/she may wrongly interpret facts or ignore them and thus may act on wrong presumptions. This may affect a citizen adversely and so there may be ground for bringing a case in a court of law.

iii. Abuse of Authority

If a public official uses his/her authority vindictively to harm some person, the court can intervene and punish him/her if s/he is found guilty of using his/her authority to take an act of personal revenge.

iv. Error of Authority

Above all, public officials have to act according to the certain procedure as laid down by the laws and if they do not follow the prescribed procedure, the courts have a right to question the legality of their action, on appeal from the party affected. This act, on the other hand, is known as procedural error.

SELF-ASSESSMENT EXERCISE

What is the judicial intervention? Explain some of the grounds for judicial intervention.

3.3 Judicial Remedies for suing the Government

Judicial remedies are available against the government officials in the cases mentioned above. Judicial control can be in the form of suing the state or the government itself or the public official concerned for his/her wrongful acts. The position regarding the suability of the government and public officials differs in countries following the system of rule of law or the administrative law. The rule of law system prevails in the USA, England and her Dominions and other commonwealth countries including Nigeria. The administrative system is practised in France and other countries of continental Europe.

The system of rule of law implies that everybody, high or low, official or private citizen is subject to the same ordinary law of the land and that the official cannot take shelter behind the state sovereignty in defending him/herself. In Nigeria, the constitution recognised the suability of the state, which by implication provides that the state is stable for contracts i.e. trading activities and is not usable for a tortuous act of its officials. In practice, however, the state is ordinarily held responsible for the tortious acts of its servants. On the other hand, in the countries where the system of Administrative law prevails, the liability for wrongful acts by its officials is fully established. There, the officials are tried not in ordinary law courts but in administrative courts which award damages from public funds to the aggrieved individuals. The state may later deal with the officials who have defaulted as it deems fit but so far as the citizen is concerned he/she should know that Judicial process is costly and poor persons cannot afford it. Poor people cannot approach the courts thereby making it appear as if judicial protection is meant for the rich people. The

judicial process is so cumbersome and dilatory that ordinary people hesitate to approach the court. Justice delayed is justice denied.

SELF-ASSESSMENT EXERCISE

Review some of the limitations on judicial control.

4.0 CONCLUSION

In all civilized countries, the actions of the government are made subject to the scrutiny of the court of justice. In the case of Nigeria, Lord Atkin observed that the executive can only act in pursuance of powers given to him by law. Also, in line with British jurisprudence, the position is that no member of the executive can interfere with the liberty and property of a British subject, except on the ground that he/she can substantiate the legality of his/her actions before a court of law. The unit also addressed that it is the tradition of British justice that judges should not shy away from deciding such issues in the face of the executive. Most importantly, the unit argued that in a democracy, the judiciary has a crucial role to play given that it is the guardian of conscience of the people as well as the law of the land.

5.0 SUMMARY

In sum, the unit argued that at one extreme the vigour of judicial control may paralyse effective administration while at the other the result may be an offensive bureaucratic tyranny so much so that creating a balance judicial administration relationship may be a major problem.

6.0 TUTOR-MARKED ASSIGNMENT

1. Define *Ultra Vires*? Why does a court declare acts as *Ultra Vires*?
2. What is procedural Error?
3. Explain how the Rule of Law can facilitate a balance in judicial administration.

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UNIT 4 COMMUNITY CONTROL OVER ADMINISTRATION

CONTENTS

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Main Content
 - 3.1 Election
 - 3.2 Recall
 - 3.3 Pressure Groups
 - 3.4 Advisory Committees
 - 3.5 Vigorous Public Opinion
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor-Marked Assignment
- 7.0 References/Further Reading

1.0 INTRODUCTION

People generally do not bother about the governmental machinery as they are busy in their daily pursuits with little time to think of the governmental machinery, yet the fact remains that it is they who set the whole mechanism of democratic government in motion. They elect the head of the state and the members of the legislature directly or indirectly. In some countries, they even elect the officials. Public administration is meant to serve the people who inevitably will suffer at the hands of irresponsible administration. Therefore, a democratic administration must be responsible to the people.

2.0 OBJECTIVES

By the end of this unit, you will be able to:

- explain election
- explain recall
- describe advisory committees
- get vigorous public opinion.

3.0 MAIN CONTENT

3.1 Election

The head of the state is usually elected by the people directly or indirectly. The president of Nigeria and USA are elected directly by the people. But

the prime minister in a parliamentary system is the leader of the party returned in majority by the people. The ministers are the members of the legislative and are elected by the people. The top administrative officials are responsible to the elected representatives of the people. In other words, these officials become indirectly responsible to the people and come under their control.

In some countries, like Nigeria, USA and Switzerland, there is the system of electing the administrative officials as well. This system ensures direct popular control over administration but it introduces political consideration into administration and encourages favouritism and patronage. It may also lead to inefficiency and corruption. Moreover, the people are generally ignorant and hence incapable of assessing the qualification and personal achievements of administrators. It is also impossible in some countries to elect all the officials. Hence, for administrative efficiency, integrity and impartiality, the election of officials by the people is undesirable and can hardly be advocated.

SELF-ASSESSMENT EXERCISE

Why is it necessary that those who hold important public offices should be elected directly by the people?

