

## **ACKNOWLEDGEMENTS**

We acknowledge the contributions of our students whose quest for knowledge in Public Administration has provided a stimuli for the publication of this book

We give special thanks to our colleagues in the Department of Public Administration in Lagos State University who despite their immense academic and administrative responsibilities have found time and energy to contribute chapters to this book.

We also thank Ben-Bright, Mrs. Tinu Kaka, Mr. Abiodun Ilori, Mrs. Titilayo Ibiyeye and other secretarial hands for typing the manuscripts.

Finally, we are grateful to our publishers for their services.

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June, 2007

## **PREFACE**

This book provides a comprehensive introduction to the study of Public Administration. In Nigeria like a sense of identity. This is due to the diversity and complexity in its theoretical sources. Public Administration drew its theories mainly from Political Science, Sociology, Anthropology, Management, and a host of other disciplines, thereby making it eclectic in nature and scope.

Public Administration is taught either as an autonomous discipline or as a sub-discipline of Political Science in several universities. In Nigeria, Public Administration is generally taught as a sub-discipline of Political Science. However, there are a few universities like Lagos State University (LASU), Obafemi Awolowo University (OAU), Ahmadu Bello University (ABU) and University of Nigeria, Nsukka where Public Administration is taught as an autonomous discipline. As a result of its sub-treatment within Political Science discipline, little attention is given to substantive Public Administration topics in political science textbooks. Quite often, peripheral analysis is given to the study of Public Administration. It is this gap that this introductory book in Public Administration attempts to address among other objectives.

The book is a compilation of substantive topics in Public Administration. These topics are: the Concept of Public Administration; Public Administration as an Academic Discipline; Historical Development of Public Administration; Ecology of Public Administration; The Qualities, Functions and Constraints of the Public Administrator; Public Administration and National Development; Ombudsman in Public Administration; and Women in Public Administration.

Aside from the demands of filling the gaps created by the neglect of the subject of Public Administration by Political Science scholars, the book also intends to meet the knowledge needs of the teeming students of Public Administration at the undergraduate and post-graduate levels. Students are often faced with the problems of dearth of textbooks dealing with the subject of Public Administration. A cursory glance at textbooks on library shelves often show an array of subject of politics. Quite often, very few shelves display book on Public Administration. A visit to major and minor bookshops dealing in tertiary textbooks also revealed similar problem. This does not reflect the unpopularity of the discipline of Public Administration as a course of study as many students are subscribing to the course on a large scale both at the sub-undergraduate, undergraduate and post-graduate levels. Rather, the major explanation for this dearth is the shortage of scholars in Public Administration.

The book is also useful resource material for practicing Public Administrators who had no formal training in Public Administration but desire an insight into the principles, concepts, and practice of Public Administration. It is also useful to policy makers who may desire a better insight into the techniques and dynamics of Public Administration.

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June 2007.

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## **CHAPTER ONE**

### **THE CONCEPT OF PUBLIC ADMINISTRATION**

***JACOB FATILE***

#### ***Introduction***

Public Administration is a feature of all nations, whatever their system of government. Within nations, Public Administration is practiced at the central, intermediate and local levels. Indeed, the relationships between different levels of government within a single nation constitute a growing problem of Public Administration. Public administration is therefore constantly in the news. Chandler (2000) observed that it features in the debates on the advantages and disadvantages of privatization, the extent of corruption or dedicated altruism among public servants, the degree to which local government values a sense of community or whether we are increasingly being dominated by faceless administrators in the state.

As a practice, the discipline has existed as long as political system has been functioning and trying to achieve programme objectives set by the political decision makers (Heady, 1979:21). Public Administration as a field of action refers to the mechanics and structures through which government policies are implemented (Onuoha, 1999:262). It can also be described as a field of systematic study although this is a recent development. As a field of knowledge, it studies the mechanics and structures through which government implements its programme. In a democratic society, it is not enough to adopt laws in response to public opinion. An efficient and supportive bureaucracy must discharge its responsibilities. Otherwise, the objectives of the leaders of government as reflected in the laws enacted and policies adopted may not be realized.

The seminar article of the American scholar and former president, Woodrow Wilson in 1887 titled, "The Study of Administration" which called for science of administration is widely regarded as marking the beginning of the academic study of the subject. Edigin (1996) noted that since that time of Wilson, Public Administration has become a well-recognized area of specialized academic and practical interest that has elicited much scrutiny. However, Public

Administration as an academic study has not developed with anything like the rapidity of other social science disciplines.

### ***What is Administration?***

Administration has Latin root. The word is derived from two Latin words “*Minor*” and “*Ministrare*” meaning to “Serve” and “to govern.” *Webster’s Dictionary* defines administration as “the act or art of managing, the conducting or supervising of something as a business especially the executive function of planning, organizing, co-ordinating, directing, controlling and supervising any industrial or business project or activity with responsibility of results; judicious use of means to accomplish an end”. In the same vein, the *Oxford Dictionary* defines administration as “an art of administering.” “To manage the affair of” or “to direct or superintend the execution, use or conduct of”. Also, Adams (1913) perceives administration as the capacity to co-ordinate many and often conflicting, social energies in a single organisation in an orderly manner such that they can operate in unity. According Brech (1957) administration is that part of management which is concerned with the installation and carrying out of the procedures by which programmes of the organisation is laid down and communicated to the sub-systems within the organisation and the progress of the activities are regulated and checked against the plan.

In Hughes (1998) opinion, administration includes activities connected with keeping records and information processing; paper work and activities concerned with applying rules, procedures and policies determined by others. While Ola and Oyibo (2000 p.30) conceives administration as that special arm of the executive concerned with all the powers and duties of government both general and local, which cannot be specifically designated legislative or judicial. It involves the interpreting and executing of details of legislation and also it is concerned with formulating and carrying out of policies. Thus, administration, whether in public or private has to do with getting things done. It deals with the accomplishment of objectives. Most efforts to define administration in general terms do add the element of cooperation among two or more individuals and it is described as an organized efforts that is directed towards the accomplishment of a specified objective. No wonder Ferrel Heady (1979) argued that the essence of administration is a determined action in pursuit of

conscious purpose while Gullick (1937) claimed that administration has to do with getting things done; with accomplishment of defined objective. Administration is therefore a process involving human beings jointly engaged in working towards common goals. This shows that administration must exist in any organisation set up for a defined purpose or objective. Since the chief element of administration is co-operation, it follows therefore that people who are engaged in co-operation with one another has the objective of reaching a goal. This explains why Simon et. al (1950) argued that when two men co-operate to roll a stone that neither could move alone, the rudiments of administration have appeared. The term administration can also be viewed from another perspective. That is administration can also refer to senior personnel in the executive branch of government Onuoha, (1999 p. 263). This is why we talk of Obasanjo's administration, Buhari's administration, Balewa's administration, Bush's administration, Blair's administration, Gaddafi's administration, Eyedema's administration etc. What is important at this point is that in whatever sense the term is used, administration has a long history and it dates back to the beginning of human race. Administration is an arm of management, although the term is sometimes used interchangeably with management but mostly used for public institutions.

### ***Meaning of Public Administration***

Public Administration consists of two words-"Public" and "Administration". The word public is an adjective qualifying "administration." Augustus Adebayo (2000) asserts that when 'administration' is qualified by the word 'public', it simply means the practice of administration in a particular segment of society; that of the public sector. Many attempts have been made to define Public Administration by eminent scholars in the field. Although public administration is a practice that continually affects our lives, whether we realize it or not, it is a subject that is difficult to frame concisely as a subject area. In fact, there are many definitions of the concept. Public Administration traditionally defined, denotes the implementation of government policies. Today public administration is often regarded as including also some responsibility for determining the policies and programmes of government. Specifically, it is the planning, organizing, directing, co-ordinating and controlling of government operations. Thus, Public Administration can be defined as "... decision making, planning the work to be done formulating objectives and goals ...

establishing and reviewing organisations, directing and supervising employees... exercising controls and other functions performed by government executives and supervisors. It is the action parts of government; the mean by which the purposes and goals of government are realized (Corson 1963). We can therefore describe public administration as basically the administrative side of government as opposed to the legislative and judicial sides. To Edigin (1996), public administration is that aspect of the generic term- administration-found in political setting and is concerned primarily with the carrying out of public policy decisions made by the authoritative decision makers. He stated further that the field of Public Administration, personnel practices and procedures essential to effective performance of the civil functions assigned to the executive branch of government. As an academic subject, Public Administration is the study of the development and maintenance of policy by members of governments, public agencies and public sector employees and the practice of implementing the authoritative decisions they have made. Public Administration concerns itself more with how politicians in government and non-elected public sector employees devise policy, sustain the machinery of government and ensure policies are put into practice. It is therefore concerned with how senior members of public make decisions and how their intentions translate to practice (Chandler, 2000).

Nnoli (2000:45) in an attempt to explain the concept of Public Administration provides a comprehensive, overarching definition, putting within Public Administration every conceivable part of the public sector. According to him:

*Public Administration is the machinery as well as the integral process through which the government perform its functions. It is a network of human relationships and associated activities extending from the government to the lowest paid and powerless individual charged with keeping in daily touch with all resources, natural and human, and all the aspects of the life of the society with which the government is concerned. It is a system of roles and role relationships which defines in as clear*



*and practicable terms as possible and in as much detail as possible the intentions and programmes of government; the means available internally and externally to accomplish them; where, when and how they are to be accomplished; who is to benefit from them; and, finally, it is a system that causes these intentions and programmes to be realized in real life. It is a pattern of routinized activities, involving decision-making, planning, advising, co-ordination, negotiation, conciliation, arbitration, command and data gathering, through which the government carries out its responsibilities.*

There are other scholars who have attempted to define the concept for instance, Rosenbloom (1986) argues that Public Administration is the use of managerial political and legal theories and process to fulfill legislative, executive and judicial governmental mandates for the provision of regulatory and service functions for the society as a whole or for some segments of it. This is another detailed and comprehensive definition of the subject matter.

In addition, Dwight Waldo (1972) claims that the process of Public Administration consists of the actions involved in effecting the intent or desire, of a government. It is thus the continually active, “business” part of government, concerned with carrying out the law, as made by legislative bodies (or other authoritative agents) and interpreted by courts, through the processes of organisation and management. Historically and conventionally, Public Administration has been primarily concerned with problems of how to apply or effect law faithfully, honestly, economically and efficiently. More recently, Public Administration has been concerned with the processes by which public administrators participate in creating and interpreting laws-with how such creating and interpreting can be done “correctly”, “wisely” or in the public interest.

From the various definitions given by eminent scholars on the concept of Public Administration, the following can be deduced:

- i. It is a function assigned to the executive branch of government;
- ii. It is concerned with the formulation and implementation of public policy;
- iii. The involvement in a considerable range of problems concerning human behaviour and co-operative effort;
- iv. A field that can be differentiated in several ways from a private administration (Ologbenla, 1998:116).

From the foregoing it is appropriate to conclude that Public Administration deals with the study of how the administration of a state is organised and its functions are carried out. Given its role as a channel through which government policies are executed, the study must engender the most efficient ways of organizing the executive branch of government, as well as its institutions and procedures.

### ***Administration versus Public Administration***

As stated before, administration has to do with getting things done. It is the process by which decision and policies are executed. Public Administration consists of the actions involved in effecting the intent or desire of a government. It is concerned primarily with enforcing laws, making and enforcing rules and regulation as well as implementing public policy. It is important to state that unlike in the public sector, administration in the private sector is concerned primarily with such element as sales, profits and productivity. In government, administration is largely the function of the executive arm, although the two other arms of government can also perform legislative and judicial functions. Chandler and Plano, (1982:1) asserts that Public Administration is both an art and a science, with the goals of managing public affairs and carrying out assigned responsibilities. The field of public administration is made up of three major components, which include organisation, personnel and finance. As an academic discipline, it aims at improving problem solving in the above stated areas. The significance of administration in a modern state can be appreciated when one realises the fact that the quality of life for millions of people is largely dependent on the skills, efficiency and

dedication with which modern bureaucratic structures discharge their administrative duties. In fact, just as life becomes more complex, so also is the operation of government most especially as they seek to cope with and manage diverse problems. The consequence of this is that new administrative organisations with large numbers of employees, spending huge amounts of money are fast becoming a common feature of most developed societies. As a result, just like in developed societies, new departments and agencies are being created in developing societies to cater for new challenges. For instance in Nigeria, there is the Federal Environmental Protection Agency (FEPA) which was created specifically to manage the increasing urban environmental problem in the country. In addition, Chandler and Plano (1982:2) further observes that administrative units increasingly make, administer, enforce and adjudicate law. Administrative law that relates to regulating and promoting private enterprises has become the fast growing type of law. The view that administration is separate from policy making has been altered by actual performance wherein bureaucrats at all levels of government engage regularly in both activities. The ultimate goal of Public Administration, both in theory and in practice, is to develop sound techniques and procedures which make it possible to combine efficiency of operation with democratic responsibility and accountability.

### ***The Scope of Public Administration***

The scope of Public Administration has been continuously expanding over the years in developing and developed countries of the world, so much that Public Administration pervades all aspects of human activities. Rodee *et al* (1983) claimed that the average citizen is likely to think Public Administration in terms of government regulation of individual and group conduct, overlooking the varied forms of protection, assistance and service that government provides.

The scope of public administration in the modern state no doubt, covers a wide variety of activities. Government in most countries of the world, developed as well as developing have ceased being a mere “law and order” affair and grew into being real big businesses. Whereas the law and order state had emphasized compliance and had employed to a great extent repressive machineries such as the courts, police and tax officers; in the new social welfare

state that evolved, government attention is now concentrated on a variety of subjects that affected the masses (Ola, 1981).

Thus, the responsibility of government for social and economic development has assumed great magnitude. For instance in Nigeria, the major reason, which accounted for the increase in the number of government organizations in the last four decades was due to the restructuring of the Nigerian federation. At independence in 1960, there were only four governments, i.e., the federal government and three regions which became five in 1963 following the creation of the Mid-Western region. In 1967, with the restructuring of the federation into twelve states, the number of governments in Nigeria increased to thirteen (13) and the creation of additional seven states in 1975 brought the number of government in the country to twenty (i.e., the federal government and nineteen states). Again, in 1989, two additional states were created which brought the number of states in Nigeria to twenty-one and consequently there were twenty-two government in Nigeria at this time. By 1990, the Babangida's administration again created nine additional states. Today, Nigeria is a federation of 36 states following the creation of six states in 1996, thus, bringing the number of governments in the country to thirty-seven including federal capital territory. It is important to state that currently there are various groups in the national confab agitating for the creation of their own states and if these demands are granted eventually, then we can look forward to more than fifty (50) governments in Nigeria.

There is no doubt that in Nigeria today, the activities of governments are many and varied. They range from the provision of water to the production of steel. In fact, Nigeria government as Ola (1995) argues, are involved either directly or indirectly in every sphere of human activity. The scope of Public Administration can also be considered by looking at the functions of an administrator. Scholars like Lyndal Urwick, Henri Fayol, Mooney, Luther Gulick and others in what is now popularly referred to as POSDCORB advanced this opinion. This school of thought believes that the scope of the subject matter is represented in an acronym POSDCORB that means: Planning, Organising, Staffing, Directing, Coordinating, Reporting and Budgeting. Tonwe (1998:46) identifies two main points of view from which the scope of public administration can be considered. These are the subject

matter and central concern points of views. According to him, scholarly writings and courses in Public Administration outside the United States have concentrated on the service content of administration though not to the total neglect of the managerial aspects, which POSDCORB represents. The core of the scope of the subject matter according to the proponents of this point of view consists of the various line function of services which government is required to provide for the people. These include defence, law and order, education, health, communication, agriculture, justice, etc.

In the light of this, Rodee et. al (1983) argued that Public Administration activities falls into four categories viz: protection of the society; promotional and proprietary activities as well as regulation of particular businesses or activities. To discharge the responsibility of protecting the society effectively, the government have specialized agencies like the police who are in charge of maintaining law and order, and the hospitals are responsible for health care. Thus, we can hear of loans given to farmers to assist them during planting season, special homes for the aged and care for the unemployed etc (Edigin and Otoighile, 1994:6). Also, proprietary activities is another main category covered by Public Administration. In this case, the government is actively involved in the running of an enterprise serving the public either as sole owner or with some private hands in the provision of certain amenities to the public (Edigin and Otoighile, 1994:6). Examples of these include the Postal Service, Port facilities, Water Corporation, Electric Power Department etc. Finally, as regards the regulation of particular businesses or activities, the government has the responsibility of regulating the activities of private companies which are allowed to operate in the economy. In Nigeria, for instance, regulating bodies such as Central Bank of Nigeria (CBN), Nigeria Deposit Insurance Corporation (NDIC), Security and Exchange Commission (SEC), National Food, Drug Administration and Control (NAFDAC) etc are set up to carry out regulatory functions.

The central concern point of view on the other hand covers those issues, which are of central concern to all students of Public Administration and in all Administrative Studies. These issues include the characteristics and behaviour of public administrators, the institutional arrangements for the conduct of government administration and the environmental factors as they affect the relationship of the administrative branch of government with its political

branch and the society in general. It is instructive to state here that modern Public Administration has been characterized by concern in diverse areas. Areas that hitherto were the exclusive concerns of the private sector have now become the concerns of the public service and with the growth of sphere of influence, expectations from governments have increased a great deal.

### ***Public versus Private Administration: A Distinction***

Administration is a universal phenomenon. It is a fact of life in all modern societies. The centrality of administration is even more evident in developing countries like Nigeria and Ghana which are at the cross roads of their development. Undoubtedly, one of the major problems that confront such countries is that of administration which essentially hinges on how to deploy available human and material resources in order to accomplish the goals and objectives of their societies. The boundaries of what is public and private are never clear-cut; they fade imperceptibly into one another because both sectors are necessarily closely entangled in the complex network of relationships that form a social system (Chandler, 2000:1). However, a distinction is sometimes made between the two.