3.2 Recall

The system of recall is the logical corollary of the election of officials. Under the system, the electorate can call for the dismissal of an official before the expiry of his/her term. The system of recall makes the official continuously subject to popular whims and understanding and thus neglectful of the correct practices of his/her profession. However, the system of recall is very rarely resorted to if Prof. Charles Worth opinion is to be relied on. His position is that “the recall though not reduce the influence of bosses, corporations, or other special interests, it is just as useful and as available to bad elements as to good. More so, it has been determined that it has no warning effect upon an official who is about to make a mistake or to prepare a crime”.

SELF-ASSESSMENT EXERCISE

What is a recall? Does it hold sway in our society?

3.3 Vigorous Public Opinion

The most effective means of community control over administration is a vigorous and informed public opinion. Eternal vigilance is the price of liberty. If people are politically sluggish and indifferent to what goes on

in the administration, they will soon lose their interest, and administration will become despotic. In effect, the community has to become conscious of its rights and obligations before it can exercise any influence over administration. To this end, there should be enlightened public opinion so that decentralisation of administration may provide the local community with a better opportunity of intimate understanding and influencing the conduct of public business by the official.

SELF-ASSESSMENT EXERCISE

What is eternal vigilance?

4.0 CONCLUSION

It can be safely concluded that every popular government is ultimately responsible to the people since it is a creation of public opinion. In effect, it could be said that public administration is unlikely to transcend its creator in the depth of vision and insight except on marginal matters.

5.0 SUMMARY

It may be emphasised that an institutional structure, however elaborate and well contrived, cannot by itself be effective to tone up the administration unless the administration itself is permitted by high ideas and carried forward with a sense of dynamic purpose.

6.0 TUTOR-MARKED ASSIGNMENT

1. What is a Pressure group? Explain some of its objectives?
2. What are the formal methods of community control over administration?

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UNIT 5 INTERNAL CONTROLS

CONTENTS

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Main Content
 - 3.1 Personnel Management
 - 3.2 Efficiency Survey
 - 3.3 Professional Standards
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor-Marked Assignment
- 7.0 References/Further Reading

1.0 INTRODUCTION

Internal controls are those controls which operate from within the administrative machinery. They are fitted into the administrative machine and work automatically as the machinery moves. The Internal controls range from top to bottom. They exist in every section, branch and department. The administrative machine, as we know, is designed hierarchical, in which one controls the work of the other. There is always a fear of reprimand, of loss of superior favour, of the loss of increment, and demotion and dismissal. While the public administration punishes the ageing and inefficient officers, it provides incentives to loyal and efficient officers. Since the administrative machine has today become a complex structure, it is necessary to supplement its external controls by internal controls to make the machine work effectively.

2.0 OBJECTIVES

By the end of this unit, you will be able to:

- discuss personnel management
- explain efficiency survey
- discuss professional standards.

3.0 MAIN CONTENT

3.1 Personnel Management

Personnel management is one of the internal controls over administration. The administrative machine is hierarchical in structure. The hierarchical structure of administration provides for clear lines of responsibility. Referring to its importance, the Hoover Commission wrote,

“Responsibility and Accountability are impossible without authority - the power to control. The exercise of authority is impossible without a clear line of command from the top to the bottom and a return line of responsibility and accountability from the bottom to the top”. Under the hierarchical system of organisation, everyone is bound up in a single chain of command which makes an officer at a lower level response to the officer at the higher level.

Another device of control through personal management is the standardisation of established norms. The number of personnel required in each department, their grades and salaries, their recruitment and promotion, their retirement and dismissal, their training and transfer and other conditions of service is laid down by a central agency, known as the Home Department. Other Departments are required to adhere to the established norms laid down by the Home Ministry. The Central agency on the other hand lays down the general conditions and principles of personnel management, while the responsibility for detailed management may be left to the separate department. There can be no doubt that good public personnel management is an effective means of internal control over administration. Much will, however, depend upon the sense of justice.

SELF-ASSESSMENT EXERCISE

Explain the importance of authority or the power to control.

3.2 Efficiency Survey

Efficiency Survey of the work of an administrative unit is another effective method of internal control. Inspection has always been of great importance in the control of Public business. It is particularly valuable in a widespread organisation. The offices from the headquarters go on inspection to ensure that reasonable levels of efficiency are being achieved by the field establishments. There may be a body of expert inspectors too with the duty of making periodical visits to outstations and the authority to carry out a detailed examination of current procedures and results. It is essential that officials posted for inspection should have a wide knowledge and experience of the authorised work and regulations. They should also be skilled, in conducting investigations with the least friction with the local officials. In effect, for inspection to be efficient tactfulness must be applied; otherwise, it may do more harm than good. To therefore achieve this, a continuous and systematic system of efficiency surveys is called for. It is hoped that the organisation and method (O&M) system will find out solutions to the problems presented by efficient auditing.

SELF-ASSESSMENT EXERCISE

Why is it that efficiency survey cannot be compromised in internal control of administration?

3.3 Professional Standards

Public officials must cultivate high standards of conduct. Every profession has its professional code of ethics to which the members follow. The government service is also professional in nature and naturally, therefore, public servants should also adhere to the entire professional code of ethics. They should be non-corruptible loyal, humble, non-partisan, honest, efficient and public servants of integrity. The British civil servant is known for its administrative ethics. In Nigeria, there is a voluminous code of conduct for civil servants but they are mostly breached. Hence, what is needed is a self-cultivated code of conduct. There are far more moral lapses on the part of our civil servants. Corruption in civil service is widely prevalent in this country.

According to Prof. Dimock, “the professional standards, ethics, philosophy, attitude and ideology of the public services are the surest means of securing a satisfying rapport. Group consciousness and responsibility, although, may lead to exclusiveness paradoxically is the very force which can correct the inherent defects of bureaucracy. Thus professional ethics provide rules of the game which do more to control public officials than any external or internal control can do.

SELF-ASSESSMENT EXERCISE

What is the professional code of ethics?

4.0 CONCLUSION

For the achievement of high professional standards, the responsibility cannot be placed entirely upon the shoulders of the official. The official works in the society and a society in which bribery, corruption, nepotism, favouritism and lawlessness are the order of the day, cannot have a chaste civil service. The society must therefore reform itself. The leaders of the society must come forward and take upon themselves the task of caring for the society of its ills.

5.0 SUMMARY

James McCanny has summarised control over the administration with the following statements “Next and probably most significant of all, the permanent officials of government are responsible to themselves. They

must answer to their consciences, to their sense of dignity and pride, to the opinions of their fellowmen and to their hopes of esteem for the record they leave behind them, above all to their devotion, their own honest effort to define the total welfare and to serve it”

6.0 TUTOR-MARKED ASSIGNMENT

1. Define Authority.
2. For the achievement of high professional standards, the responsibility cannot be placed entirely upon the shoulders of the officials: Explain.

7.0 REFERENCES\FURTHERREADING

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MODULE 5 THE CONCEPT OF LEADERSHIP

Unit 1	Leadership
Unit 2	Planning
Unit 3	Coordination
Unit 4	Delegation
Unit 5	Communication

INTRODUCTION

With the functions of the government constantly increasing for the realisation of a welfare state, the need for administrative leadership has acquired a special urgency. Our Government is setting up large and complex organisations for the management of public sector undertakings— a field so far left to the private sector, which requires managerial talent of a high calibre and effective leadership. With the development of local government/institutions, we have thrown open the channels through which leadership can grow in the local areas. In the social field, more hospitals, more schools, more institutions for social welfare and social security throw a challenge to the administration. In this module also, the importance of planning, coordination, supervision and communications are emphasised.

UNIT 1 LEADERSHIP

CONTENTS

1.0	Introduction
2.0	Objectives
3.0	Main Content
3.1	The Meaning of Leadership
3.2	Functions of Leadership
3.3	Qualities of Leadership
3.4	Leadership Styles.
4.0	Conclusion
5.0	Summary
6.0	Tutor-Marked Assignment
7.0	References/Further Reading

1.0 INTRODUCTION

The overwhelming significance of the problems of leadership has mounted with the revolutionary growth of such factors of size, complexity, specialisation, organisation, entities, technical developments and social demands. Thus the first and foremost task of management is

to provide leadership, to guide and direct the work of the group as a whole toward desired objectives.

2.0 OBJECTIVES

By the end of this unit, you will be able to:

- explain the meaning of leadership
- differentiate between leadership, power and authority
- list the functions of leadership enumerate the qualities of a good leader
- mention the four leadership styles.

3.0 MAIN CONTENT

3.1 The Meaning of Leadership

Leadership is often regarded as the important modifier of organisation behaviour. It is said, “get the right man/woman in the leadership job all your problems will be solved”. No one can deny that these personal qualities do pay dividends but leadership is not all personal pre-eminence. It is something more, and that “something more” is the essence of leadership. It is the capacity to set new goals, to hold forth new and loftier expectations for the group, to embody moral and spiritual aspiration and to show the group its nobler potentialities that make a man or woman a leader.

Leadership has, therefore, double meaning. The dictionary meaning of the verb to lead shows that the term is used in two different senses. (a) ‘to excel, to advance, to be prominent’ and (b) to guide others, to be head of an organisation, to hold command’. In the former sense, leadership is identified with individual pre-eminence and in the latter sense; it is identified with managerial talent or leadership, consequently, A person is born with the talent for personal leadership, he must learn management leadership.

SELF-ASSESSMENT EXERCISE

Leadership is often thought of being primarily person in character: Explain.

3.2 Functions of Leadership

According to Bernard, a leader performs only four functions, such as:

- (a) The determination of objectives,

- (b) The manipulation of means,
- (c) The control of the instrumentality of action, and
- (d) The stimulation of coordinated action.

The most exhaustive effort to attempt at the functions of leadership has been made by the studies at Ohio State University. The Ohio state work was largely concerned about leadership in formal organisations, most particularly the U.S. Navy, and lasted for seven years from 1946 to 1953. It established nine dimensions, three of which are unique, as mentioned below.