Private administration refers to the administration of non-governmental organisations and agencies. Example of these in Nigeria include: Unilever Plc., Nigerian Breweries Plc, Dangote Group of Companies, Honeywell, Total, Texaco, Cadbury etc. while public administration refers to the administration of government and quasi government organisations such as the public services (ministries), state boards, corporations and agencies. Ola (1995) notes that Public Administration is concerned with the co-ordination and carrying out of public policy. It operates strictly within the legal framework since its action emanates from parliament and executive and express-delegated legislations. Thus, Public

Administration is applicable in societies where government is responsible for managing all activities. Examples of countries that fall under this category are socialist countries like Cuba, Russia, China, defunct Soviet Union to mention but a few. Nigeria is a country that can be categorised among those that maintains a distinction between public and private administration.

It should be pointed that these are two opposing schools of thought as regards the relationship between public and private administration. Tonwe (1998) claims that there is a school of thought, which contends that administration is one with the some fundamental characteristics and as such the question of separating public from private administration for the purposes of study should not arise at all. Among the proponents of this idea are Henri Fayol, Mary Follet and Lyndal Urwick. On the other hand, there is another school of thought, which believes that there are differences between the two and it is important to separate them for the purposes of study. The protagonists of this idea include scholars like Herbert Simon, Josiah Stamp and Paul Appleby.

Although Public Administration has the same essence with private administration, which makes them to be similar in fundamental terms, nevertheless public and private administrations differ concretely in a number of respects. Here attempt will be made to consider first their differences and later similarities.

## **DIFFERENCES BETWEEN PUBLIC AND PRIVATE ADMINISTRATIONS**

According to James Fesler (1980), Public Administration is the administration of governmental affairs whereas the objective of most business corporations is to make profit, an objective that is simple and clear. Few government and bureaus have profit as objective, and their objective is usually plural. This shows that, the goals which both public and private administrations are expected to serve are different and their activities are guided by the nature of these goals, the nature and organisational framework of these activities are bound to differ. In fact, organisations whether public or private are established to achieve set objectives. Usually, the two principal goals of organisations are either the provision of essential services in the case of public organisations and profit making or profit maximization in case of private organisations. Clearly, the maximization of profit is the overriding goal of private administration (Nnoli, 2000:55). No private or non-public organisation will attempt to undertake a project if such will not yield profit in the short and long run. Public organisations on the other hand are usually, set up by governments (federal, state and local governments) with the aim of providing essential services at subsidized rates to her citizens. These services include the provision of housing, electricity, medicare, water,

roads and communication, markets, parks, schools and abattoir. In addition, Ola and Oyibo (2000) argue that the private sector could advertise its commodity in whatever way that is considered profitable whereas the public sector may have budgetary limitations.

Thus, the important fact about Public Administration in most countries is that the activities of the government are usually directed to serve public interest. Even when government ventures into such commercial enterprises as Airways, Railways, Shipping and Breweries, the primary consideration is invariably service to the public. Also, when profit is part of the hierarchy of the objectives, it takes a secondary place to service. Besides, a typical government agency is expected to provide services that are not sold on the market, since they are financed by general governmental revenues. Thus, there is generally no comparison between government agency's costs and the value of its service to the public. On the other hand, with the exception of a few private organisations such as Red Cross and the Churches, most private organisations are operated to optimize profit. In fact, a private corporation's performance is easily measurable in terms of profit or loss, and internally a private corporation can judge its individual products, divisions and employees by cost-effectiveness standards. It is generally agreed that the success or failure of most private organisations is measured in terms of their annual balance sheet, their annual production turnovers and capital outlays.

Another major area of distinction between Public Administration and private is in the area of efficiency. In the science of administration, whether public or private, the basic good is efficiency. The fundamental objective of the science of administration is least expenditure of manpower and materials. Efficiency is thus axiom number one in the value scale of administration (Gulick, 1973). However, in interpreting efficiency in Public Administration, Barber (1972) asserts that cost yardsticks are not always available nor are they always appropriate. Whereas in the private sector, profit making is sometimes used as a measure of efficiency. In the private organisations, reverse is the case. In fact, private administration is seen by some to be synonymous with efficiency. Tonwe (1998) asserts that the clamour for a "business man's government" or the commercialization and privatization of the whole machinery of government drives home the point that in the thinking of many people, the level of efficiency in private administration is superior to that of public administration.



Moreover, the nature of environment in which public and private administrations operates differ. The Public Administrative system responds to a complex set of demands articulated through the political system to an extent that has no parallel in private administration. Public administration operates in an essentially political environment. Not only is it subject (at least in theory) to political control, but decisions by non-political administrators themselves involve both human judgement and a “political” element, although this political element does not take the form of “partisanship” (Barber op.cit p.2). Private organisations on the other hand, especially the large ones, must be sensitive to political influences and pressures such as, for example custom duties, government policy on expatriate quota or on Nigerianization, such political influences affect private administration only marginally. Thus private organisations are not directly integrated with the political system in the way that all public organisations are (Adebayo, 2001).

In addition, recruitment and selection is more objectively and fairly done in private organisation than in the public sector. Quite unlike the public, recruitment into positions in private organisations is purely based on merit-that is on technical ability. The private employer is primarily concerned with hiring a competent and qualified workforce irrespective of one’s state of origin and religion. This means that qualification and experience are strictly the criteria for selection of employees and their subsequent placement and deployment into offices. Instead of rigid adherence to burgeoning rules and regulations, private organisations adopt an approach to facilitate taking quick and prompt advantage of business opportunities for survival. A situational approach to management problems is adopted with wide powers of discretion to the manager. In the public sector, Banjoko (1996:17) observes that the situation is not same. He claims that political and ethnic considerations sometimes outweigh merit consideration. There is a deliberate policy of ethnic balance in public sector recruitment. Moreover, unlike public organisations, private organisations strongly believe in retention, as unnecessary turnover of staff affects the business and therefore productivity. In the same vein, private organisations pay higher to attract and retain the best calibre of personnel. Also, the private sector spends much money for staff development in terms of training and retention of staff while the public sector almost always regard training and additional or higher qualification as a personal affair. As a result,

public sector employees struggle on their own to earn higher qualifications and on attainment opt out for greener pastures.

Another distinction can also be made in the area of public responsibility. Unlike administrators in private administration, civil servants are accountable to the public for every aspect of their official activities (Nnoli, 2000:56). For example, decision-making in Public Administration is not an autonomous isolated function, which can be imposed on consumers, but is acted upon by forces transcending the individual context of the interaction of social forces. In fact, the Federal Government in Nigeria has a large estimated numbering public-120 million. This large public are supplies of tax revenue as well as beneficiaries of government services. As such in public administration, decision-making is a product of non-commercial factors, and is constantly exposed to public criticism and review. This Public Administrators are expected to act in accordance with the wishes of the people expressed through their representatives and are also responsible to the people or their representatives. Pfiffner and Presthus (1967) supports this view when they argue that Public Administration is subject to the criticism of the public as well as that of the legislature. Not only that, the principle of public responsibility compels public administrators to keep detailed records of every administrative occurrence or decision no matter how trivial (Tonwe, 1998). This shows that Public Administration is open to the public for scrutiny and review and not a closed affair of those who carry it out. Whereas private administration is not so vulnerable. In terms of decision making, the private corporation has a limited public, which is perceived almost entirely in economic terms. The private corporation does not need to concern itself with anyone's welfare but its own. It is far less open to public criticism and investigation and where such criticisms arise, they will not probably be areas where it has transactions with a public agency.

Also, the system of discipline in private organisation motivates workers into putting in their best at work. This implies the use of the "stick and carrot" approach where good or hard work is adequately rewarded and laziness or negligence attracts an instant punishment, which enhances productivity. Experience has shown that discipline is more effectively done in the private sector. The reason for this may not be unconnected with the size and structure and the

corporate objectives of the public versus the private sector. Thus, discipline is harsher in private than in Public Administration.

We can also distinguish between public and private administration on the basis of their sources of funding. Private administration is funded through private sources. Private organisations are usually established and financed by individuals and groups. On the contrary, Public Administration is sustained through public funds and in order to safeguard the tax payers' fund, there are usually delays and paper work or what is popularly referred to as "Red tapism" in Public Administration. "Red tapism" among other things involves the existence of a body of rules and procedures which retard rather than enhance quick service but which ensure proper record of events. These are rules that must be kept at all cost.

Furthermore, a distinction can also be made between both private and public administrations in terms of their complexity. Public Administration is more complex than private administration. Thus, the activity of the private enterprise as Nnoli (2000) argues is one of a narrow focus, of the concentration of attention and resources on one line of activity. Such activities are usually economic in character and concern only one specified or specific aspect of economic life. On the other hand, the scope of government activities usually pervades the entire economic and social structure of the society. This is even more so in developing countries such as Nigeria where the society looks increasingly upon the state and its agencies, to provide its economic and social needs. There is no doubt in the fact that Public Administration cuts across areas such as education, transport, marketing, power supply, agriculture and other related industries. The increased complexity of government activities therefore necessitates the employment of more varied skills and professions than most private organisations would require. No wonder Nnoli (2000) contends that the resultant diffuseness of attention adversely affects aspects of the implementation of public programmes and a clear definition of the programme themselves.

Yet another difference is the degree of publicity associated with administrative performance. Chandler and Plano (1980:25) opines that public administrators tend to live in goldfish bowl. They must appear before National Assembly's Committees and sub-committees, grant

interviews, hold press conferences, receive interest group representatives, and endure attacks in newspaper columns, editorial and magazine articles. Many decisions can only be made after public hearings. A public administrator's life is lived in bright light of publicity and in response to the public's right to know.

Adebayo (2001:7) has rightly observed that Public Administration departments are bureaucratic in organisational form, hierarchical and staffed largely by permanent and career officials. He explains that the officials are employed until retirement and are promoted largely by seniority and are remunerated at standard rates within fixed pay and promotion grades. The conditions of service in the public sector are not directly related to performance. Thus, an inefficient official may remain on a particular level until he retires. On the other hand, in the private sector an official may be sacked anytime his performance is considered inadequate. Also, compulsory retirements of personnel whose ages are far below the mandatory retirement age are commonplace in the public sector. Sometimes, this is done out of personal hatred, envy and jealousy or as a means of weeding out those who come from states that are over represented in public service. However, in the private sector, compulsory retirement is rarely done except as a punishment for some obvious wrongdoings.

In government, where laws provide the framework within which public servants operate, the departments and agencies may not go beyond prescribed legal limits. And, although private organisations are also subject to some regulations, government employees are held to strict standards of public accountability with respect to personal conduct, expenditures, and the means by which they discharge their duties.

On the whole, there is no denying the fact that, the private sector is more profit-oriented and more survival conscious than the public sector. It therefore follows that in the public sector, the bureaucracy lacks the periodic profit-or-loss statement by which the success of a private organisation is measured, and its achievements are subject to the conflicting interpretations of partisans' commentators.

### ***Similarities between Public and Private Administrations***

In spite of the differences between public and private administrations, which have been enumerated in this section, the distinction between them is increasingly blurred by their growing similarities and problems. Thus, the contrast made should not lead one to hastily conclude that those differences constitute what Adebayo (2001:8) describes as sharp and irreconcilable point of divergence. It is pertinent to remind ourselves that one school of thought is of the opinion that there is no fundamental difference between public and private administrations. The proponent of this school uses the following point to buttress their argument. In the first place, administration and management can be regarded as synonymous and because of the similarity that public organisations share with business organisations in respect of the process of administration (where administration means management), it must be admitted that some fruits of management science will be useful to public organisations (Adamolekun, 1983:4)

Besides, in administrative organisations such as schools, civil service, commercial firms, labour unions, hospitals and political parties, the nature of its ownership notwithstanding the key to successful accomplishment of goals and objectives is the effective deployment and utilization of available human and material resources. Furthermore, there is always the need for both private and public organisations to relate the available resources to achievable goals. Both administrative systems have a hierarchy of objectives, which include profit, service, representativeness, survival and integration with the task environment.

Also, just like public organisation, as business organisation expand and grow in size, they become bureaucratic. This did not escape the attention of Adebayo (2001:8) when he wrote:

*As business organizations grow in size they tend to take on bureaucratic structure and process-impersonality, inflexibility, rigidity-coupled with consistency and conformity in relation to their employees and the general public.*

Although these are the usual characteristics of public organizations, they are also glaring features of big business organizations. Thus, as administration in business or private organization grow in size and complexity it is characterized by “administrative bottle necks,” “red-tapism” and “officialdom” which are often synonymous with administration in the public sector. Both private and public organizations are open systems subject to constraints and contingencies arising from their task environment. Hence, they must learn from their past experiences and devise techniques and strategies in order to be adaptive- problem solving organizations.

In addition, to make the organization functional in both public and private sector, the personnel skills required in operations of both are the same. This explains why Tonwe (1998:71) observed that these skills might be clerical, accounting, managerial or technical skills and that there are instances when public administrators retire or resign in the public sector to take up jobs in private organizations. Moreover, successful private sector employees may be given contract employment in the public sector. The private sector in most countries had faced enormous charge in recent years and global forces affect the public sector as the private sector. Thus, charge in the private sector do parallel those occurring in the public sector (Hughes, 1998:15). The moves towards privatization in its various forms contracting out, reducing government spending could be considered as shedding parts of governments that are no longer parts of its “core business”. Porter (1990:617) also notes that emphasis is shifting from growth to performance in the public sector as government everywhere face more difficult times.

From the foregoing it is appropriate to argue at this point that the distinction that is drawn between public and private organization is no longer watertight because the activities of large and complex organizations such as United Africa Company (UAC), Unilever-Shell and other multinational organizations touch and affect positively or negatively the lives of several millions of people in Nigeria. In the country today, public organizations exist side by side private ones and there is no doubt that with proper planning and direction, both can help Nigeria accomplish the objective of national development.

In concluding the discussion on the distinction between public and private administrations, one can agree with Nnoli (2001:55) that both administrations are guided by the goals, which their employers seek to achieve. In the performance of their tasks, both are hierarchically organized and operate with clearly spell out procedures regarding command, obedience, promotions, discipline, and work ethics. They also perform similar functions of data gathering, provision of advice on alternative policy options, recruitment of personnel, resource management, the advertising of their activities, interest articulation and aggregation, and the negotiation, conciliation, arbitration and settlement of disputes.

### ***Functions of Public Administration***

The role and functioning of Public Administration must be set in the context of the problems confronting government which Barber (1972:2) identified as follows:

- a. The reconciliation of liberty with the duty to govern. The government must be strong enough to command obedience and to administer effectively, whilst at the same time being controlled in order to establish responsibility to certain standards (i.e., the conflict between sovereign and responsibility).
- b. The need to balance achievement of the common good with the demands of vested interests.
- c. The balance of present necessities with future desirabilities.
- d. The need to balance traditional attitudes with scientific curiosity.

Thus, the functions which Public Administration performs are many and varied. Public administration has assumed an important role in the modern times and there is need to give it the attention it deserves most especially in any nation that is aspiring to greatness. Decision making is an important function of Public Administration. It is a process in which an administrator chooses a particular course of action from two or more alternatives that is open to him. To make decision is simply to pass judgment or make up one's mind in handling a problem, which has alternative courses of action (Yalokwu, 1999:117). Indeed, it has been

argued that the nature of the decision making process shapes the outcome of the decision itself, particularly when the process is dominated by powerful interest groups. Moreover, the willingness of the government to evaluate programmes and modify them if necessary affects the outcome. Decision making is a major function of Public Administration and it pervades all administrative functions. It also provides an essential means for control and co-ordination of activities within a given organisation.

Public Administration also has the responsibility of providing social and welfare services to the citizenry. These services include the provision of electricity, portable water, healthcare delivery, public transportation, road construction, educational facilities and so on. Moreover, a well-functioning public administration and public sector provide conditions for prosperity of private enterprise by creating an optimum and rational infrastructure by means of modernizing communication networks, systems of information services for citizens and businesses. Besides, public administration influences directly the standard of living and lifestyle of the people by ensuring that there is good sanitation and drainage facilities, provision of housing, as well as payment of pension and other labour benefits. There is no doubt in the fact that the quality of life of the people is now inextricably linked with the quality of administration.

Another function of Public Administration is educating the populace about the programmes of government and the progress made so far to make them a reality. Lack of information on the part of the people may engender conflict in the country. Nnoli (2000) again asserts that a complimentary function of Public Administration is that of informing government about the attitudes of the people including various groups in the society towards government policies and programmes. Such information is often necessary to enable the government to order or re-order its priorities and review its programmes.

Apart from educating the populace about the programmes of government, Public Administration also act as a stabilizing force in the governance of the society. Put differently, it ensures the continuity with minimum effort and risk. In any country, developed or developing, governments may come and go but the administration of a country goes on



forever. In Nigeria for instance, there have been series of changes in the government of the federation from civilian to military, however the pattern of administration has not been affected significantly.

Another significant function of Public Administration is to secure and strengthen democratic institutions and mechanisms. Two main directions of the development of political democracy can be mentioned here.

- a. Towards the strengthening of institutions and mechanisms of representative democracy; and also
- b. Towards the development of institutions and mechanisms of participative democracy, i.e., direct participation of citizens and their organisation in the management and administration of the state.

Prevention of a possibility of the return to the totalitarian regime is linked with the consistent protection of basic rights and freedom. The social function of the state and Public Administration arises primarily from the duties of the state owed to its citizens, which correspond to their economics, social and cultural rights in accordance with the International Convention on Economic, Social and Cultural Rights Charter, etc.

Public Administration also serves as an instrument of social change and economic development. Tonwe (1998) elaborates on this by arguing that the well articulated plans, policies and programmes of government aimed at uplifting the social and economic standard of living would come to nothing if they are not properly enforced or executed. For instance, the budget has developed as a principal tool in planning future programmes, deciding priorities, managing current programmes, linking executive with legislature, and developing control and accountability. The budget is a principal vehicle for legislative surveillance of administration, executive control of department and departmental control of subordinate programmes. In the same vein, Nnoli (2000:52) also emphasizes that it is the responsibility of Public Administration to plan the nation's economic life in both short and long term and to

take care of the finances of the society most especially the balance between what it earns abroad and what it spends abroad, i.e., the balance of payment functions.