- i. Maintenance of Member:** This involves the closeness of the leader to the group, the frequency of his/her interactions, and his/her acceptability to the group.
- ii. Objective Attainment:** The leader has basic responsibility for seeing that work patterns are stable and understandable. It must also see that the group achieves its goal.
- iii. Group Interaction Facilitation:** The leader works to facilitates effective interaction among organisation members. Communication is particularly an important feature of this dimension.

However, the functions of leadership is to induce or persuade all subordinates or followers to contribute willingly to organisational goals under their maximum capability. It, therefore, follows that good leaders must strive towards achieving unity and cohesiveness in the organisation and to see that members are pleased and are satisfied with the leadership.

A good leader must provide initiative and impetus in setting objectives in cooperation with his/her followers and subordinates. He/she must provide information and create room for the discussion of the objective.

SELF-ASSESSMENT EXERCISE

What are the functions of leadership?

3.3 Qualities of Leadership

An effective leader should possess some basic qualities of leadership which include the following:

Intelligence: A certain amount of intelligence is required if a leader is to succeed in directing the affairs of his/her subordinates.

Judgment: Leaders must ensure that they make sound decisions at all times by considering all facts before making a judgment.

Objectivity: Leaders must put behind them personal biases, preferences and idiosyncrasies while tackling work-related problems. All facts and aspects of a problem must be properly investigated before a decision is taken.

Initiative: Leaders must have a programme and must be persistent in realising the goals of the programme. Leaders must be initiators who are highly self-motivated. Have a considerable amount of personal drive, skill and will to undertake a programme.

Dependability: Those who lead must be firm in their dealings so that people can rely on them, they must also be accessible to their subordinates whenever the need arises.

SELF-ASSESSMENT EXERCISE

Enumerate the qualities of a good leader.

3.4 Leadership Styles

Below are the four most important leadership styles or typologies.

Authoritarian, Democratic, Charismatic, and Laissez-faire type.

The authoritarian leader is described as directive and production – centred. A democratic leader is said to be participatory and employee centred. The authoritarian approach grew out of F.W Taylors scientific management movement while the democratic approach developed from the researches and experiments conducted by Elton George Mayo (1924-32) at Hawthorn Western Electrical Company and supported by IOWA and Michigan studies. The authoritarian leader is not concerned with the welfare of his/her employees rather he/she is only interested in higher productivity. The reverse is the case of democratic leadership which is employee-centred. Here the leader considers employees welfare first, then productivity second. He/she does general surveillance of his or her employees rather than a specific and closed type.

The idea of charismatic leadership was put by Marx Weber, such type of leader is a natural leader of men/women. People follow him automatically because of his inborn qualities. He is a friendly and a guide to his followers or subordinates, the *laissez-faire* means, non-interference by the leadership, complete freedom of the group without the direction of any leader. This style of leader provides his followers or subordinates with little or no direction whatsoever. The followers or

subordinates are given broad general instructions by the leader but the methods and details of how the work is to be done is left to the followers or subordinates.

SELF-ASSESSMENT EXERCISE

What are the four most important leadership styles?

4.0 CONCLUSION

Thus, there is a need to find a middle ground. The new ground has been termed as “Reality-Oriented leadership” the emphasis on power is one aspect, and human relations is another of this new direction. It is found that if a leader abdicates his/her interest in and responsibility for production; it will harm both productivity and morale.

5.0 SUMMARY

It is very important to mention that leadership is not the activity of an individual alone. In a large scale organisation, leadership becomes a collective activity since no single individual can meet the tremendous demands of working out the whole organisation.

6.0 TUTOR-MARKED ASSIGNMENT

1. Define leadership and explain what makes certain people leaders.
2. Authority and leadership are closely related: Explain.
3. What is a welfare state?
4. Name and explain at least ten attributes of effective leader.

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UNIT 2 PLANNING

CONTENTS

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Main Content
 - 3.1 Meaning of Planning
 - 3.2 Characteristics of Planning
 - 3.3 Kinds of Planning
 - 3.4 Advantages and Disadvantages of Planning
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor-Marked Assignment
- 7.0 References/Further Reading

1.0 INTRODUCTION

Planning is preparation for action. It is an inherent part of individual and of co-operative or collective endeavour. Thieves plan a theft and the politicians at the highest level plan a policy-making or marrying the future of a nation, or seeking the survival or the extinction of humanity. Every aspect of governmental action is to be planned –objectives, policies, organization, finances, work methods, incentive system and public relations. Planning is ‘a rational process characteristic of all human behaviour’. Therefore, planning has been widely adopted as a means of accelerating economic growth in backward economics of the world.

2.0 OBJECTIVES

By the end of this unit, you will be able to:

- list the advantages and disadvantages of planning
- define planning
- explain the characteristics of planning
- explain the types of planning

3.0 MAIN CONTENT

3.1 Meaning of Planning

Planning is deciding in advance what is to be done. It comprises the selection of objectives, policies, procedures and programmes from among alternatives. In the words of Millet, ‘planning is the process of determining the objectives of administrative effort and of devising the

means calculated to achieve them'. There are writers like Millet and White who distinguished between policy-decisions and planning. They regard planning as a technique which anticipates policy decisions. Thus in the words of Millet, 'the word planning in and of itself, is neutral; it implies no particular set of goals and no one special type of procedure, dictatorial or otherwise.

Planning is simply the endeavour to apply foresight to human activity, planning anticipates desired results and prepares the steps necessary for their realisation'. Again in his planning and administration, Millet writes, 'it must be repeated that planning presupposes no particular set of objectives or any one conception of political values. Planning acts as a moderator to the over-estimated target of policy. Although planning affects policy it is only a means to the execution of policy-decision. It is not desirable to stretch the difference too far. Policy and planning as aims and means have a reciprocal relationship. While policy formation is a political task, planning is an administrative task.

SELF-ASSESSMENT EXERCISE

Define planning. Why is planning neutral in itself, according to Millet?

3.2 Characteristics of Planning

The Following Characteristics of Planning May be Identified

- Planning is closely associated with the goals of the organisation. These goals might be implicit or explicit; however, well-defined goals lead to efficient planning.
- Planning is primarily concerned with looking into the future. It requires forecasting of future situation in which an organisation has to function.
- Planning involves a selection of the best alternative to achieve the objectives of the organisation.
- Planning is comprehensive and includes every course of action in the organisation.
- Planning is an interdependent process. It coordinates the activities of various departments, sections and subsections.
- Planning is flexible as it is concerned with future conditions which are dynamic

SELF-ASSESSMENT EXERCISE

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What are the characteristics of planning?

3.3 Kinds of Planning

As the concept planning indicates, it is impossible to suggest watertight categories of planning. Planning is a seem less web covering all the activities of the government. Some of the types of planning suggested are self-contained. They are mere ideal types.

- a. **Over-all Planning:** Over-all Planning may be termed as a socio-economic planning. It deals with the planning of natural resources, objectives and activities of the society. Such a system of planning crushes individual initiative and dwarf's enterprise. This type can be implemented in a totalitarian state. It is neither possible nor desirable in a democratic society as it saps individual liberty, kills initiatives, introduces state capitalism, strengthens bureaucracy and brings in many evils.
- b. **Limited Planning:** This planning does not centralise all the socio-economic activities at one focal point. The state opting for this type of planning selects the main objectives which the society as a whole considers fundamental and through proper planning and regulation of the activities of the individuals and groups, would direct the life and the society in such a way, till these objectives are attained. Such planning is conceived in a democratic society like Nigeria.
- c. **Administrative Planning:** Administrative planning is mainly concerned with administrative programmes. Planning in the context of administration begins where general policy stops. It is concerned with how ends can be brought to fruition.' Prof. Pfiffner is also of the view that Administrative planning is 'a routine level of operation which value questions seldom arise'.

SELF-ASSESSMENT EXERCISE

What are the types of planning?

3.4 Advantages and Disadvantages of Planning

The Following Arguments have been put Forth in Favor of Development Planning:

- i. **It is Farsighted:** A planned authority takes into consideration the overall view of the entire economy and fixes the target and objectives in such a way that promotes the welfare of both the present and future generations.

- ii. **It is Helpful for Rapid Economic Development:** Development planning is essential particularly in the underdeveloped countries for achieving rapid economic development. The planning authority invests in different sectors of the economy in such a way that rapid economic development is achieved.
- iii. **Maintenance of Economic Stability:** The unplanned capitalist economy by its very nature is unstable. It is subject to economic fluctuations. Development planning has proved a powerful instrument for removing instability. Planning authority takes the various economic decisions which are far-sighted, broad-based, well-coordinated and well planned. Therefore, economic fluctuations are avoided and a greater degree of economic stability is maintained.
- iv. **It Provides Sufficient Economic and Social Service to the People.** Generally, in the underdeveloped countries, there is the shortage of funds and therefore, it is not possible to make the provision of sufficient economic and social services like education, medical, transportation, communication, banking, water, power supplies, etc. The planning authority has sufficient resources to invest in these various social services which encourage economic development.
- v. **Achievement of Market Perfection.** Market imperfection is one of the major obstacles to economic development in underdeveloped countries. Unless it is removed, rapid economic development cannot be achieved. In a planned economy, there is the proper allocation and optimum utilisation of natural and human resources, both the money and capital markets are properly organised and developed. The productive resources are coordinated based on the principle of maximum technical efficiency which helps in removing market imperfection and a vicious circle of poverty.

Disadvantages of Planning

- vi. That development planning and economic freedom cannot go side by side. In development planning, there is the complete loss of economic freedom. Production is not according to the tastes and preferences of the people and thus, the consumer's sovereignty is lost. There is no freedom of occupation and independent moral judgment; therefore it is not practicable in democratic countries.
 - i. It is a sort of dictatorship: The decisions of the planning authority are imposed on the general public irrespective of their choices.

- ii. It reduces administrative efficiency under planning, the planners and the workers do not have as much interest and initiative as the individuals have under free markets economy. Therefore, the efficiency falls due to various evils like red-tap, dishonesty, corruption, lack of responsibilities and incentives.
- iii. It is subject to various conflicts. In a planned economy, there is always some sort of conflicts among the planners because of selfish motives. Hence it becomes difficult to achieve fully the targets and objectives.
- iv. It is inflexible. It means that the desired changes cannot be brought about easily in the plans.

SELF-ASSESSMENT EXERCISE

What are the disadvantages of planning?