Public Administration also performs international relations function. Since there is no nation that is an island to itself, Public Administration must be carried out in such a way as to establish diplomatic relations with other nations. The foreign policy of a nation must be conducted in such a way as to increase the nation's friends and influence peoples and nations for the country. The current civilian administration in Nigeria had performed creditably well in this regard. Since the inception of the administration in 1999, various attempts have been made to launder the country's image among the comity of nations as well as negotiate, conciliate, arbitrate and settle disputes most especially in Africa and West African sub-region.

Administrative processes-strategic decision-making, the preparation of conceptions and programmes, regulatory activities, quasi-judicial decision-making, operative management, co-ordination, controlling process etc form the cross-sectoral functions which are contained to a certain extent in the activities of all administrative bodies or which are concentrated at certain levels or in special bodies in charge of these tasks.

Finally, public administration is also expected to preserve our civilization. No wonder W.B. Dunham quoted in Metha (1978:36) contends, "If our civilization fails, it will be mainly because of a breakdown of administration." This contention was also buttressed by Tonwe (1998:49) when he claims that Public Administration is saddled with the onerous task of ensuring that what has been gained is not lost while at the same time striving to build on what has been gained in terms of civilization. Thus, in modern times Public Administration has an important role to play particularly in the preservation of the society's civilization.

It must be emphasized that public administration has increasingly been perceived as the administration of planned change in societies that themselves have undergone rapid change, not all of it planned. Government has no longer been merely the keeper of the peace and the provider of basic services: it has become a principal innovator, a determinant of social and

economic priorities and an entrepreneur on a major scale. On virtually every significant problem or challenge-from unemployment to clean air-people have looked to the government for solutions or assistance. The tasks of planning, organising, co-ordinating, managing, and evaluating, modern government have likewise become awesome in both dimensions and importance.

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## **CHAPTER TWO**

### **PUBLIC ADMINISTRATION AS AN ACADEMIC DISCIPLINE**

**FRIDAY FRANCIS NCHUCHUWE**

#### ***Introduction***

Following Woodrow Wilson's essay in 1887 with other scholars that followed, Public Administration became an area of academic interest. This implies that it became a field of academic discourse or a course for study in most tertiary institutions all over the world. As Henry Nicholas (2001:27) puts it, Woodrow Wilson 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. It is either taken as a separate field of study (course) or as part of Political Science. However, despite the huge interests in it, it lacks a universally or generally accepted definition. By this we mean that there is yet no one or single definition of it accepted by all, rather what we have is a plethora of definitions. For the purpose of this chapter, we shall highlight some of them.

According to Ferrel Heady (1966:2), Public administration is an aspect of the generic concept – administration found in a political setting, concerned primarily with the carrying out of public policy decisions made by the authoritative decision-makers. This implies that public administration is nothing but a part of the holistic administration having to do with implementing the policies of decision-makers in government. Our interest in these definitions is not to criticize them *per se* but to highlight what Public Administration is and its scope as a Discipline. As Fox et al (1991:2) puts it; public administration is that form of structures and processes operating within a particular society as the environment, with the objective of facilitating the formation of appropriate governmental policy and the effective and efficient execution of the formulated policy. In the views of Goetzee in Bayat and Mayer (1994:4) public administration is a particular type of administration concerned with the execution of the rules, laws and regulations of the government of a country geared towards meeting the needs of the citizens.

According to Akpan (1982:ix) Public administration is nothing but the servant of politics. According to him, "politicians while seeking power, publish programs and

manifestoes of what they think they know how to do and will do and rely on public servants to implement them. Thus to Akpan, public administration is simply the organ that carries out the programmes and manifestoes of politicians in power.

Ladipo Adamolekun (1983:1), public administration is commonly used to refer to both the activities concerned with the management of government business and the study of these activities. Thus, he sees it not only as an academic discipline but also as an activity concerned with the management of government business.

The Gncyclopedia Britannica (1977:185) defines public administration as traditionally comprising those activities involved in carrying out the policies and programmes of government. According to it, its focus is principally on the planning, organizing, directing, coordinating and controlling of government operations at all levels whether federal, state or local. It went further to state that:

*regardless of the system of government – monarchical, totalitarian, socialist, Parliamentary or congressional - presidential, all countries of the world require a machinery to put into effect the policies of the government at all levels. That machinery is nothing else but public administration.*

This implies that Public Administration is found in all political systems no matter their nature and its main essence is to put into effect the policies of government at levels.

According to Vieg (Akpan, 1982:27) Public administration is described this way:

*At is fullest range; public administration embraces every area and activity governed by public policy. It may even be taken to include the formal processes and operations through which the legislature exercises its power... In a literal sense, Public administration also includes the functions of the Courts in the administration of justice and the work of military agencies...*

What Veig tries to explain here is that contrary to many views, Public Administration is not limited to the executive branch of government alone but that it cuts across other arms

of government namely; the legislative and the judiciary and indeed other agencies or parastatals of government.

As Balogun (1987:11) puts it, public administration is the marshalling of human and material resources in order to achieve the objectives of public policy. This brings to the fore two vital aspects in the study of Public Administration, which must go with policy implementations and becomes important areas of attention in the study of public administration.

According to Adebayo (2001:4), Public administration is governmental administration and it is concerned with the study of how a country's administration is organized and how it functions. Stressing further, he notes its study must lead to the study of the most efficient ways of organizing the executive branch of government, its institutions and its procedures. Adebayo gives a food for thought here in the sense that he draws attention to the fact that the scope of Public administration should not be limited to policy implementation alone but how it could be made to be more efficient.

Nnoli in (Mukandala,2000:44) public administration is the machinery, as well as the integral processes, through which the government performs its functions. He sees it as:

- A network of human relationship and associated activities for accomplishing the life of the society with which a government is concerned.
- A system of roles that causes the intentions and programmes of government to be realized in real life.
- A pattern of routinized activities, involving decision making, planning, advising, coordinating, negotiation, conciliations, arbitration, command and data gathering through which the government carries out its responsibilities.

As Tonwe (1998:42) puts it, public administration consists of all the activities having for their purpose the fulfillment of government programmes and objectives. To him, it is nothing short of the whole of government in action.

Basu (2003:3-4) notes that Public Administration is any kind of administration in the public interest. As she puts it, it is the management of governmental affairs at all levels - national, state and local.

These definitions are by no means exhaustive. The ones highlighted so far no doubt reveal the emphasis the various thinkers and authors lay on different aspects of public



administration. There are some thinkers or authors who equate its sphere of activities with the implementation of law and public policy yet some see it as a detailed and systematic application of law while others see it as the fulfillment or enforcement of public policy as declared by the competent authorities. Yet, others see it as law in action or the executive side of government. Similarly, some see it as having a coordinating role - that of getting the work of government done by coordinating the efforts of the people so that they can work together to accomplish set goals (Basu 2003:3). More still some see it in line of the relationship it has with the political and social systems. For example, Nigro (1965:25) provides a comprehensive definition of Public Administration in this regard in the following manner:

#### Public administration

- i. is cooperative group effort in a public setting;
- ii. covers all three branches- executive, legislative and judicial- and their interrelationships;
- iii. has an important role in the formulation of public policy and is thus a part of the political process;
- iv. is more important than, and also different in significant ways from private administration;
- v. is closely associated with numerous private groups, and individuals in providing services to the community;

#### Comments on Definitions

From all the definitions, it is clear that the authors have viewed them from two perspectives:

- (1) The narrow perspectives
- (2) The broad perspectives.

Those in the narrow perspective category simply views public administration as only having to do with those activities concerned with the executive branch of government while those in the broad perspective category consider it to include all governmental activities having for their purpose the fulfillment of public policy.

All said, the following could be deduced as the characteristics of public administration anywhere in the world.

### **Characteristics of public administration**

- i. It is found in a political setting.
- ii. It operates within a political context.
- iii. It cuts across all organs or arms of government.
- iv. It has its own organizational structures and machinery for carrying out its tasks or put in another way it is bureaucratic.
- v. Though its main role is to implement government policies, it is also involved in policy formulation and evaluation.
- vi. It is the totality of government in action or the action part of government.
- vii. It manages government business or all that government wants to do or not to do.
- viii. In carrying out its tasks, it plans, organizes, staff, directs, coordinates, reports and prepares budgets for achieving set goals
- ix. It is the means by which the policy decisions made by authoritative political decision-makers are carried out.
- x. It is any kind of administration in the general public interest.
- xi. It engages in the systematic ordering of public affairs and data gathering.
- xii. It is a cooperative group effort for achieving goals in a public setting
- xiii. It is a network of human relationships and associated activities for accomplishing the life of the society.
- xiv. It is concerned with “the what” and “the how” of government for example, what a government does, how a government organizes its staff, finances and work, etc.

Corson and Harris (1963:12) \*provide a similar overview or summary of public administration this way:

Public administration is:

- (i) decision making;
- (ii) planning the work to be done;
- (iii) formulating objectives and goals;

- (iv) working with the legislative and citizen organizations to gain public support and funds for government programmes;
- (v) establishing and revising organization;
- (vi) directing and supervising employees;
- (vii) providing leadership;
- (viii) communicating and receiving communications;
- (ix) determining work methods and procedures;
- (x) appraising performance;
- (xi) exercising controls, and other functions performed by government executives and supervisors.

As an academic discipline therefore, Public Administration is concerned with understanding its nitty-gritty in terms of structures, personnel, equipment, finances, etc, and how it could be made to be more result –oriented or efficient and effective.

Furthermore, it has to do with the study of the knowledge, skills, values and behaviour involved in the formulation of public policies and the administration of public services. In the same way as other applied sciences such as communication, business administration, economics and industrial psychology, Public Administration is based on the general truths and principles provided by basic arts and sciences such as languages and literature, philosophy, History, Sociology, Economics, Psychology and Political Science (Bayer and Meyer, 1994:7).

Since its inception as a science and, more pertinently, as an applied social science to be taught at academic level, public administration has seen many a turbulent time during its century of development, causing prominent exponents in the field of theory and philosophy to actively debate its right of existence (Bayer and Meyer 1994: 6). However, after a century of research, writing and teaching, public Administration is currently recognized throughout the world as a full-fledged academic discipline with its own epistemological, theoretical and philosophical base (Botes 1988:119 -120). Today, the course content of Public Administration is modelled on a framework of reference provided by a rigorous classification of the components of Public Administration as a social and management phenomenon (Bayer and Meyer 1994:6).

As a field of Study, Public Administration like any other Discipline in the university must meet certain requirements. According to Coetzee (1988:149), these requirements include:

***i. Recognition***

By this is meant that the discipline must have formal and informal recognition. Public Administration as a discipline has both formal and informal recognition. For example, in Nigeria, the government, the ministry of education and indeed the national university commission responsible for university education and curriculum recognize it. Similarly, the certificates and graduates of the discipline are accorded high regard in the society, As it is mostly said, Public Administration remains a living course.

***ii. Standards:***

It must be a discipline that has standards, which must be complied with. Public Administration has a standard of its own. For example, it is one discipline that is governed by rigorous and procedures or ways of doing things.

***iii. A body of rules:***

It must have a body of rules, which must be complied with. If anything at all, public administration is infested with a body of rules, which regulates its general applications and conduct.

***iv. Relevance:***

The discipline must be of relevance to the society. Again, if anything at all public administration is about the well being of the society and it is fundamentally relevant to it.

***v. Prevalence of a Body of Literature – Empirical Research:***

Public administration is no doubt one discipline that is continually engaged in research. However, there is the dire need to make it continuously efficient and effective

**vi.     *Theory Building:***

There must be the possibility for theory building from practice. Public administration as a discipline has over the years evolved a lot of theories that can be used to make explanations and a prediction of administrative phenomenon, which has been helpful in its study.

**vii.    *Length of Time:***

There must be a length of time or duration for the study of the discipline as it is the case with other Disciplines.

**viii.   *Approval:***

The subject must be approved as a university discipline by the education authorities. In Nigeria for example the National University Commission (NUC) is responsible for this.

There is no doubt that the discipline of Public Administration complies with all these requirements, generally and in Nigeria in particular.

**Significance or Importance of Studying Public Administration.**

The study of Public Administration is significant in so many ways. Some of them are listed below:

1.     It will expose students to understanding how policies are formulated and implemented.
2.     It will expose students to understanding who public administrators are and their roles or duties.
3.     It will expose students to understanding what government does or does not.
4.     It will expose students to understanding what it takes to be Public Administrators.
5.     It will expose students to understanding the constraint of government policies and why the policies of government succeeds or fails.
6.     It will expose students to understanding who gets what, and why in their immediate surroundings.

7. It will expose students to understanding those elements or ingredients that can make Public Administration to be more result-orientated or efficient and effective.
8. It will expose students to understanding why Public Administration is necessary at all and its relevance to the society.

### **Present Curriculum Of Public Administration In Nigerian Universities:**

The present Curriculum of Public Administration in Nigerian universities is as follows:

1. The concept and nature of Public Administration.
2. Similarities and differences between Public and Private Administrations.
3. Functions of Public Administration.
4. Schools or Conceptual Approaches to the study of Public Administration.
5. Models in Public Administration:-
  - System Model.
  - Decision Making Model.
  - The Classical Model.
  - Human Relations Model.
  - Sociological Model.
- 6 Classification or Typologies of Organisations
7. Bureaucracy - Nature, Strengths & Weaknesses
8. Public Administration in National Development
  - Growth and Development
9. Reforms of the Civil Service
10. Changing role of socio-economic and political transformation on Public Administration.
11. International Public Administration, and its relationship with Domestic Public Administration.

The curriculum is well suited to present the student with variegated opportunities. For example, a graduate of Public Administration with a B.Sc or B.A will readily fit into any public or private organization. Such graduates for example, could work in the personnel, finance, materials management, supply and purchase, security Departments or better still

could control the whole organization in terms of being its Managing Director, General Manager and what have you. In the political arena, a graduate of Public Administration could fit into holding any political office. For example, the student could aspire to become the President, Governor, Minister, Commissioner, Local Government Chairman of a country or Director, Chairman of Government parastatals among others. Similarly, such a graduate could become heads of any organisation for example, Chairman of Political Parties or any other organization for that matter.

Public Administration is also studied at the post-graduate level full - time and part - time. For example, there is the post Graduate Diploma (PGD), Masters in Public Administration (MPA and M.Sc) and the Doctor of Public Administration (DPA). The degrees are geared towards enhancing the capacity of professionals and Academicians in the field of Public Administration. The Courses are usually taken after a successful undergraduate career though not compulsory that one must have graduated in Public Administration but in related fields. Most of the course curriculum for the Masters and Doctoral levels are derived from that of the under-graduates. Most of the Universities also offer Diploma courses in Public Administration. The essence of this is to prepare students or other interested parties towards a career in Public Administration. The curriculum is also derived from the curriculum of the under-graduates. The bottom line of the curriculum in Public Administration is that it should have adequate theories, concept and principles in policy and management in order to meet basic requirements and satisfy the expectations of the society in managerial duties.

## **Public Administration and other Disciplines**

As a field of study, Public Administration is in tandem with other disciplines. For example, it is in tandem with Political Science or politics, Economics, Sociology, Psychology, business Administration, Law, Accounting, Banking and Finance, History among others. Let us examine some of them:

1. **Public Administration and Political Science:** Political Science and Public Administration are no doubt related. Indeed, Public Administration derives many of its theories from the sub-field of Political Science. But beyond this, Political Science deals with the phenomena of “State” or government and the expression of state will. Public

Administration deals with the execution of that will. Thus, Public Administration is a significant part of the process of “Will” making and its implementation. It could make or mar any political system depending on the way it is handled. One thing is to formulate a good policy and another thing is to effectively implement it. This therefore becomes the linkage between the two concepts. Thus the understanding of a political system could create a better understanding of the performance of its Public Administrative system. As the saying goes, without Government policies there will be no public Administration.

2. **Public Administration and Economics:** Economics is about scarce means and given ends. It studies how scarce means can be utilized to achieve given ends. It is common knowledge that no organization can effectively achieve its aim or objectives (ends) without sufficient or adequate means to do so. Economic means here implies money or finance. The economic situation in a given country can have serious consequences on its Public Administrative system. The study of Public Administration will therefore not be complete without understanding the availability or otherwise of the means of carrying out its task and how to acquire it.
3. **Public Administration and Sociology:** Sociology is the study of Society and man who lives in it. Public administrative practices are carried out for the benefit of man and the society. Indeed, without society and man, there will be no need for Public Administration and Government. Society therefore has a great influence on Public Administration. The level of support given to the Public Administrative system could make or mar it. For Public Administration to be effective or successful therefore, adequate knowledge of the needs of the society is vital. If for instance, the society is dissatisfied with the implementation of government policies or the Government itself, it could become apathetic and refuse to cooperate with the administrators in implementing the policy. Similarly, Administrators are a product of their socio-cultural milieu. Current social attitudes mould their attitude to life and work, which in turn moulds their administrative behaviour (Basu 2003: 51). Consciously or unconsciously, every administrator’s decisions will carry the stamp of the environment he lives in and its social philosophy, cultural biases and peculiarities (Basu *ibid*). In this circumstance,



it becomes imperative to study society deeply so as to understand Administrators and the public administrative systems.

4. **Public Administration and Law:** In simple terms, Law implies rules and regulations through which a body or organization or country operates or is governed. Government itself is Law as all its operations are premised on law. Public administrative duties are also premised on Law or a system of rules. For example, there is administrative Law described as authoritative rules, which regulate the conduct of those in administration (Ujo 1999:26). Thus, to really appreciate Public Administration, the laws governing its operations must be understood. A good public administrator for example must be vast in administrative laws. Both are therefore inseparable.
5. **Public Administration and History:** History as it is commonly said is the study of past events. The study of the administrative system of any country would remain incomplete without a proper historical background. Thus the knowledge of history helps a great deal in understanding past activities of public administrative system. This no doubt will help in shaping a better future for public administrative practices. As the saying goes, to understand the present and be able to predict the future, one must understand the past. For example, the origin and growth of the various present administrative institutions can be studied only with the help of history (Basu 2003:47).
6. **Public Administration and Psychology:** Psychology usually refers to the behaviour of people in a given society or environment (Ola and Offiong 1999:7). The people are usually concerned with how their government is operating and its effect on their lives. This has great influence on their behavioural patterns. For example, the study of Psychology alongside Public Administration will afford the Administrators the opportunity to understand the psyche of the public at given times and why they behave the way they do. Similarly, the behaviour of employees can easily be understood with the study of psychology alongside Public Administration.

#### ***Factors affecting the study of Public Administration as a Discipline.***

Like other disciplines, there are quite a number of problems or constraints affecting the study of public administration as a discipline especially in Developing countries and they include:

- 1 Inadequate funds for research especially in a developing country like Nigeria.
- 2 Dearth of books.
- 3 Uncertainty and confusion over the status of the discipline as an art, science or a profession.
- 4 Institutional shortcomings (inadequacy of public administration department).
- 5 Lack of communication between public administration scholars and the practicing administrators.
- 6 Poor library for academic studies and research.
- 7 Inaccessibility to official documents.
- 8 Wide scope of the subject.

In summary, the discipline of Public Administration is a very important one for national growth and development. Indeed, it is the process on which political, economic and social stability rest in any society (Adebayo, 2001:2).

### ***Types of Public Organisation***

Having discussed public administration as a discipline and its essence, it is necessary to examine the major types that are prevalent in modern societies or political systems that students will come across as they grow along the line

Tonwe D.A. (1998:151-184) listed three of the types and they are-

1. Government department or ministries.
2. Public corporation.
3. Government Company.

1. **Government Department:** this is also known as ministries as it is in the case of Nigeria. It is usually a creation of the executive arm of government and it is the first and nucleus of all administrative structures in the political system. Another name for it is the civil service. Until some decades ago, it existed without any competing units. However today, there are various governmental units or administrative outfits competing with it, though they are of different objectives.

Example of ministries in Nigeria includes-

- Federal or state ministries of agriculture and water resources.
- Federal or state ministries of health.
- Federal or state ministries of education.
- Federal or state ministries of commerce and industry
- Federal or state ministries of sports.
- Federal ministry of Aviation.
- Federal or state ministries of information e.t.c.

Any student of public administration will no doubt get to know about government ministries because of its importance.

Its main features are as follows:

- i. Departments are a creation of the chief executive in a political system.
- ii. They are under the Chief Executive or the Ministers or commissioners as the case may be who is answerable to the cabinet or Parliament in a parliamentary system and to the President in a presidential system.
- iii. It is strictly hierarchical, that is to say it operates with different levels of authority.
- iv. They are guided by certain rules and regulations lay down by the government.
- v. They are wholly funded by government as they can neither borrow nor sell shares
- vi. Employees working in the departments are government servants and thus enjoy constitutional protection.
- vii. There is complete government control over the activities of the department.
- viii. The employees are generally referred to as civil servants
- ix. The employees are usually anonymous
- x. The employees are also expected to be politically neutral
- xi. Services provided are usually for the generality of the people
- xii. They are commercially oriented or profit making
- xiii. Their employees enjoy continuity in office except for serious offences
- xiv. They lack nomenclatures like General Managers and Board of directors
- xv. They are expected to be politically neutral
- xvi. They are expected to be impartial among others.

**2. Government Companies:** These are also government organisations or public administration by virtue of the fact that government controls majority of its shares. By this we mean government has a controlling share capital of not less than 51%. As the name implies they are like other limited liability companies registered under the company act. They have Articles and memorandum of Association and above all are fully commercial oriented in that they are profit motive, thus requiring that all payment for the services they render or goods supplied. One unique difference between this type of public organisation from the Departments is that while the Departments provide more or less free services in line with the social welfare functions of government, the companies collect money intoto for services rendered. Though their control and regulation rest with the government, it combines the operating flexibility of a privately operated company.

#### **Characteristics of Government Company**

- i. It has most of the features of a private limited company organized in the private sector.
- ii. Government holds majority of the share capital of 51% or more.
- iii. All the Directors, or a majority of them are appointed by the government, depending on the extent to which private capitals are involved.
- iv. It is a corporate body created under the Companies Act . For example, in Nigeria, it is the Companies Act of 1990.
- v. It can sue and be sued. It can enter into contracts and acquire its own property.
- vi. Its creation is based on the decision of the Executive without legislative specific approval.
- vii. It enjoys special grants as take off fund from the government, and thereafter from private shareholders and loans or through revenue derived from the sales of its goods and services.
- viii. It is generally exempted from the personnel, budget, accounting, audit laws and other procedures applicable to government departments.
- ix. Its employees, excluding the officers taken from government departments on Secondments are not civil servant.

- x. Similarly, they are not politically neutral, or do they enjoy permanence in office among others

3 Public Corporations: This is yet another form of public organisation that the students will come across as they take Public Administration as a discipline. They are simply government organization set up to cater for essential services that are of huge capital outlay but highly beneficial to the people. Government for this reason monopolizes them. The cost of services provided by them are usually subsidized by the government in the interest of the masses even though they are into full commercial operations. Unlike Departments and Companies, Public Corporations is usually chartered under federal, state or local laws.

***Characteristics of Public Corporation.***

- i. It is incorporated under a special statute of the legislature, which lay down its purpose, powers and functions.
- ii. It a corporate person capable of suing and been sued, entering into contracts, acquiring and owing properties in its own name.
- iii. Its activities are primarily of business or industrial nature.
- iv. It is run on business lines and not in accordance with departmental procedures and practices.
- v. It possesses the flexibility and initiative of private concerns like Government companies.
- vi. It has its own budget and finance separate from that of the national budget and finance.
- vii. It enjoys administrative autonomy from the control of the Chief Executive.
- viii. Its personnel do not form part of the civil service but are recruited independently.
- ix. It is essentially state owned. though commercially oriented.
- x. The audit of public corporation is different from that of Department. While public corporations are subject to commercial audit, government departments are subject to government audit.
- xi. Public corporations are not basically meant for profit motive but are meant to render essentially social services which are subsidized.

These characteristics will no doubt enable students of Public Administration to know the various types of Public organizations, which they must contend with in the course of pursuing public administration as a course.

There is no doubt that there are other forms of public organizations but they lack universal applications. However, we also have what is generally referred to as Government agencies or bodies or extra ministerial bodies or organisation.

They are usually a creation of the executive in the political system and they are usually meant to serve a special task or special purpose. They do not necessarily undermine the activities of the Department or Ministries.

A unique feature of most of them is that once the purpose for which they are established is accomplished, they will cease to exist. In Nigeria for example, there are agencies like the National Agencies For Food and Drug Administration Control (NAFDAC), National Drug Law Enforcement Agencies (NDLEA), Federal Road Safety Commission.(FRSC), Economic and Financial Crime Commission(EFCC), Independent Corrupt Practices and other Related Offences Commission(ICPC) among others. They also exist at state levels. For example, in Lagos state , we have Lagos State Waste Management Authority (LAWMA), Lagos State Traffic Management Authority (LASTMA) among others. Other forms that may exist as mentioned earlier do not have universal applications. Students of Public administration will from time to time come across these various forms as they pick interest in public administration as a discipline. In summary, we have generally discussed Public Administration as a Discipline and highlighted the salient aspects of it as a course of study. No doubt Public Administration is an interesting Discipline for hardworking, people loving and serious minded people. As Adebayo (2001:2), puts it, the discipline of Public Administration is a very important one for national growth and development. Indeed, it is the process on which political, economic and social stability rest in any society.

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## **CHAPTER THREE**

### **HISTORICAL DEVELOPMENT OF PUBLIC ADMINISTRATION**

**FRIDAY FRANCIS NCHUCHUWE**

In this chapter, we shall be looking at the origin of Public Administration or put in another way, how Public Administration evolved. There are two perspectives to this. As Adamolekun (1983:1) puts it, the term 'Public Administration' is used in two distinct senses, as a practice and as a body of knowledge. Thus, to trace the history or origin of Public Administration one will of necessity look at it from these two perspectives:

1. Public Administration as an activity or practice.
2. Public Administration as a field of study, or an Intellectual Activity.

#### **What is Public Administration?**

Although Public Administration is virtually omnipresent and exerts a constant influence on the lives of the people, both the field and focus of Public Administration defy a single definition and description (Bayat and Meyer, 1994:4). By this, we mean that there is yet to be a single or commonly accepted definition of the concept. Rather what exists is a plethora of its definitions.

Be this as it may, we shall adopt the definition by Basu (2003: 30}, who defined Public Administration as "any kind of administration in the public interest". This definition is germane for a better understanding of the history of public administration as an activity and a field of study. The word 'Public' connotes what belongs to all or put in another way what belongs to the generality of the people. In looking at the history of Public Administration therefore, we have to look at it from when administration actually began to be of public interest since *ipso facto* public administration is administration in the interest of the public. Or put differently, that administration that has to do with the people of a given society as a whole. Our interest here therefore is to look at when this particular kind of administration

became a thing that was put into practice or put in another way an activity. In the same vein, we will look at it from when it really began to attract attention as an academic study or a field of study.

### ***Public Administration as an Activity or Practice***

By this we mean when Public administration came into being as a practice or activity. This has remained controversial. The fact remains that as an activity, there is no generally or commonly accepted time Public Administration can be said to have begun. However, it can be deemed to have taken its root from the time when human communities, whether of the same or of mixed kindred, found themselves having to live within common and defined geographical boundaries, where the individuals or groups of individuals had to socially interact for the collective welfare of the inhabitants of the territories, or areas of habitation (Akpan, 1982:2).

**Veig (Akpan 1982:2) puts it:**

*Precisely when or where Public administration began no one can say, because no one knows when or where men first thought of themselves as comprising a community or being a public.*

Buttressing this viewpoint, Basu (2003:1) asserts that Public Administration as an activity can be traced to the earliest periods of human history when Man started living in organized societies. Though Basu, did not explain what she meant by organized society, it is clear that an organized society must be a society where the inhabitants share many things in common and have the collective welfare of their members at heart. This time that men started living in organized society is what is in contest. As Akpan (1982:2) further puts it, in terms of date and locative precedents, it certainly would not be possible to say when Public Administration began, but it can be said how it began.

Lending support to this viewpoint, Tonwe, (1998:16), asserts that:

*As an activity, Public Administration is as old as social life itself. Critically speaking, it is difficult to say precisely where and when public administration as an activity first started. This is because it is difficult to precisely say where and when people first started seeing themselves as a community or as a social group.*

Simply put therefore, we can say that Public Administration derived in part, indeed largely, from the earliest system of social interactions in which individuals in themselves or as a collectivity saw the need to provide for and cater for one another.

Public Administration is associated with settled societies or communities, which have territories with defined boundaries. This is because, it is only in such defined boundaries that it becomes imperative to regulate the interactions or relations of the inhabitants; protect the land they claim and occupy; secure life and property; administer justice; maintain law and order; ensure people's welfare and happiness; conduct harmonious relations with neighboring communities among others.

All these activities are administrative in nature and indeed Public Administration since they are directed at the general interest of the inhabitants in a given territory or boundary and not for selfish ends.

Be this as it may, it stands to reason that since God created Adam and Eve and put them in the Garden of Eden, Administration and indeed Public Administration would have started from him. Indeed, the Garden was the first community of man organized in a given territory. God began to administer or manage the community as it were then. For example, He planned by creating the Garden of Eden the way He wants it. He staffed it with Adam and Eve. (Gen. 2:15). He controlled their existence and activities there, by establishing a standard - the way

Adam and Eve were to live in the Garden, chief among which is that they can eat other fruits in the garden but are not expected to eat “the fruit of the tree of knowledge of good and evil” (Gen. 2:16-17). This was a control measure. God organized affairs there by assigning roles and responsibilities. For example, Adam was to be head and the woman was to be the helper (Gen. 2:18). Similarly, he coordinated affairs in the Garden by allowing harmonious relationship between man and himself and other creatures until man fell {Gen, chapter 3}. Above all things, he did all these not for himself but for the good of man and other creatures in the Garden of Eden. His goal was not a personal one but a general one. To this extent, it can be said that God began administration as a whole and indeed public administration in particular. No wonder, Bayat and Mayer (1994:5) posits that Public Administration, as a practice is as old as humanity itself. Be this as it may, some authors believe that public administration may have started from the beginning of what they consider “civilization” and this they traced to Egypt, China, India, the Roman Empire among others. The reason they give is that it was in these places that people first started organizing themselves for public or general good and embraced real administrative principles and functions. In China for example, it is said that as early as the fifth century BC, there existed the mandarin Bureaucracy, which was made up of employees who had training in public service administration and were exposed to rigorous examination and selection processes (Balogun, 1987:23) - a feature of public Administration. Similarly, it is said that Egypt evolved the first known system of centralized bureaucratic administration to fully utilize her waterways and water supply from the Nile (Sharma, 1985:23). The Roman Empire many centuries ago also made use of special departments and field establishments with proper powers for efficient and effective management of state affairs. (Tonwe 1994:10-12)

All these are said to be the Development of Public Administration as a practice at local and national levels.

In the same vein, the creation of International organizations such as the League of Nations and the United Nations (UN) is also seen to have contributed to the development of Public Administration as an activity in the International realm, (Sharma Op.,cit P.24). For example, with the end of the First World War (WW1), there was rapid industrialization and growth in

Democracy in most countries of Europe which brought a great deal of public welfare activities among nations. Also, most colonized entities of the world became sovereign and as such independence or self sufficiency became more difficult and the need for inter-dependence of states, became necessary because it was becoming increasingly difficult for countries to effectively manage their affairs without the cooperation of other countries. As a result of this inter-state cooperation, Public Administration, which was initially restricted to local and national levels in scope, expanded and took international dimensions in response to the pressing need to promote world peace, International cooperation and understanding.

***Public Administration as a Field of Study or An Intellectual Activity:***

As an academic discipline or a field of study, Public administration is of fairly recent origin when compared with its practice (Bayat and Meyer 1994:5). This, however, does not mean that Thinkers in earlier ages did not say anything significant about Public administration, (Basu, 2003:10). The fact however is that the functioning of governmental machinery has attracted the attention of scholars and administrators since the earliest period of history (Basu 2003:10). Put in another way, it had induced academic reflection by eminent scholars and authors for many centuries (Tonwe, 1998:19). For example, traces of administrative maxims were found in the teachings of Confucius in ancient China and Aristotle's "Politics" in the days of the Greek City states. Machiavelli's 'prince' which emerged towards the close of the middle ages also shed some light on the acts of government and administration (Tonwe, 1998: 18). Similarly, as early as the closing years of the eighteenth century, Hamilton (Tonwe, 1998:18) made a modest attempt to state the meaning and scope of public administration. This was contained in paper no 72, which he contributed to the Federalist, a publication, compiled in the United States of America towards the end of the eighteenth century. Likewise, in France, Charles Jean Bodin, in his Book entitled *Principles of Administration Publique*, published in 1812 had highlighted the basic principles of Public administration (Tonwe 1998:18).

Since Hamilton and Bodin's efforts, a number of scholars have focused their attention on different aspects of public administration. The difference was that at this early stage, administrative thoughts were generally scattered (Basu, 2003:11) and was not easily

distinguishable from thoughts on Politics, Ethics, History and Meta physics among others (Tonwe 1998:19). Similarly, there was no effort to make it a unique study or academic discipline. The effort to subject public administration to theoretical and academic discussions was given a big boost by the publication of Woodrow Wilson's essay or seminal article entitled: "The Study of Administration" in the Political Science Quarterly in 1887 in the United State of America (USA). Thus, Public Administration is said to have originated from the USA and it is largely attributed to Woodrow Wilson, an American, who later became its president. The seminal article of the American scholar is widely regarded as marking the beginning of the academic study of Public Administration (Adamolekun, 1983: 7, Basu 2003: 13). As Tonwe (1998:19) puts it, "this essay and the discussion it generated was of unparalleled importance to the development of public Administration as a distinct discipline of study. The main thrust of that article was the need to make Administration more result oriented, efficient and effective by separating it from politics or the manipulations of the politicians. This was what later came to be known as Politics-Administration dichotomy theory. Making a distinction between politics and administration, Wilson had argued that administration should be concerned with the implementation of political policy decisions while actual policy making is left to the politicians. Wilson used the said article to advocate reforms and reorganization in the American public administrative system as it were then. Though, His concern was how to make the American Administrative system to be more business like and have a clean break from politics, he set the ball rolling for an intellectual interest in Public Administration today, the world over.

He highlights in the said article the need for a distinct institution - Public Administration that will "straighten the paths of government, make its business less un-businesslike, strengthen and purify its organization, and crown its duties with dutifulness".

According to Wilson, government business should be seen as a serious business the study of which is:

*to discover, first, what government can properly and successfully do (ends), and secondly, how it can do these things with the utmost possible efficiency and at the*

*least possible cost (means) either of money or of energy (Balogun 1987:26).*

He frowned at the situation where Public Administration was badly infested with politics thus hampering its efficiency and effectiveness insisting that for Administration to be efficient and effective, it has to be independent of politics. Wilson's article was no doubt premised on the Administrative situation of pre-1887 in America. During this period, the American public Administration and political life was dominated by the "spoils system", the essence of which was the filling of public service positions mainly on the basis of political party patronage.

Andrew Jackson, the seventh president of America and indeed "the first man of the people to become president" (Akpan, 1982:15) had pursued an egalitarian philosophy, which created room for all comers on the basis of party interest. He saw duties in the civil service as being so plain and simple that any person of intelligence and minimum education could perform them.