4.0 CONCLUSION

In this unit, we have discussed the meaning of planning, characteristics, kinds, and pre-requisites of effective-planning. We have also dealt with the advantages and disadvantages of planning, and most importantly, the meaning and concepts of planning.

5.0 SUMMARY

Therefore, while formulating the plan, the administrative aspects, issues and implications of a programme should be carefully analysed and taken care of in the plan. Nigeria has embarked upon the unique experiment of long scale democratic planning and the world is watching as well as waiting anxiously for their implementation.

6.0 TUTOR-MARKED ASSIGNMENT

- 1. What are the advantages of planning?

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UNIT 3 CO-ORDINATION

CONTENTS

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Main Content
 - 3.1 The Meaning of Co-Ordination
 - 3.2 Types of Coordination
 - 3.3 Principles of Coordination
 - 3.4 Hindrances to Effective Coordination
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor-Marked Assignment
- 7.0 References/Further Reading

1.0 INTRODUCTION

A battle may be lost, how much strong the forces maybe if there is no coordination among the various wings, divisions and units of the army. Efforts have to be synchronised if the object in view is to be achieved without much cost. As in battle, so as in administration hence no organisation, how much competent its staff may be, can achieve the desired objective without co-ordination. It is the first principle of management to ensure that the organisation works well, that no part of it repeats what the other part does, that no employee works at a cross-purposes and that there is no conflict among various units. This is, therefore, technically called coordination.

2.0 OBJECTIVES

By the end of this unit, you will be able to:

- discuss meaning of co-ordination
- discuss types of co-ordination
- explain hindrances to effective co-ordination.

3.0 MAIN CONTENT

3.1 The Meaning of Coordination

Negatively, coordination means the removal of conflicts and overlapping in administration, positively, it means to secure cooperation and teamwork amongst the numerous employees of an organisation. Some of the definitions of coordination are as follows: In general, coordination means making all parts of an organisation work

harmoniously, without conflicts and without cross-purposes, to achieve the defined goal. It may, however, be mentioned that co-ordination is a means and not an end in itself. In the words of Newman, “it is not a separate activity but a condition that should permeate all phases of administration”.

Coordination is, therefore, the synchronisation of efforts for a common purpose, cooperation is a collective action of one person with another. Cooperation emphasises collective action of members for certain common goals and any organisation is thus a corporative organisation. However, it is not necessary that coordination also exists in such an organisation. Cooperation emphasizes collective action of members for certain common goals and any organisation is thus a corporative organisation. However, coordination does not need to also exist in such an organisation.

3.2 Types of Coordination

Coordination can be of two types

- i. Internal or functional which is concerned with the coordination of the activities of individuals working in an organization and
- ii. External or structural which is concerned with coordinating the activities of different organizational units.

Both types of coordination are affected horizontally and perpendicularly. Horizontally, coordination fosters inter-relationship between one employee and another, between one section and another, between one division and another and between one department and another. Perpendicularly, coordination is established between one employee and his/her officer, between an officer and his/her next superior and so on and between one section and a branch and a division and so on.

SELF-ASSESSMENT EXERCISE

1. What is coordination?
2. Explain the two types of coordination.

3.3 Hindrances to Effective Coordination

The vast and expanding activities of the government, the thinning of the span of control and the lack of delegation on the part of high-ups in administration make effective coordination difficult. There is also a limit to which an agency can achieve in coordination. According to Gulick, some of the difficulties arise from:

- i. The uncertainty of the future as to the behaviour of individuals and people,

- ii. The lack of knowledge, experience, wisdom and character among leaders and their confused and conflicting ideas and objectives.
- iii. The lack of administrative skills and techniques,
- iv. The vast number of variables involved and the incompleteness of human knowledge, particularly concerning man and life.
- v. The lack of orderly methods of developing, consideration, perfection and adoption of new ideas and programmes.

In addition to the above, Seckler- Hudson had put forth the following four points. These are the

- i. Size and complexity.
- ii. Personalities and political factors.
- iii. The lack of leaders with wisdom and knowledge on public administration and
- iv. The accelerated expansion of public administration to international dimensions.

Whatever the hindrances, it is obvious that they must be removed in the over-all interest of the effective working of an organisation.

SELF-ASSESSMENT EXERCISE

Mention five hindrances to effective coordination.

4.0 CONCLUSION

In this unit, we summed up by reminding ourselves that we have so far discussed the meaning of coordination, the need for coordination, types of coordination, techniques of coordination, principles and its hindrances towards an effective development planning. Finally, the distinctions between coordination and co-operation were also illustratively discussed.

5.0 SUMMARY

Thus, coordination is a centripetal force in administration. It can be achieved both through formal and informal methods. The written and verbal communications, conferences round table meetings, institutional devices, etc. Play as prominent a part in effecting coordination as informal methods like lunches and dinners and meetings in committees and conferences.

6.0 TUTOR-MARKED ASSIGNMENT

1. Define coordination.
2. Explain the need for coordination.

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UNIT 4 DELEGATION

CONTENTS

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Main Content
 - 3.1 Meaning of Delegation.
 - 3.2 Need for Delegation
 - 3.3 General Principles of Delegation
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor-Marked Assignment
- 7.0 References/Further Reading

1.0 INTRODUCTION

Delegation of authority is a feature common to all types of large scale organisations. The concept of the unity of command envisages that every activity within the department must emanate from the leader or the father but this is possible only in small scale organisations or in organisations where face-to-face relation is possible. In large organisations, the need for delegation arises because of the limitations of a span of control. A formal structure in the form of a scalar is built up in which comes to life by the process of delegating authority. Though legally, the whole authority rests with the head of an organisation, in practice, however, sufficient authority has to be delegated down the line to various employees for it is humanly impossible for the head to carry the whole burden of an organisation on his shoulders.

2.0 OBJECTIVES

By the end of this unit, you will be able to:

- explain the meaning of delegation
- discuss the need for delegation
- enumerate the principles of delegation.

3.0 MAIN CONTENT

3.1 Meaning of Delegation

According to Mooney, delegation means conferring of specified authority by a higher to a lower authority. It means that delegation is the devolution of authority by a superior person to his agent or subordinate subject to his supervision and control. Legally, the delegated authority

still belongs to the principal, but in practice, its exercise is allowed to the subordinate or agent. Terry, however, does not agree with Mooney's interpretation of delegation. To him, 'delegation means conferring authority from one executive organisation unit to another'. Thus, delegation is not essentially devolution of power from a higher to a lower authority, and between equal authorities.

Described in terms of the degree of authority delegated, delegation may be:

- i. full or partial
 - ii. Conditional or unconditional
 - iii. Formal or intermediate
- i. Delegation is full when complete powers are conferred on the agent for example, when the diplomatic representative is sent abroad with full powers to negotiate. It is partial when he/she is required to get advice and guidance on critical points from the delegating authority in his/her country.
 - ii. Delegation is conditional when the action of a subordinate is subject to confirmation and revision by the superior, it is unconditional when subordinate is free to act without reservations.
 - iii. Delegation is formal when embodied in written rules, by-laws or orders. It is intermediate when it is made through a third person. Intermediate delegation is rarely found. Mooney gives two instances of such delegation. They are the election of the president of USA by the people through Electoral College and the election of the pope by the congregation through Council of Cardinals. It may however, be mentioned that delegation does not mean abdication of responsibility on the part of delegating authority. It is only delegated and not surrendered. Ultimately, it is the delegating authority which is overall responsible for the conduct of all those to whom it has delegated the authority.

SELF-ASSESSMENT EXERCISE

Explain in your own words the meaning of delegation.

3.2 General Principles of Delegation

- i. Delegation should be written and specific.
- ii. Authority and responsibility for each position in the management group should be spelt out and delegation should be made to a position rather than to an individual.
- iii. The authority to be delegated should be within the competence of subordinates to exercise safely.

- iv. Delegation should be properly planned and systematized.
- v. There should be free and open lines of communication between the delegations and delegates. This brings the superior and subordinates closer and can help in solving many problems which come in the way of delegation.

SELF-ASSESSMENT EXERCISE

Mention some of the principles of delegation.

4.0 CONCLUSION

So far, we have discussed the need for delegation, the meaning and definitions of delegation. We have also discussed the characteristics of delegation, the hindrances of delegation and the general principles of delegation. Therefore, the essence of delegation as we understood from the conclusion of this unit is that delegation is to confer direction upon others to use their judgment in meeting specific problems within the framework of their duties.

5.0 SUMMARY

To sum up in the words of White: “Circumstance of magnitude and volume, however, require some delegation of authority, and the settlement of much business at the point where it arises. The convenience of citizens alone compels most matters to be handed outside Washington. The avoidance of delay in administrative bottleneck requires decisions at a hundred or a thousand field officers rather than in a single headquarters establishment. In some cases, proper adjustment of policy and programme to local condition requires discretionary field decisions. Certainly, the delegation of authority means greater energy, a higher sense of responsibility, and better morale among field agents. They are not content to be mere messenger and reporter of their Washington superiors”.

6.0 TUTOR-MARKED ASSIGNMENT

What is the devolution of power? Does this mean abdication of responsibility?

7.0 REFERENCES/FURTHER READING

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UNIT 5 COMMUNICATION

CONTENTS

- 1.0 Introduction
- 2.0 Objectives
- 3.0 Main Content
 - 3.1 Meaning of Communication
 - 3.2 Types
 - 3.3 Barriers in its Way
- 4.0 Conclusion
- 5.0 Summary
- 6.0 Tutor-Marked Assignment
- 7.0 References/Further Reading

1.0 INTRODUCTION

Communication has come to be recognised as an important principle of administration. For the achievement of agency objectives, effective communication is really of vital importance. Millet rightly described communication as the “bloodstream of an administrative organisation”. Pfeiffer also portrays it as ‘the heart of management’. Truly speaking, the management literature is replete with articles on communication. In top democracies of the conferences, workshops and other training programmes are organised to develop communication skills. It is a crucial element in management. Its study has become important because public sector administration is involved in vital problems of human beings. Communication is a two-way traffic in an organisation. Not only the superior bosses communicate decisions and instructions, but the subordinates also communicate facts and information to the central or head office. Thus, communicate is both upward and downward.

2.0 OBJECTIVES

By the end of this unit, you will be able to:

- explain the meaning of communication
- mention the types of communication
- recognise some barriers to communication.