Furthermore, he did not see any need to employ people permanently in the civil service, but preferred a "rotation principle" under which in-coming administration (government) should appoint its own set of civil servants in replacement of the existing ones of the previous administration (Akpan, 1982:15).

The system was as bad and unsatisfactory as it was associated with a number of ills among which are corruption, inconsistency or non-performance and lack of professionalism, which are many elements or ingredients of an inefficient and ineffective administration (Akpan, 1982:15). The widespread public outcry against the abuses, inefficiency, corruption and immorality of the spoils systems and the subsequent writings of largely Woodrow Wilson and others culminated in the beginning of a series of reforms in the then American administrative system.

Several years after Woodrow Wilson wrote his famous essay he got support from Frank J Goodnow "Politics and Administration". The article attempts to show that there was need for changes in the formal governmental system of the United States so as to bring the practice of

government closer to the political ideas upon which the political system was founded. Goodnow then suggests in much the way as did Wilson, that the function of politics should be conceived differently from that of Administration, explaining that the former is “the expression of the will of the state while the latter is the execution of that will” (Henderson, 1970:7).

Goodnow buttresses his position, when he asserted that there are two basic functions of government and this may be characterized as politics and administration. The former he said was concerned with policies or expressions of the state will and the latter with the execution of those policies or state will (Henderson, 1970:7). Goodnow did not equate Politics and Administration as functions relating to any particular organ of government. He cites the American Legislature as example. According to him, the American legislature discharges very frequently the function of administration through its power of passing special acts (laws). The American Executive also has an important influence on the discharge of the function of politics through the exercise of its veto power” (Henderson 1970:7).

To Goodnow, it is therefore difficult to assign administration to one of them as according to him, “...although the differentiation of two functions of government is clear, the assignment of such functions to separate authorities is impossible” (Henderson 1970:7). However, Goodnow like Wilson frowns at the undue extension of politics in its negative sense into the administration of government thus lending his support for the need for an efficient and effective public administrative system.

Following the scholarly presentations of Wilson and Goodnow, another scholar, Leonard White came on board to also lend support to the need for a virile public Administrative system. According to him, politics should be separated from Administration, which should be concerned with the honest, and efficient implementation of the public will for public interest. As he puts it, Legislators make laws administrators carry them out’. Further to White’s view, Willoughby (Tonwe 1998:21) also supported the need for administration to be isolated from politics. Willoughby was concerned more with developing a science of administration centered on a separation of politics from administration to make administration more



efficient. In the 1927 text, Willoughby said the legislature is likened to the Board of Directors of a company and the Executive as its General Manager. Thus, to Willoughby, the administrative function was the function of actually administering the law as formulated by the government's Board of Directors, and this should be clearly distinct. After this, many other developments took place. For instance, the 1930 economic depression offered a gigantic workshop in which the issue of reforming and reorganizing government business was the main theme. Here also the efficiency and effectiveness of Public Administration and the need to make it a distinct feature took preeminence. From then on, Public Administration has become a major area of interest with scholars and practitioners all over the world seeking to understand its knitty-gritty and how to make it more efficient and effective. Many universities have it today as a special area of study or part of political science as it is generally seen as its major sub-field. Similarly, secondary school students are taught Public Administration as part of their study of Government. In the same vein, there are various professional bodies, which offer different certificates in Public Administration. In Nigeria, for example there is the Chartered Institute of Local Government and Public Administration (CILGPA) and the National Association of Public Administration and Management (NAPAM}, among others.

In the world today, Public Administration has come to stay. Indeed, it is a living course in the sense that so long as there is Government there must always be Public Administration. As a field of study, it is taught in most universities the world over either as a single course or combined with political science. For instance in Nigeria, The Lagos state University, Ojo teaches it as a single course of study in its Department of Public administration while the University of Benin, Benin City teaches it as a combined course of study with Political Science.

### ***Factors that gave Rise to the Study of Public Administration as an Academic Discipline in the USA***

#### ***1. Modern Sciences and Technology***

The development of modern sciences and technology in the USA made an impact in the life of the people and the functioning of the government and this gave rise to Industrialisation.

From the later half of the 19<sup>th</sup> century, the industrialisation gave birth to large-scale organizations with complex problems of coordination and cooperation. Rapid technological development created large-scale social dislocations, which made state intervention imperative and desirable. Hence scholars came to pay increasing time and attention to the problems of organisation and management and attention began to be centered on administration in the political setting.

## 2. *Development of Administrative Theories*

The Scientific Management movement founded by Fredrick, Taylor which began in the USA towards the end of the 19<sup>th</sup> century, also gave great impetus to the study of public administration. Taylor's ideas had a revolutionary impact not only in the US but also throughout the world. His main thesis was that all work processes are separable into units; the efficacy of each unit can be tested and improved; the techniques can be extended upwards in every organisation, making industries and governments, even societies, more efficient and rational (Basu, 2003:12)

## 3. *The Concept of Welfare*

One other factor which significantly helped in the growth of the subject of public administration was the gradual evolution of the concept of welfare state. The welfare movement tremendously enlarged the scope of governmental functions, and public administration and thus interest began to be generated on public administration as the chief instrument of bringing about social welfare.

## 4. *Poor Quality of Public Services:*

The spoil politics and the patronage system dominated the American public administration and political life. The operation of the spoil politics was incompatible with, and an obstacle to, the achievement of efficiency in public administration. It led to considerable corruption and nepotism in appointments. Public finances were disorganised, and frequent scandals concerning public officials had caused great damage not only to their image but also to government as a whole. All this culminated in an insistent demand for administrative reform

in the USA. It was against this background that the emerging discipline of public administration took shape.

#### **5. *Expansion of Governmental functions.***

With the expansion of governmental functions, the need for training practitioners in the art of government was felt. By so doing, there was need to look at its unique features through a rigorous study.

#### **6. *Growing need for better management***

With expanding governmental functions, Public administration as an activity became highly diversified, complex and specialised. There was therefore a growing need for better management of public affairs through scientific investigations into governmental functioning and specialised training of public servants (Basu, 2003:12).

All these gave rise to the essay by Woodrow Wilson in 1887, which symbolised the beginning of what was later to be an autonomous academic field of inquiry all over the world.

#### ***Politics - Administration Dichotomy – An Evaluation***

The theory simply stipulates that politics and administration are two different activities with the former – politics having to do with the expression of the will of the state or formulation of public policies and the latter – administration having to do with the execution or implementation of that will or policies, and as such they should be separated to make each, especially administration more efficient and effective.

As earlier noted, the theory as it is commonly known is largely attributed to Woodrow Wilson an American whom later became its president with his seminal article entitled: “The study of Administration in 1887”. The theory soon found support from other scholars chief among whom are Frank Goodnow, Leonard White, W. F. Willoughby, Luther Gullick and Urwick Gullick. Since then, the theory has generated a lot of controversies, thus giving rise to what can be referred to as the Optimists and the Pessimists or put in another way, the

dualists and the monolists or what has also been referred to as the protagonists and the antagonists. The optimists are those who believe that there can be a clean clear separation of functions between politics or politicians and administration or administrators. The pessimists are those who beliefs that politics and administrative functions cannot be clearly separated as the functions intertwine or intermingle. The optimists as we have mentioned earlier include Woodrow Wilson and his associates while Paul Apple by and his associates are in the forefront of the Pessimists.

The idea of a dichotomy between politics and administration is without question ore of the key paradigms in the study of public administration (Adamolekun, 1986:13). Indeed, since the discipline emerged as a distinct field of study in the turn of the 19<sup>th</sup> century, there is hardly any basic textbook published that does not devote some space to the subject (Adamolekun, 1986:13).

Justifying his position on the optimistic terrain, Woodrow Wilson, (Adamolekun, 1986:13) said inter alia:

*The policy of government will have no taint of officialdom about it. It will not be the creation of permanent officials, but of statesmen whose responsibility to public opinion will be direct and inevitable.*

Thus, the Wilsonian position is such that policy making be left to the politicians who he referred to as statesmen and policy implementation or execution be left to the Administrators whom he referred to as permanent officials. Stressing that 'administration lies outside the proper sphere of politics and that administrative questions are not political questions (Adebayo, 2001: 67).

Buttressing his mentor's position, Frank Goodnow made the following observations:

*In all governmental systems, there are then, two primary or ultimate functions of government, viz. the expression of the will of the state and the execution of that will. There are also in all states separate organs each of which is mainly busied with the discharge of one of these functions. These functions are respectively politics and Administration.*

To the Optimists, the functions of the politicians or policy makers are quite distinct from that of the policy implementors and each should be seen to do that which it is well suited. No doubt this is in line with the principles of separation of powers or what can also be termed the principles of separation of functions. There is no gain saying the fact that separation of powers or functions can bring about specialization, which in turn can bring about efficiency and effectiveness. The truth is that it will afford politicians and Administrators the opportunity to have a focus and avoid overlappeness in functions. From what Woodrow Wilson said himself, the whole idea is ‘to straighten the path of government, to make its business less unbusinesslike, to strengthen and purify its organisation, and to crown its duties with dutifulness’ (Henderson 1970:7). Wilson and his associates posits that to properly and efficiently execute the tasks of administration, a large measure of discretion is necessary for the civil servant who should not be hampered in his work. Their desire for the administrative class was such that they will not be that aloof, narrow minded, domineering but a skilled and disciplined cadre, attuned to the popular will and loyal to the policy established by duly elected officials.

One other area the protagonists or dualists are concerned with is in the area of human and material resources. For instance Leonard D. White advocated a “business model” for public administration so as to make it prudent, more efficient, effective and accountable (Henderson, 1970:7) .

According to him,

The conduct of public business is much like the conduct of other commercial, philanthropic, religious, and educational

organizations. Business is forced by competition to improve and therefore, the business model might be a good one for government to emulate.

The analogy of the business model appealed to W. F. Willoughby even more than to White (Henderson 1970: 9). In his 1927 text, he thought of the Legislature in government as Board of Directors and the Chief Executive as general manager.

To Willoughby, the administrative function was the function of actually administering the law as formulated by the government's board of Directors. Thus, Willoughby likened government business to a typical company with Board of Directors and General Manager whereby the Board stands for the statesmen or the politicians and the General Manager, the administrators. Two of them, according to him, have distinct functions. While one - the former formulates policies, the other - the administrators implement them

He therefore advocated commercial conduct of public or government business for its efficiency and effectiveness.

Indeed, W. F. Willoughby went to the extreme of not merely separating administration from politics, but setting it up as the fourth arm of government along with the legislative, the executive, the judicial. (Adebayo, 2001: 68).

John Pfiffner {Adebayo: 2001:67}, took the same line and urged that politics 'must be controlled and confined to its proper sphere which is the determination, crystallization and declaration of the will of the community' whereas administration 'is- the carrying into effect of this will once it has been made clear by political processes'. He went on to conclude, "politics should stick to its policy – determining sphere and leave administration to apply its own technical processes free from the blight of political meddling.

In the same vein, Albert Stickney {Adebayo2001: 68}, argued that 'public servants must have duties which have nothing to do with general legislation and the men who have to do

with general legislation – deliberating and deciding as to the policy of all departments of Government - should not meddle with the details of administration’.

From all these, it is clear that the protagonists position is to make public administrative systems autonomous and more formidable for policy execution for a stable political system.

The pessimists or monolist or betterstill antagonists as may be suited, share opposing view altogether. The main thrust of their argument is that it is not possible to totally or rigidly separate administration from politics. To them implementing policy is a function of policy formulation and as such cannot be entirely divorced or separated from it. To implement a policy, there must be policy formulated and policy formulated can in turn be a function of policy implemented. Thus, both are intertwined.

The relationship between both can be likened to that of a marble cake where it is difficult to separate the different colours of the cake just as it is difficult to separate governmental activities (Henry, 2001: 361).

Frank Goodnow {Henderson1970: 8}, though a supporter of the dualists –politics – administration dichotomy, contradicted himself when he said:

*The American legislature discharges very frequently the function of administration through its power of passing special acts. The American executive, has an important influence on the discharge of the function of politics through the exercise of its veto power... Also, although the differentiation of two functions is clear; the assignment of such functions to separate authorities is impossible.*

Similarly, while John Pfiffner {Adebayo, 2001:68) saw the need for one to meddle into the other, he however warned:

*Let no apostle of political realism think that advocate of such a separation of power are unaware of its doctrinaire pitfalls. They do not advocate that it be embalmed into constitutional breakwaters designed to stand for centuries, as was the classical threefold division into legislative, executive and judicial functions...There is no denial that in a considerable number of instances question of policy will be closely intermingled with administrative actions.*

He recognized that ‘politics and administration cannot always be separated and isolated’, but that one should not encroach upon the other in a meddlesome manner. He also recognized that the success to be attained in this direction will depend largely upon the extent to which partisan politics is kept out of administration and upon the assurance of the tenure given to the technical and expert personnel. This, he emphasized, will entail just as great an obligation for the administrative personnel to abstain from political controversy as for political officers to keep hands off administration {Adebayo 2001:68}.

In the same vein, Appleby { Adamolekun, 1986:14) posits that ‘public administration is policy making and serves as one of a number of basic political processes by which people achieve and control governance. For this reason therefore, he contends that a rigid distinction cannot be maintained between public administration and policymaking or politics. To him also, politics and Administration are intertwined

Many scholars have reasoned that there cannot be a rigid or clear-cut separation between administration and politics. Their fear is quite germane in the sense that public administration is only a servant of politics {Akpan1982: ix). Akpan’s position is very clear. A servant cannot be completely isolated from the deeds of his master. Public Administrators implement policies of their masters-the politicians and as such they can not be completely isolated from their deeds. Indeed both politicians and administrators work hand in hand to bring a better



life for the people. As Marshal Dimock (Adebayo 2001:69) puts it, the two processes of administration and politics or policy are coordinate rather than exclusive.

## **Conclusion**

The idea of a politics - administration dichotomy as postulated by Woodrow Wilson and his associates is no doubt a lofty one. Indeed, looking at some of the factors that led to it as earlier highlighted in this chapter, especially the spoils system, one would agree that there is need to make the public administrative system politically neutral. By this we mean making the system devoid of undue political influences and interventions. Going by one of the postulation of Max Weber –the German sociologist who is largely associated with the ideal type Bureaucracy, there is need for rationality in administration. As Woodrow Wilson himself had said, such rationality will straighten the paths of government to make its business less unbusiness like, strengthen and purify its organisation and crown its duties with dutifulness. Indeed it is not uncommon for bickering and friction to occur between politicians who are always having vested interests to achieve and administrators who are expected to perform their duties based on their professional expertise and without bias.

The whole issue hinges on what should be the legitimate spheres of responsibilities or roles for the Politicians and Administrators and at what point will overlapping be accommodated or allowed. For example, public administrators as professionals in their own right are expected not to be aloof but to provide necessary advices to the policies formulated by the politicians among others. Indeed, the reality is that by the very fact that public administrators advice the politicians on the policies they formulate, they are by implication also co-joining in policy formulation.

Thus, whether public administration is rigidly exclusive from or inclusive in politics, what matters is the efficacy of both in providing services for the people. If administration becomes completely autonomous, as the Wilson led Dualists have propagated, it may spell doom for the administrative system. This is because no organisation or any entity for that matter can be an island on its own. There are always need for interdependence and interactions. For example, the allocation of resources is the duty of the politicians in powers not that of the administrators. The Administrators must rely on such allocations to perform.

Hence the issue of rigid separation cannot really hold water. Again if one goes by the dictum: He who pays the piper dictates the tune, then the Player of the Piper cannot be divorced from the tune of the piper. Also, the administrators may become tin gods, which may hamper the development of the political system itself. Conversely, if there is no separation between both, the thinking of the politicians may not rhyme with those of the administration as the tendency may be to go back to the era of the spoil system where the politicians will always want to have their way even irrationally.

We reason therefore that the decision to have either- politics and Administration dichotomy or not is political system dependent. The decision is entirely that of the Leadership and what they have in mind.

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## **CHAPTER FOUR**

### **APPROACHES TO THE STUDY OF PUBLIC ADMINISTRATION**

**JACOB FATILE**

#### ***Introduction***

An approach to the study of Public Administration can be described as the general strategy for studying Public Administration. Vernon (1969) asserted that an approach consist of criteria to be employed in selecting the problems or questions to be considered and in selecting the data to bear on it. It consists of standards governing the inclusion or exclusion of questions and data. Thus, an approach to research leads the public administrationist to focus on specific aspects of administration and thereby conditions his study. It tells us how to frame our questions, that is the criteria to be employed in selecting a problem. Another word for approach is method. Every discipline has approach or approaches, which its practitioners use. Anybody who wants to understand the discipline has to be taught these approaches. It is pertinent to state that for a critical study of perspectiveness in Public Administration, how we select questions and deal with these questions is very important.

The study of Public Administration over the years has not been static and most students have come to recognize and accept it as a multi-disciplinary subject. Some of these approaches employed by public administrationists are derived from other disciplines most especially social sciences. Its multi-disciplinary nature has led to the emergence of different approaches to the study of the subject matter and each of these approaches stressed different ideals and aspects of administration. It is instructive to note that none of the approaches can be adjudged to be right or wrong or even more useful than the other. Besides, there is some overlapping among these various approaches. When the approaches are mastered, anyone of it or combinations of them may be used to examine administrative issues. A student has the right to select the approach or combination of approaches that is suitable for his needs. Subsequent section, we shall dwell on the various approaches to the study of Public Administration.