3.0 MAIN CONTENT

3.1 Meaning of Communication

Communication is two-way traffic. It does not only mean the authority of communicating decisions or instructions to the subordinates. The

subordinates also have to communicate facts and information to the authority in the organisation. Communication thus means inter-change of thoughts, partaking of ideas and a sense of participation and sharing. In the words of Louis A. Allen, 'communication is the sum of all the things one person does when he wants to create understanding in the mind of another. It involves a systematic and continuous process of telling, listening and understanding'. According to M.W. Cunnig, "The word communication describes the process of conveying messages (facts, ideas, attitudes and opinions) from one person to another so that they are understood'. According to Tead, 'the underlying aim of communication is a meeting of minds on common issues.

Thus, communication means interchange of thought, ideas and sense of participation and sharing between two or more people. Generally, it is viewed as the use of symbols for transferring certain information, but the more important aspect of communication is the fact that communication is a personal process that involves the exchange of behaviour.

Communication is successful when:

- 1 The meaning is shared by all the parties involved, and
- 2 The parties involved act in the direction consistent with the shared meaning.

SELF-ASSESSMENT EXERCISE

Define Communication.

3.2 Types of Communication

- i. Communication may be Internal, External and Interpersonal**
Internal communication deals with the relationship between the organization and its employees. External communication is concerned with the relations of the agency with the public and is called public relations. Interpersonal communication means the relationships among the agency's employees.
- ii. Communication may be Upward, Downward and Across**
Upward communication is attained by systematic, written and verbal reports of performance and progress, statistics and accounting reports concerning work, written and verbal request for guidance, suggestions and discussions.

This provision is made for the high ups to procure evidence about work problems.

Downward communication is achieved through devices through directives from written or verbal orders, staff conferences, budget sanctions, manuals and establishment authorization. The higher level makes use of these devices both for command and control and to inform the lower echelons regarding its attitudes and ideas and to render advice, guidance and direction. A cross-communication is attained through an exchange of written or verbal information and reports, formal and informal contacts, co-ordination committees and staff meetings. Through this type of communication, different but related parts of the organisation are geared together.

iii. Formal and Informal

Through formal communication, decisions and instructions can be transmitted to those for whom they are meant. Such formal communication is done through codes of conduct or manual of the organization. However formal channels of communication are not adequate to meet the need for human understanding of the problem involved. Hence the need for informal communication arises. It supplements the formal system of communication. The interpersonal contacts and relationship constitute the media of informal communication.

SELF-ASSESSMENT EXERCISE

Explain types of Communication.

3.3 Barriers in Its Way

(i) Complexity of Language

Communication suffers a setback due to tyranny of words which at best constitute poor means for the expression of ideas. The Oxford Dictionary records an average of twenty-eight separate meanings for each of the 500 most used word in the English language. The limit is the position in other languages, intentional words hinder mutual understanding. According to Terry, “intentional words do not refer to something that can be pointed out. They neither always connote an identical meaning to different persons nor the same meaning to the same person at all times”.

(ii) Ideological Barriers

Pfiffner is of the view that ideological barriers also impede

communication.

He said, “Differences in background, education and expectation result in different social and political views. These are probably the greatest handicaps to effective communication and probably the most difficult to overcome”. Lack of common experience and common background further adds to the problem and make the meetings of minds difficult, if not impossible.

(iii) Lack of Will

Some administrators do not accept administration as a co-operative endeavour or a group effort. They are not prepared to share their ideas with their subordinates. In simple words, they do not relish communication from below. It develops sycophancy amongst the subordinates who report only that information to the superior which is palatable to him. Such loyalty spoils the boss and consequently weakens his morale.

(iv) Lack of Recognised Means

Lack of definite and recognised means of communication constitutes a great barrier. Formal channels are not adequate. Hence informal channels are to be set up. Appleby rightly opines that “a good deal of circumvention of formal procedures is essential to make the transaction of business possible”. Pfiffner also holds the same view that “The ability to short circuit formal channels is, thus, a necessary and valuable art”.

(v) Size and Distance

E-Government

The importance of communication falls to the "how" of public administrators, or how they get the message out to constituents about government activities. E-government is especially helpful in delivering information to constituents as consumers. Any agency can use an agency website to provide notices about upcoming meetings, policy initiatives, rules, procedures and other details that affect the public. In the best models, e-government provides an opportunity for dialogue between public administrators and citizens without the barrier of size or distance.

SELF-ASSESSMENT EXERCISE

What are the barriers to communication?

4.0 CONCLUSION

Communication is a process which involves the elements of the sender (The person who intends to make contact), ideas (subject-matter of communication), encoding (language or symbols), channel (media agencies like telephone, telegrams, circular etc), and receiver (person to whom the message is sent), decoding (conversion of symbols received from the sender), and feedback (ensuring that the receiver has got the message and understood it properly).

5.0 SUMMARY

Communication must be clearly understood, as a two-way process. Two-way communication brings two minds together which is the basic core of any communication. A communicator must be a good listener too.

6.0 TUTOR-MARKED ASSIGNMENT

According to Terry, eight factors are essential for making communication effective, name these eight factors.

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