### ***Historical Approach***

The historical approach is one of the oldest approaches to the study of Public Administration. There is a popular saying which runs thus: “we have to reconstruct the past so as to understand the futures.” Thus, we are able to gain insights into the present by probing and digging into the past. The historical approach is characterised with trends and pattern of events in a given society and relies on the past to explain the present and probable future administrative development. For instance, to have a proper understanding of the administrative system in Nigeria after independence, it may be necessary to examine the pattern and characteristics of the British Colonial administration in the pre-independence era most especially from 1900 to 1960 when Nigeria gained independence from her former Colonial Lord. The political scientists have for a long time been employing this approach in their researches and it is gradually becoming popular among scholars in Public Administration. Moreover, in the United States, Tonwe (1999:99) claimed that L.D. White has given a boost to the historical approach through four of his remarkable studies entitled. *The Federalists, Jeffersonians, Jacksonians and the Republican Era*.

### ***Legal Approach***

Another approach to the study of Public Administration is the legal approach, which is considered to be one of the oldest approaches to the study of Public Administration. The Legal Approach according to Allenworth Don (1973:175-176) proved to be very useful in the study of Public Administration in that it illuminates the legal imperatives of administration by proving a clear idea as to what the drafter of the laws has in mind and the general constraints on administrators occasioned by judicial decisions and other legal constraints. The acceptance of legal training as the critical requirement for government officials is traceable to some countries in Europe such as Germany, France, Austria, Prussia, Belgium. In these countries, for a long time, Administrative Law has been considered to be part of public law. Adamolekun (1983:10) argued that the centre of the development of Administrative Law was post-revolutionary France. He claimed that:

*With the 1789 revolution came an emphasis on the rights of individuals and obligations of the state to protect those rights. There was also an emphasis on the codification of laws, which included provisions relating to the will of the state. Under this arrangement, the interpretation and fair application of law assumed the utmost importance.*

One major weakness of this approach is the neglect of the informal aspect of organisation, which constitutes the most vital aspect of any organisation. Dahl (1947:4) buttressed this argument when he observed that it is an inescapable fact that a science of public administration must be a study of certain aspects of human behaviour. He therefore criticized the prevalent tendency to treat organisation in formal and technical terms.

### ***The Political Approach***

The Political Approach can be regarded as a reaction to the debate on politics-administration dichotomy. However, scholars like Appleby (1949) argued that policy making could not be separated from policy execution. The implication of this is that many scholars still believe that Public Administration, as a field of study has to be approached through the study of politics. The implication of this is that Public Administration cannot be studied without reference to the science of politics and that attention must be paid to the consequences of different political philosophies for governmental administration and the study of the key governmental institutions: namely the legislature, the executive and the administrative machinery, the judiciary (Adamolekun 1983:12).

Tonwe (1999:102) identified the major strength and shortcoming of the political approach. He contended that good government cannot be substituted for self-government and if efficiency and economy cannot be obtained without sacrificing the democratic values, they are not worth having. On the other hand, he claimed that the inherent danger in the political approach is the possibility of an easy going relapse into the morass of graft and spoils from which democratic countries have barely managed to extricate themselves. Thus, democratic

aspirations must increasingly endeavour to effect reconciliation between the requirements of good government and self-government. Notwithstanding the inherent weakness, it is important to emphasize the continuing importance of the politics and administration approach in the literature and public administration is still considered as a sub-field of politics.

### ***Quantitative/Measurement Approach***

This approach is of the opinion that some aspects of mathematic and statistical techniques, which have been applied to the study of Economics, can also be useful in studying Public Administration. Without the application of mathematics to administration, the complex technological problems of resource extraction, construction, and distribution, which lie at the very basis of our society, could not be solved, nor would the administration of large social groupings be feasible. Such techniques are likely to be even more necessary as the worldwide demand for resources and their more equitable distributions and the ever-rising social expectations, which feed the world inflation, gather momentum. In the field of analysis, whether of the practices and procedures of organisations, or ranges of policy objectives, similar remarks can be made. The importance of the continued effort to desire mathematical and analytic procedures to further our understanding of complex human behaviour systems cannot be overstressed. Such efforts and the data bases, which they produce, form most secure foundation on which future institutional innovation can rest (Spiers, 1975:222).

The Quantitative Approach is useful to a certain point, but the value of human life, of freedom from sickness and pain, of safety on the streets, of clean air and of opportunity for achievement are hardly measurable in monetary terms. Public Administration has thus increasingly become concerned with developing better social indicators, quantitative and qualitative-that is, better indexes of the effects of public programmes and new techniques of social analysis. Not only that, the quantitative measurement of data and results in Quantitative Approach is a measuring yardstick of the extent of scientifism of the study of Public Administration in particular, and the study of human behaviour in general.

The greatest weakness of Quantitative Approach to Public Administration lies in the difficulty of applying mathematical and analytical categories accurately to human behaviour. Most difficulties in their application are traceable to philosophical source. Mathematical propositions, it has been argued, are not empirical, but one has to behave as if they were. Serious difficulties arise when categories become remote from actual behaviour. Thus, the application of the quantitative measurement to different aspects of the study of Public Administration remains elusive.

### ***Institutional Approach***

The Institutional Approach is another major approach to the study of Public Administration. According to Venon (1969) in *Political Science; A Philosophical Analysis*, Stanford University Press, an institution can be conceived as offices and agencies arranged in hierarchy, each agency having certain functions and powers. The approach focuses on specific structure and institution. It draws much from the legal aspect of government. Adamolekun (1983:17) posited that the formal structure of governmental administration as a significant feature that could be used is a focus of study.

This approach is mainly concerned with the relationship between the various organs of government, that is, it describes and classifies the branches of government such as legislature, executive and judicial agencies and the separation of power among these organs. Besides, it emphasizes philosophy, law, logic, norms, values and institutions. The institutionalists are interested in those who function within the institutions. They feel that the institutions shape and change individuals. The approach is a static rather than dynamic and it can be scientific when combined with another approach or when used comparatively through which conclusion based perhaps on observations or empirical data are made (Gafari, 1993:11). However, Enemuoh (1999:20) argued that the institutional approach has been criticized for the neglect of the informal aspects of politics, norms, beliefs, values, attitudes, personality and the processes. That is to say that the approach does not pay attention to the process of administration most especially the critical factor of human relations.



### ***Comparative Approach***

Comparative Approach is one of the oldest approaches to the study of political science and Public Administration. This approach was stimulated as a result of an increasing feeling of inadequacy of traditional approaches to the study of politics and administration. The study of comparative government limited itself to Western European culture and political institutions or to areas affected by Western influences. Secondly, the framework of studying comparative government was legalistic and formalistic. It was paying much attention to the examination of documents, government institutions and being descriptive rather than problem solving. Thirdly, there were no techniques or concepts for determining similarities and differences when countries were studied and compared (Edigin, 1996:15).

Significant growth in the teaching and research in comparative approach did not actually start until 1950s and this was as a result of three developments which according to Gable (1976:3-5) include:

- i. United States' post-war foreign aid programme
- ii. The 1952 conference on Comparative Public Administration at Princeton University in USA
- iii. Emergence of Comparative Administration Group (CAG).

Adamolekun (1983:21) asserted that several American public administrators and some academic experts were sent to foreign countries in the 1950s either to assist in administering economic programmes as technical experts to strengthen the public administration institutions of some of the newly independent countries. The 1952 Conference, which was held in Princeton was also a catalyst in promoting further growth of comparative approach. This conference led to the emergence of Comparative Administration Group. The group was interested in the whole world most especially the third world countries. Riggs' contributions in this regard cannot be over-emphasised. He was fully aware of major concepts in Sociology and Economics. Besides, Riggs had a special interest in the development of theoretical models towards the understanding of non-western administrative systems in particular. He articulated a theory of Prismatic Society, which represents transitional society being

functionally diffused (“fused”) and functionally specific (“diffracted”) (Riggs and Weidner, 1968:12).

Riggs’ model was used to examine the various structures and administrative behaviours in the public administration of the non-industrialised countries and comparing them with those of industrialised countries notwithstanding the similarities in the structures and functions to be performed. Comparative Approach is an approach that has been developed in order to increase our understanding of Public Administration, to reduce the difficulties of its study, and to go some way towards the provision of explanations of why administrative events occur, why administrative structures develop and change in specific ways, or why people behave as they do in certain administrative situations (Geoffrey K. Roberts, 1986:1). Comparative Approach is a close substitute in Public Administration for experimentation in the physical and natural sciences.

It is important, even at the most introductory phase of any national survey, to adopt a comparative framework and not simply to study the social arrangements for a specific nation. We cannot be said to fully understand the administrative structures of any particular country unless we have a knowledge and understanding of other administrative systems. Thus, the Comparative Approach seeks to establish similarities and differences among administrative phenomena as a source of data for concept formation and classification. Apter (1965) observed that by comparing and contrasting events, institutions, processes, one get clearer image of things observed and a sharper understanding of the meanings of the symbols we employ”. It is pertinent to state that we may know the basic structure of the institution of a country and how the various elements of this structure interrelate to establish and implement public policy, but we cannot appreciate whether institutions are particularly efficient, democratic and ethically sound without comparison with other countries.

### ***Decision-Making Approach***

This is another approach that has been widely employed in the study of Public Administration. Simon (1961:xiv) asserted that “if any ‘theory’ is involved, it is that decision

making is the heart of administration and that the vocabulary of administrative theory must be derived from the logic and psychology of human choice, Simon selected what seemed to him relevant theories from psychology and various social sciences (Waldo, 1972: 149). According to Baridam (2002:107) decision-making could be defined as the act of choosing among alternatives. The foundations of modern decision-making approach lie in philosophy and economics. The utilitarian philosophers especially Jeremy Bentham and John Stuart Mill, during the eighteenth century, developed a model of “economic man” or perfect-rationality, to explain how people make decisions.

The approach is a rational attempt on the part of public administrator to achieve the goals of his organisation or unit. It is actually the core of organizational planning. Among the proponents of this approach we have Herbert Simon, who was popular for his Bounded Rationality Model, Charles Lindblom who was the foremost proponent of decision making theory and was associated with Incremental Model otherwise known as Science of Muddling through. Others are Amitia Etzioni and David Daybroke known for the Mixed Scanning Model. Decision-making is essentially complex. A decision is not the province of any single individual, but the result of contributions of knowledge from both inside and outside the organisation being integrated, even though the final direction might emanate from a single person or group of individuals (Baridam, 2002)

Enemuo (1999) argued that the forces, which make up the decision-making processes, are the organisational division of spheres of competence, the flow of communication and the motivation of decision makers. The motivational factors compose of the interests, which an official requires in the decision making organisation and personality traits acquired from childhood. It is the combined impact of these factors that influence decision makers and thereby their actions. It is important to state that there are no specific, universally accepted best way of making administrative decisions and to be an effective administrator, one must understand the characteristics that make each situation unique, so that one’s decision may be adjusted accordingly (Ola and Oyibo, 2000:86).

The Decision Making Approach is subject to a number of constraints and limitations. Prominent among these problems is the time the decision maker can devote. Sometimes, the decision maker may not have the time to deal with all possibilities before making a choice. Equally important is the mental. Also, the approach can be faulted based on the fact that limited suitable information basic to the decision may be available. The decision maker may not even know all the relevant alternatives about which choice are to be made. Besides, there is the problem of prohibitive cost of procuring additional information, which may be needed for decision-making. It has also been alleged that the approach emphasized the process of decision-making and not the outcome of the decision made.

Tonwe (1998:110) also claimed that the fluid and inexplicit disposition of organisational goals also present its peculiar problems in the decision making process. Since organisational goals are not static but dynamic in character, the task of decision-making become problematic as decision makers has to contend with a fluid organisational movement.

The limitations highlighted above notwithstanding, the Decision Making Approach is considered to be one of the major approaches to the study of Public Administration and it has helped to underline important variables in the analysis of administrative systems.

### ***Scientific Approach***

Prior to the 1950s, the application of Scientific Approach to the study of human behaviour has not gained currency. However, as from the 1950s, social scientists (including Public Administrationist) begin to emphasise the relevance of the scientific approach to social sciences.

Science is a systematic ways of organising information and analysing them to explain and predict phenomenon. Social science discipline is scientific to the extent to which we borrow scientific tools from pure science to analyse human behaviour. The following procedures are involved when Scientific Approach is adopted:

- (i) Statement of the problem to be investigated

- (ii) The formulation of hypotheses. Hypothesis is a tentative statement of relationship between two or more variables, i.e., Hypothesis must relate at least two variables for it to be a hypothesis.
- (iii) The collection of data to test the stated hypotheses. Data to be gathered to validate or invalidate the relationships, which are assumed to exist among variables.

Some people have argued that Social Science (including Public Administration) cannot be said to be scientific because human beings are unpredictable, i.e., they do act differently or in different ways or forms. The attitudes of human beings make it difficult for one to subject them to analysis like we can do to atom. Some scholars also argued that because experiment cannot be conducted in the manner that experiment is conducted in the pure sciences, Public Administration (like other Social Science) cannot be science. This explains why Adamolekun (1983) contended that control experiment and measured observation, which must be replicated and tested, are difficult in Public Administration because human behaviour is not predictable. It is important to point out here that the Scientific Approach grouped together several specific approaches like the behavioural and system approaches, which are considered below.

### ***The Behavioural Approach***

Behaviouralism is a movement in the social sciences aimed at higher level of achievement by more careful study of actual behaviour, using techniques whose value has been demonstrated in the physical sciences.

American scholars developed the behaviouralism as an alternative to the traditional approaches (most especially the historical and institutional approaches) in the 1940s and 1950s. Herbert A. Simon's *Administrative Behaviour* (1947) was probably the most important work of the 1940s which contained a searching critique of the older Public Administration, particularly of its use of "principles". These so called principles are similar to maxims folk wisdom and, in fact, given loose unscientific way in which they have been derived and stated cannot be regarded as more than proverbs (Waldo Dwight, 1972:148).

According to Simon (1961), the founders of older Public Administration failed to appreciate many of the rigorous requirements of true scientific method, but their fundamental deficiency lay in their lack of understanding of the distinctions they had drawn. They failed to appreciate that their rough separation of politics from administration did not preclude a valuational component in many things they presumed they were treating scientifically. The behaviouralists borrow from other disciplines most especially sociology and social psychology. The Behaviouralists Approach is based on the notion that human behaviour can be subjected to systematic studies, which can help the public administrationists, and other social scientists to generalize on administrative behaviour which all things being equal are constant. Such generalization, according to Gafari (1993) arose from hypothesis or cause theories, which can be applied, to any administrative system. The Behavioural Approach insisted on the use of scientific methods and emphasized the systematic gathering and analysis of data to confirm or reject hypothesis.

Adamolekun (1983:14) also observed that the Behavioural Approach in Public Administration focused on the internal dynamics within administrative organisations: the behaviour of individuals within an organisation, the impact of the organisation on the individual and the overall internal environment. He argued further that the Behavioural Approach could be contrasted with Institutional Approach whose emphasis is on the formal structure of an organisation with virtually no interest in the internal environment and the behaviour of individuals within it. Thus, any Public Administration system depends for its effectiveness on both organizational factors and behaviour within the structure. An administrative science can therefore be built on the behaviour of those who work within organisations rather than on structures. Also, Robert Dahl (1961:76) stated that the Behavioural Approach is an attempt to improve our understanding of Public Administration by seeking to explain the empirical aspects of administrative life by means of methods, theories, and criteria of proof that are accepted to be canons, conventions and assumptions of modern empirical science.

However, critics of this approach have argued that administrative phenomena may not be amenable to experimentation and that any laws concerning administrative behaviour that may be formulated as Enemuo (1999) argued are certain to be vitiated by human ingenuity. Besides, the approach has limited applicability in Public Administration because there are limited ranges of issues that can actually be observed and quantified. In fact, the approach may be useful only where small groups are only involved and not in very large communities which Public Administration deals with (Tonwe, 1998:105). These limitations notwithstanding the approach has greatly encouraged the scientific study of administrative phenomena and we are of the opinion that efforts should be directed towards enhancing the utility of the approach as it applies to public administration since it is intended to make the study of Public Administration scientific. Behaviouralism is thus a scientific revolution in Public Administration. It is an attempt to move Public Administration from non-scientific condition to a scientific stage.

### ***Systems Approach***

System refers to a set of element or units which interact in some ways and distinct from the environment. Adamolekun (1983:15) defined the system approach as:

*A system made up of interdependent parts, has permeable boundaries, interacts with its environment by importing inputs, while it exports outputs in order to maintain itself in a permanent state of equilibrium.*

Thus, systems analysis as a concept basically implies an analysis of whole rather than parts. The System Approach treats an organisation as an example of a “system”, i.e., a set of interdependent parts forming a whole with the objective of fulfilling some definable functions. A system can be closed or open. An open system interacts with its environment and closed systems do not. System transforms input from the environment and they affect the environment through input.

Borrowing heavily from the works of Max Weber, Talcott Parson, and David Easton, many public administration scholars have postulated about the System Approach. Using the experience of other disciplines like physics, chemistry, biology, psychology, communication etc, scholars have suggested what constitute a system in Public Administration.

The methodology of the System Approach as highlighted by Barber (1972) consists of the following steps:

- (a) Specifying objectives
- (b) Establishing sub-systems (main decision areas)
- (c) Analysing these decision area and their information needs
- (d) Designing the communication channels to facilitate information flow within the organization
- (e) Grouping decision areas to minimize communication problem

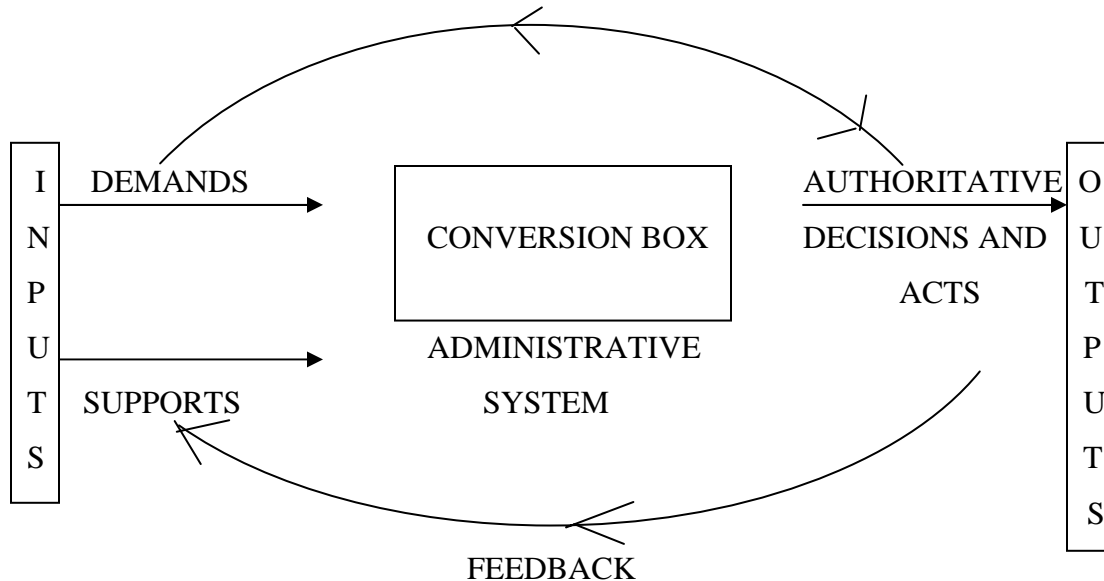
In practice, the approach illustrates the importance of organisation of information, the advantages of project rather than functional division and the need to centrally concentrate the information network.

Easton's systems analysis can be applied to Public Administration in the sense that from the environment demands are made on the system in the form of inputs, e.g., demands of the citizens for the maintenance of law and order and provision of infrastructural facilities. These demands are then processed into outputs, which are authoritative decisions within the governmental administration. The feedback corrects the actions of the administrative system. This is necessary for equilibrium. The model is presented in Figure 1.



Fig. 1

ENVIRONMENT



On the application of the System Approach to Public Administration, Tonwe (1998) had earlier observed:

*The Systems Approach to the study of Public Administration focuses on the external and internal factors and influences, which impinge either negatively or positively on administrative organisations and their component parts, the processes of policy-making and administrative decisions and actions. The external factors and influence cover the social, economic and political environment, which tend to condition the policy makers. Internal factors include formal structures, procedures and the mechanics of control, which administrators have to take cognizance of in policy-making. The nature of the internal and external influences and factors prevalent determines what the system would have as its input for conversion to output.*

It is clear that the System Approach has many advantages. In fact, many human situations can be analysed in a rough and ready way as system. For instance, the flow of resources

through organisations, geographical areas, micro-economic or macro-economics, industries, etc, can be seen as systems of inputs and outputs, and economic and analytic techniques adopt this approach. In particular, Spiers (1975:223) argued that the major advantage of an overt or tacit recognition of System Approach is that it focus attention towards processes in administration as opposed to institutions and groups, and encouraged the analysis of separate elements in these processes, and their contribution as importers of resources into the system and as users of resources as output from the system.

The Systems Approach is particularly useful in Public Administration in the sense that it gives us a comprehensive orientation about how public administrative system operates as against selective narrow or compartmentalizes exposition (Tonwe, 1998:112). However, the Systems Approach has some inherent weaknesses. It seems that the concept of “equilibrium”, suggesting implicitly as it does an inherent tendency for systems to right themselves or to move on self-adjusting continua, may be of limited applicability in Public Administration. For example, the control mechanisms in human organisations cannot begin to match those of biological and other systems. Not only that, in biological systems, say plants or individual human beings considered from biological point of view, the boundaries of the system (environment) can be easily distinguished (Spiers, 1975:224). This is not so with public administrative system. Thus, the too rigid treatment of human groups as system might lead to practical difficulties, and techniques, which rely too heavily on this approach rendering it irrelevant. In fact, the approach is still considered as a useful tool of analysis in Public Administration just like in other social sciences discipline.

## Conclusion

In this chapter, attempts have been made to consider the various approaches to the study of Public Administration. There is no doubt that there are numerous approaches and they differ in their focus. All these approaches have immense potentialities for the development of Public Administration. Since none of these approaches may be considered adequate by itself, a student of the subject is therefore expected to use combinations of approaches and methods in their research work.

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## CHAPTER FIVE

### ECOLOGY OF PUBLIC ADMINISTRATION

IYABO OLOJEDE

#### Introduction

Ecology, according to the usual definition is the relation of living things and plants to one another as well as their environments. Organisms interact with their environments within the context of the ecological system. Population of plants and animals in the ecological system do not function independently of their environment. Some populations compete with each other for resources. All populations within an ecological system are referred to as a community and have some connections with one another as well as the external environment. At one level, individual population interact among themselves and influence each other

As it relates to Public Administration, it means how Public Administration relates with itself internally and how it relates with its external environment – political, economic, social, cultural, technological etc. Before 1945, there was an attempt of universalisation of Public Administration. However, the inadequacies of this universalisation became glaring in view of diversity of national administrative systems. Robert Dahl (1947:8) argues in his influential 1947 essay, the “Science of Public Administration” that:

*The comparative aspect of Public Administration have largely been ignored, and as long as the study of Public Administration is not comparative, claims of “Science of Public Administration” sound rather hollow. Conceivably, there may be a Science American Public Administration and a Science of British Public Administration and a Science of French Administration; but can there be a “Science of Public Administration” in the sense of a body*

*of generalized principles independent of their peculiar  
national setting*

It is implied from Dahl's argument that Public Administration cannot be analyzed universally without the ecological attributes of each administrative system being taken into consideration. Heady (1979:4) further noted that formulating general principles concerning Public Administration in the United States, Great Britain, and France may be difficult enough, but this would be quite inadequate in a world having the great number and diversity of national administrative system. Some countries operate political systems which are in converse with western liberal democracies. Specifically, the national administrative system of communist countries would be operated within a different political milieu. Similarly, administration in the newly developing nations like Nigeria, Ghana, Gambia etc. will also attract administrative variations and innovations that have developed in their peculiar settings.

This chapter explains that Public Administration does not exist in a vacuum. It exists within a socio-cultural and political setting. The environment of Public Administration consists of those factors which affect its operations and in turn are affected by it.

### ***The Concept of Public Administration***

Public Administration refers to the study of how a country's administration is organized and how it functions. Public Administration as a field of study is a recent phenomenon. However, as a component of governmental activity, it existed since Biblical times. Advisers to rulers and commentators on the workings of government have recorded their observations from time to time in sources such as Kautilya's Arthashastra in ancient India, the Bible, Aristotle's "politics" and Machiavelli's "The Prince" (Heady 1979:1). Public Administration as a study commenced with the works of German scholars who focused on systematic management of governmental affairs. In the 19<sup>th</sup> century in the United State of America, the environment of corruption and the general inefficiency of governmental administration in those days

provided a fertile ground for research on principles and methods to improve the administrative system. This search gained momentum with the publication in 1887 of Woodrow Wilson's famous essay "The Study of Administration." Woodrow Wilson emphasized the importance of studying the administrative institutions of government. According to Woodrow (Wilson, 1887) the central role of Public Administration was to straighten the paths of government to make its business less unbusiness-like, to strengthen and purify its organization and to crown its duties with dutifulness. Since Wilson's time, Public Administration has become a well recognized area of specialized interest, either as a sub-field of political science or as an autonomous field of academic discipline.

Public Administration has been differently defined by numerous scholars. Marx (1963:4) defined Public Administration as a determined action taken in pursuit of conscious purposes. This definition is a generic conception of administration. It presumes that administration is concerned with means for the achievement of prescribed ends. While it cannot be doubted that administration generally is designed for the achievement of prescribed ends, however the definition failed to take into cognizance the context of the administration. There are different types of administration. At the macro level, there is Public and Private Administration. At the micro level, there is church administration, educational administration, labour union administration, public departmental administration.

Adebayo (2001:4) defined Public Administration as the process of organizing and arranging practices and procedures, relevant for effective performance of the civilian functions entrusted to the executive branch. Implicit in Adebayo's definition is the supportive role of Public Administration to the political machinery. It can be inferred that the political class determines the public will while Public Administration provides assistance in translating this public will into action planning, organizing, coordinating among its numerous functions.

Pfiffner and Presthus (1960:3) described Public Administration as coordination of individual and group efforts to carry out public policies. One critical element in Pfiffner and Presthus

definition is coordination which is central in the achievement of governmental objective. For effective coordination, it is required that leaders of implementing agencies must be professionally competent as well as possess positive leadership qualities which can motivate team spirit and ultimate coordination for the achievement of public policy objectives. Adebayo (2001:4) defined Public administration as the study of how a country's administration is organized and how it functions.

From the various definitions of Public Administration given above, it is clear that Public Administration located in a distinct political setting. It is concerned mainly with the implementation of public policy divisions made by the authoritative decision makers. Public Administration is also different from Private Administration whose sole purpose is profit making. However, it is worthy to note that the scope of Public Administration vary from one country to another given the different political and economic persuasions and other national circumstances.

### ***Public Administration and its Environment***

As we noted in the introduction, Public Administration does not exist in a vacuum. It operates within varied environments. These environments include political, social, economic contexts as we shall see in different countries. Universally, Max Weber bureaucratic characteristics are universally accepted as basic characteristic required for efficient administration particularly in the public sector. It is also a basis for comparison of the level of rationality of public administrative organizations globally. The ideal type bureaucracy by Marx Weber is characterized by the following distinct characteristics:

- i. The division of labour as a continuous organization of official functions bound by rules.
- ii. A power and authority relations based on a specified sphere of competence within the continuous organizing of official functions.
- iii. A hierarchical organization of offices in terms of span of control and supervision.



- iv. The regulation of conduct of an office by technical rules of norms and the requirement that the incumbent of various offices should have specialized skills.
- v. The office constitutes a career, hence the operation of a system of promotion according to seniority or achievement or both.
- vi. The official is prohibited from appropriating his official position in his own interest.
- vii. The office is conceived of as a profession, calling of vocation which involves a certain impersonal devotion to the task of the office.
- viii. A bureaucracy is a mechanism founded on discipline.

### ***Environment of British Public Administration***

The political environment of any country often has profound effects on the composition, behavioural characteristics and political role of their public Administrative system. For example, the political culture of Great Britain which is participant and pluralistic, based on communication and persuasion, a culture of consensus and diversity, a culture that permitted change and moderated it has significant impact on the British public administrative system (Almond and Verba, 1963:8). Since the political culture and political structure are compatible, the British political system is relatively stable and its legitimacy is well established (Heady, 1979). The British gradualist pattern of development led to its retention of its ceremonial head monarchy connected with a unitary and parliamentary system of government. The greater impact of gradualism on Public Administration was that the administrative system was able to develop feature by feature in a way that reflected the political change and was consonant with them (Heady, 1979:198). Political and administrative adaptation and changes went parri passu and well balanced but the political class leadership over Public Administration was very visible. At no period was the administrative organ called upon to assume the dominant role in policy making due to the breakdown of the political machinery as obtained in a country like France.

Given the dominant political theme in Britain, its public administrative system was slow in becoming professionalized as well as acquiring other important characteristics of Weberian ideal bureaucracy. Prior to the 19<sup>th</sup> century reforms of the British Civil Service, recruitment was based on patronage consideration. Members of the British Civil Service at that time were often the sons of the aristocracy. Many of them were too dull to make a vocation in the church or in the armed forces. Their roles were not particularly different from the politicians who appointed them. Their remunerations were often provided through bribes and gifts. Many civil service posts required very little work but yielded profitable returns. This type of administrative machinery bred inefficiency and it became inappropriate machinery for the rising 19<sup>th</sup> century bourgeoisie who required efficiency from the state to match that of their commerce and enterprise (Kingdom, 2000:21).

W.E Gladstone, the leader of the liberals who anchored British commercial interests commissioned an inquiry famously known as the 1854 North Cote-Trevelyn Commission. The North Cote-Trevelyn Commission took as its model the highly effective Indian Civil Service. The Commission made some recommendations which included the removal of patronage system and the development of a career civil service through a system of competitive examinations to a unified service which demarcated intellectual from routine work. It further recommended that promotions were to be based on merit rather than on nepotism connections and political affiliations. The recommendations made by the North Cote- Trevelyn Commission were implemented.

Kingdom (2000:21) noted that these major reforms led to the growth of the civil service as it widened the access to many British citizens to a hitherto closed service. In 1900, membership of British Civil Service was given as 50,000. however, the era of welfare state in post second world war saw it rising to 751,000. The emergence of neo-liberalism led to the reduction of the work force to about 476,000. The era of shrinking government also saw an increasing casualization of staff, the number rising from 11,000 in 1976 to 19,600 by 1997, while the part-time work force advanced from 31,100 to 56,100 to compensate the shrinkage of permanent staff (Kingdom, 2000:22). The British Public Administration became

professionalized and competent when the elected political bodies required and provided for it. This has profound influence on the role of Public Administration and its relationship with the political leadership and the public at large. In Britain where civil servants possess a civic culture that is participant, Public Administration is seen as performing in its service capacity and is well subjected to firm political control. However, skilled a bureaucrat may be or the quality of its advice and its deep involvement in the policy process he or she must be seen and not heard. The British Civil Service must also be neutral. The North Cote-Trevelyn Report established a practice of political neutrality among British civil servants. The civil servants were or are to serve government of different political persuasions with equal loyalty.

### ***Environment of American Public Administration***

The United States share similar political characteristics with Great Britain. Like Britain, it has an active citizenry and vibrant political culture which is participant. Its political system is also stable and well adjusted. The United States has a history of strong political bureaucracy. Before the Pendleton Act by Congress in 1883, appointment into top public administrative positions was principally through patronage. This fuelled corruption and general inefficiency of the administrative machinery. The extent of corruption was so various and pervasive to the extent that a United States President named Garfield was assassinated by an office seeker who has been refused a position in his government. These administrative vices brought the debate in the United States for a dichotomy between politics and administration. Drawing from the experience at that time, scholars like Woodrow Wilson, Frank Goodnow, W.F. Willoughby argues that politics should be separated from administration. They argues that politics is the expression of the will of the state while administration is the execution of that will (Adebayo, 2001:68-69).

To resolve this problem of corruption and inefficiency in the American Public Administration, the Pendleton Act effected some measures to affect the civil service structure. Firstly, the civil service was to be staffed with permanent employed officers who will gain entry through competitive examination. On the other hand at the junior levels of the governmental service, merit was to be considered in recruitment rather than patronage.

However, at the topmost level the Pendleton Act still allowed the structure in which the most senior public administrators will be politically appointed. This is to ensure that the topmost public administrators are committed to the people that appointed them. However, these politically appointed public administrators owed their tenure to the people that appointed them. Quite often their tenure expire with the exit of the elected politicians who appointed them. It is, however, not an aberration for the new incoming elected leaders to retain these politically appointed administrators if considered politically and professionally useful.

In the American environment, top public administrators are active in policy making. Unlike Britain, the question of neutrality does not exist. Neither do they operate secretly as obtained in Britain. Public administrators participation in policy making is an open affair with consequent positive or negative reaction to policy advice given to elected representatives. Another important environmental variables is that external controls over Public Administration is well established. For example, to facilitate accountable Public Administration, there are regulations which seek to exert control on public administrative activities and powers. The Freedom of Information Acts 1966, 1974 and 1976 require that all information received and developed within the federal bureaucracy is open to the public unless the government can maintain a sound argument to prevent the information being made available (Chandler, 2000:221). Furthermore, legislative committees exert some form of control on many aspects of Public Administration work which fall under their jurisdiction.

It is not uncommon for affected public administrators to be called for questioning on any aspect of his or her agency's operation by relevant specialized Congressional Committees. Finally, the public also exerts some form of control of Public Administration by making their views known in the local press and cable television services in which complaints are aired on actions and inactions of public administrators. However, one limitation to this popular control is that this mechanism is only accessible to the articulate, educated and economically advantaged citizens. The glaring racial inequality and the disparity between the rich and the poor do not guarantee a well rounded public control of the American Public Administration.

### ***Environment of French Public Administration***

Conversely to Britain and the United States, French political system was characterized by the sharp political instability with different regimes rolling out different drastically different political orientations and agendas. Unlike Britain and the United States with gradualist political culture, French political system was characterized by sharp, frequent and abrupt changes. In France, monarchical rule was violently terminated by the French Revolution. In turn, the latter was substituted by the Napoleon era. After Napoleonic period was the emergency of constitutional monarchy succeeded by republican government in 1870 and series of political crises in the Third and Fourth Republics leading to the emergence of Fifth Republic with the emergence of De-Gaulle as the new and a more stabilizing force. However, one remarkable aspect of this regime change was extreme violence in terminating a preceding government.

In this atmosphere of disruptive political changes, the French Public Administration has emerged to fill a political vacuum exhibiting extreme loyalty and commitment to the French nation. While the political machinery was unstable, the administrative machinery was stable serving the different regime types and in some situations of complete anarchy holding the reins of government and positively directing the affairs of the nation loyally. The development of these characteristics of loyalty, commitment and diligence has helped to define the operating features of the French Public Administration, its positive and active relationship with the political class and the respect earned from the French public.

According to Heady (1979:172) the French higher level public administrators respected for their expertise and commitment provide direction for the centralized state administration which is largely responsible for conducting almost every activity in France. The French public administrators are ubiquitous. The French Public Administration was and is closely associated with the political class. The public administrator is perceived as a public official rather than the common denomination of public servant common in other Western liberal democracies like the United Kingdom and Sweden.

The French higher civil service is characterized by the existence of elite corps. Once major avenue of gaining entry into the higher civil service in France is to be a member of the professional corps. Escoube (1971) exemplified some of these corps. They include the Council of State, the Court of Account, the Finance Inspectorate, the Diplomatic Corps and the Prefectorial Corps. Other technical vocations commonly cited in the French literature on Public Administration are Corps of Mining Engineering and Corps of Roads, and Bridges. This community of Public Administrators are found in the most significant and senior positions in the French public service. Each of these elite corps is highly valued by the entire French public. In fact private organizations compete vigorously for French public administrators to acquire them for their notable skills and experience.

The liberal French employment provisions which permit French public administrators to go on leave of absent if they want to venture into politics has also ensured the visibility of French public administrators even in politics. Many political leaders in France public administrators even in politics. Many political leaders in France began their careers as civil servants and then moved into the political arena. It is also not uncommon to find many of the French elite corps as members of ministerial private offices. Specially, the Offices of the President and the Prime Minister are often littered with members of the various elite corps on secondment providing profession and administrative support services.

Given the prestige and elitist nature of these administrative structures, entrance to these groups is highly competitive. There are specialized schools which prepare potential members of these elite corps. These schools are collectively known as “Grandes Ecoles”. Students wishing to enter into the technical corps will require a general scientific education at the Ecole Polytechnique, followed by specialized two year training at any of the schools administered by the Technical Corps. For the administrative group, potential members will be required to sit for an examination or admission to the Ecole Nationale de administration (National School of administration, ENA). This will in turn be followed by a rigorous two year training period at the ENA.

### ***Environment of Nigerian Public Administration***

Nigerian Public Administration is rational is affected by numerous environmental factors. These include its colonial legacy, its socio-cultural values, nature of its citizenry (leaders and the led).

Nigeria like many British colonies inherited rigid administrative centralized structures and lack of local self government. Colonial Public Administration (1860 – 1960) was designed to guarantee law and order, the administration of justice and prompt collection of taxes. The principal objective of imperial Britain was the consolidation of imperial acquisition. According to Adamolekun (2000:33) British colonial rule was an administocracy, a dictatorship, and an authoritarian system of government. It was an alien rule super-imposed on the Nigerian people following a military conquest. It was also the concentration of all powers executive, legislative and judicial who were being responsible only to the government of the imperial country and were under no obligation to govern with the consent of the colonized people.

At independence, the emergent Nigeria leaders, like their fellow compatriots of other developing countries made economic and social development central national issues. Development objectives since 1970 were aimed at achieving (3<sup>rd</sup> National Development Plan 1980:29; 1979) Constitution:

- i. A united, strong and self reliant nation;
- ii. A just and egalitarian society;
- iii. A great and dynamic economy;
- iv. A land of full and bright opportunity for all citizens and a free and democratic society.

Public Administration was to be an instrument. Several public administrative agencies were created to effectuate these policy objectives. However, the colonial legacy of non-responsiveness to the people which public services are directed continue to be a bane in Nigeria Public Administration. Between 1960s and mid 1980s when government acquired a father-figure posture providing for education, water, electricity and industrial development (among others), the Public Administration acquired much power in the dispensation of its duties.

The advent of military rule from 1966 added another dimension to the orientation and behaviour of public servants. The military by socialization were to be defenders of the country's sovereignty against external aggression. They were not trained for leadership in the political arena. However, their incursion into the political arena means they must seek allies and which they found in the civil servants by virtue of their experience, permanence and interactions with the public. They were also considered more reliable than the politicians they displaced. The public administrators assume a vantage position of influence in public issues. They became more visible in the policy process. Despite their visibility in the policy process, there was no marked improvement in their orientation as the public considered them arrogant, aloof, inexpensive, inefficient, and rigid. These behavioural characteristics was given as a reason for the public service purge of 1975 in which about ten thousand (10,000) public officers were dismissed.

The socio-cultural values is also an important variable shaping the nature character and behaviour of Public Administration in Nigeria. Universally, Public Administration thrives on objectivity, impartiality, anonymity and high moral rectitude. However, some of the traditional practices conflict with the behavioural expectation of modern Public Administration. For example, a public administrator is expected to occupy a position of a calling requiring impersonal devotion to the tasks of the office. Rather than fulfilling this positive expectation of its position, the reverse is the order. Ethnicity and tribal affiliations have combined to reduce to system of recruitment, promotion, training and transfer of personnel to nothing except benefit of political patronage, loyalty and ethnic affinity. The



Nigerian Constitution also confirmed the significant role of ethnic balancing in recruitment of its public servants.

The Nigerian Constitution specifies that federal character must be applied in balancing gaps between the North and South educationally. The principle of federal character was to be applied in appointments and promotions of staff in all federal establishments. The 1988 Federal Civil Service reforms also consolidated this ethnic balancing by providing that entry into grade levels 7 – 10 must be by the principle of federal character. Consequently, the elements of meritocracy, promotions based upon achievements, appointments and allocation of roles based on possession of required special training are relegated on the premise of ethnicity and federal characteristic. Consequently, the public administrator appointed on an impartial premise cannot be expected to be impartial in the conduct of his official business. From the foregoing, it is clear that the shape, the nature and practice of Nigerian Public Administration are products of its colonial legacy and dynamic socio-political environment.

### ***Conclusion***

From the discussion of the various public administrative systems in Great Britain, the United States, France and Nigeria, we cannot talk of universal Public Administration without talking about the different environmental contexts of the different public administrative system. In the older and more developed societies such as Great Britain and the United States, their Public Administration did not acquire their positive characteristics in one day. Public Administration in Great Britain before the North Cote-Trevelyn Report of 1854 was inefficient. Its personnel were acquired from the dull members of the aristocracy who did little work but had profitable dividends through gifts and bribes. Similary, in the United States before the Pendleton Act of 1883, corruption was the buzz word among top American public administrators. It was not until the political leadership desired and designed an efficient and responsive Public Administration through implemented reforms that the desired changes became a reality.

In France, the political environment was very favourable for the development of nature and character of public administrators. The public administrators through their diligence, integrity and inbuilt control mechanisms become dependable state allies. Furthermore, through their contributions to the French nation, they became ubiquitous both in the public and private after for employment. Nigeria like many developing nations is still being caught in the web of conflict between the requirements of modern Public Administration and traditional, socio-cultural practices. However, this conflict can be minimized through a honest and purposive public leadership which can generate positive changes in the orientation of Public Administration.

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## CHAPTER SIX

### THE PUBLIC ADMINISTRATION: QUALITIES, FUNCTIONS AND CONSTRAINTS OF PUBLIC ADMINISTRATOR

*AKHAKPE IGHODALO*

#### **Introduction**

Every human collectivity needs administration in order to function effectively. On the basis of this, there is hardly any society that does not require administration. From its rudimentary form to its complex nature, administration is indispensable to all human organizations. What has however agitated the minds of organizers and planners of both private and public organizations is how to evolve or discover the appropriate mix of human and material resources aimed at achieving set goals. This problem appears endemic because the speed and complexities with which modernization is going on in our world today have made it difficult administrators in resolving the present and future problems of human organizations.

In spite of these difficulties and constraints, administration as a tool and process has distinguished itself honourably well in tackling the problems posed by societal growth and development in contemporary times. Much of these have been carried out by public administration. Public Administration as a distinct field of academic discipline and professional practice has grown and matured to confront the head-long problems and challenges facing modern administration.

From the “Old order” Public Administration defined in institutional terms i.e., in Weber and Weberian characterization of formal bureaucracy, to Public Administration interested in the public interest that is, how to treat its clientele properly, deliver goods and services effectively and manage resources efficiently, with emphasis on transparency probity and accountability. In all these, it is required that due process must be followed in getting things done in the way and manner that public interests would be well served. In grappling with challenges of the time, it is no where argued that Public Administration has not buckled under the weight placed on it by modernization. In fact constraints facing Public Administration in actualizing its mandates differ in their nature and complexities from one country to another and from one organization to the other. Therefore, for appropriate

theorizing on Public Administration, contextual factors have to be taken into consideration so much so that problems certified and solution proffered can serve as proper antidote. This is particularly true of developing countries of Africa where uncritical application of western bureaucracy model have failed to achieve their goals.

This chapter aims at examining the qualities, functions and constraints of Public Administration in developing countries using Nigeria as a spring board for analysis. In pursuance of this goal, the discussion is structured into five sections. The first section discusses the conceptual framework. The second section, analyses the characteristics of formal bureaucracy as put forward by Max Weber. In its ideal form, characteristics of bureaucracy help to achieve efficiency and effectiveness in administration. Yet the reality often deviate from the norm. the next section examines the qualities of Public Administrators which is considered unique from other group of employees. The fourth section, takes a look at the problem facing public administrators. The final section discusses the way forward for public administration in Nigeria and then conclusion.

### **Public Administration: A Conceptual Framework**

In discussing issues salient to this topic it is pertinent to consider and clarify some key concepts in order to situate them within the context of our discussion. Administration has been defined as the best way of getting things done. It is regarded as the practical arm of government because it has as its onerous task the actualization of the goals of government. Using the analogy of two French Scholars Smithburg and Thompson, administration is “when two men cooperate to roll a stone that neither could have moved alone, the rudiments of administration have appeared” (Balogun 1983:7). This definition of administration underscores the role of cooperation in achieving the goals of administration. In his own view, Adebayo (1981:1) notes that administration is about, “the organization and direction of persons in order to accomplish specific ends.” To achieve these ends, administration requires complex process and because of these complexities involved in administration Adebayo further notes that it must involve the whole range of what Charles Dickens calls POSDCORB an acronym for Planning, Organizing, Staffing, Directing, Coordinating, Reporting and Budgeting.

Administration when carried out in the public realm becomes Public Administration. According to Lapalombara (1974:235), Public Administration means "those organizationally centered directive activities, within an organization relevant to the implementation of public policies and/or the achievement of public goods." This definition looks at Public Administration from the policy implementation angle and sees the role of administrators as that of giving effect of policies of government. In this regard Adebayo puts in simply that Public Administration has "to do with the marshalling of human and material resources in order to achieve the objective of public policy" (Adebayo, 1984). To speak of Public Administration means that there is also private administration. Can these two be segregated practically and theoretically. From the angle of theory perhaps the answer is in the affirmative. In this regard James Fesler provides three grounds on which such differentiation can be made. Firstly, Public Administration is not carried out based on economic consideration or profit making. Secondly, Public Administration is wider in scope than private administration and thirdly, Public Administration is essentially public in activities and in action while private administration requires privacy (Lapalombara *op.cit*).

In contemporary times this differentiation seems to be blurred by the need for Public Administration to be more creative and efficient in carrying out its activities. It is in pursuance of this goal that development administration was coined to move administration from its traditional view or role as that of maintaining law and order to that of bringing about social change. For Biggs, development administration is "organized efforts to carry out programme or projects through by those involved to serve development objectives" (Edosa, 1997). On the other hand, administration of development means the process of administering or guiding the process of development in a country. The role set out for public administrator in this respect is that of mobilizing effort more widely throughout the mass of people (Katako 1971:1411). All these effort are aimed at achieving development in society. Development as a concept has experienced methodological and conceptual shift over the years. In its contemporary usage development involves:

*Comprehensive process through which Population recovers its own resources and put them to work according to its own cultural values in order to resolve its individual and collective problems by*

*creating over a very long period of time a frame of life where each stage is better than the preceeding one. Development should result from the dynamic and durable linking together of the natural environment and the socio-cultural setting of the population (Rudeback 1997:84).*

What can be gleaned out of the definition of development given above, is that development strategies and approaches must take into cognizance the very nature of the society involved, drawing at the same time from its human and material resources to achieve social change in society (Collin, 1980; Todaro, 1982; Ujo, 1994). According to Todaro the followings are the objectives of development:

- a) Life sustenance in the area of providing food, shelter, health and protection;
- b) Achievement of self-esteem through provision of those things that can generate respect for and from others. For example, wealth and technological development; and
- c) Attainment of freedom through emancipation from material poverty, social servitude, ignorance and dogmatic belief, etc., (Todaro, 1980:7).

What institutional and structure frameworks have been set-up to help public administrators play their roles in society? What are the elements or features inherent in these institutional arrangements to enable them achieve their goals. To these questions we shall now turn our attention to the next section.

### **Characterization of Formal Bureaucracy**

For any large organization, bureaucracy is an inevitable part. Indeed, as Max Weber has posited “ the development of the modern form of the organization of corporate groups in all fields is nothing less than identical with the development continual spread of bureaucratic administration ... its development is, to take the most striking case, the most crucial phenomena of the modern state: Weber quoted in Robert, 1979: 41). Therefore, for the needs of mass

administration today bureaucracy is completely indispensable to.”

### **Features of Formal Bureaucracy**

For public administrators to achieve their goals within formal bureaucratic set-up, the following salient features must be in place: For Max Weber these include:

- a) Activities in bureaucratically structured organizations are distributed in a fixed way;
- b) Specific sphere of authority and competence are carved out as part of a systematic division of labour;
- c) An official within a bureaucratic setup is under strict and systematic discipline and control in the operation of his/her office;
- d) In carrying out their official duties, officers are governed by abstract rules which are applied to particular cases;
- e) Offices are arranged according to the principles of hierarchy. This means that each lower office is under the control and supervision of higher office;
- f) Officials are subject to authority only with respect of their official position;
- g) Personnel are employed into the bureaucracy on basis of technical qualification and or examinations. They are appointed, not selected; and
- h) Job in the bureaucracy constitutes a career and promotion in the bureaucracy is based on seniority, achievement or both (Adebayo 1981:26).

For maximum efficiency and effectiveness, the inherited British model of the civil service demands that civil service should take the following structure – the administrative, the executive, the clerical and the manipulative class (Adigwe 1974:69). The Administrative Class is the highest level in the civil service. It is headed by a Permanent Secretary. He or she is followed by the Under Secretary, and this is followed by Assistant Secretary. To be qualified for this level of the civil service, the candidate must have first or second class upper division or higher degree qualification from a government recognized university. Thereafter applicants for this position must go through a competitive examination and interview process.

The Executive Class is recruited from among university or other higher institution graduates though with lower classification of degrees or certificates. Their major functions is to implement decisions or policy arrived by their political bosses. Members of this class who are interested in climbing to the administrative class may be required to take competitive



examinations.

The Clerical Class follows directly the executive class and it is composed of officers of various kinds, such as typists, clerical staff, etc., whose major function is to provide support services to government machinery. Those recruited into this class are essentially school certificate holders from secondary or grammar schools.

Lastly, there is the Manipulative Class which is made up of those in the messenger level such as labourers, messengers, cleaners, security guards, etc. qualification for entry into this class is primary school leaving certificate with or without years of experience. But given the pressure for job opportunities in developing countries, those with higher qualifications are more than those required to be employed into this class.

### **Qualities of Public Administrators**

Since the beginning of the 19th century it has become the norm to speak more in general terms about the public service (i.e., the civil, and commission services) which make up Public Administration. The reason being that public administrator has since gone into economic activities without considering how to preserve the private sector entrepreneurs. However, give the totalizing influence of politics and politicians, it has been discovered that there is need to insulate public servants from political pressures. In pursuance of this goal two sets of safeguards have been evolved.

Firstly, in order to shield public servants from political pressure appointment, promotion, transfer and discipline of public servants are left in the hands of the public service and statutory corporation commissions. Secondly, it is one of the principles of the public service that once employed, a public servant will continue in the public service until he or she reaches the age of retirement. He can only be relived of his appointment on grounds of misconduct or ill health.

On the part of public administrators, they are to remain anonymous. In other words, they are to be seen and not to be heard. They are not expected to express political preference or

ideological bias. These are necessary safeguards because once a public servant openly demonstrate preferences for policy options, he compromises his commitment to programmes agreed on by his minister or commissioners.

Another quality of a public administrator is that he is expected to be politically neutral. He is not supposed to belong to any political party and he or she must serve the government in power with total loyalty to his minister or commissioner at the federal and state levels respectively, provided actions of such boss is within the ambit of the law. Arising from this provision is the “convention that no mention should be made in parliament of a minister's permanent subordinate, either by way of praise or criticism” and the minister should not take shelter behind the staff of his department “(Appadorai 1975:563). These normative prescriptions of a functional public administrator, are good enough to bring about a peaceful and prosperous society. However, these administrative myths are not the same in reality.

### **The Role of Public Administrators as Agents of Social change**

Shortly after independence in most developing countries, much hope was placed on the shoulders of public administrators to speed up the process of social change and modernization against the back-drop of economic underdevelopment in virtually all aspects of societal life. In Africa, the decade after independence was identified by the United Nations as years of promoting development in the continent. Public administrators were expected to, among other functions:

- ❖ Serve as pivot of national development;
- ❖ Compete and compliment the efforts of the private sector;
- ❖ Play political development role;
- ❖ Modify economic, social and political structures; and
- ❖ Modify the comportment of the population;

In playing these roles, public administrators are required to follow certain steps to promote the public interest; be service oriented and be procedurally fair and emphasise ethic of democratic responsibility. The score card of public administrators on these grounds has been a mix bag of successes and failures. Some of the constraints are caused by ecological factors

such as; military intervention and unforeseen development, economic crisis, socio-cultural values, etc.

Public Administrators distinguished themselves well shortly quite before independence in Nigeria. They were instruments of development in the regions of Nigeria and it is to their credit that some of the land-mark development that remain till date were carried out. But few years after independence these roles were vitiated by political instability and subsequently military interregnum. While Public Administration has the capacity to control the private sector, however there was really no private sector to control let alone compete with and compliment. Most governments in Africa had to start from the scratch in building the private sector which was dominated in the colonial era, by foreign capital.

Also, public administrators did their best in giving advice and implement the policies of government. Although the failure of politicians to play the game of politics according to its rules led to the collapse of civilian rule. This however, cannot be blamed on public administrators, solely. .not much have been achieved in terms of modifying inherited political and socio-economic structures extant in society. Major decisions to modify existing political and socio-economic structures, can only be taken by the politicians. Where the politicians fail to do this, public servants cannot be blamed for this.

It is on the last aspect of modifying the people's comportment that public servants have performed poorly. The top echelon of the public services are far removed from the average Nigerian so much that it is difficult for them to understand their yearnings and aspirations. The social distance between the citizenry and public servants is further worsened by economic crunch and poverty. In return the people have been cynical towards government policies and programmes which have had the effect of slowing down development.

It is obvious from the foregoing that public administrators in Nigeria have not been able to fulfill their mandate given to them by the people. What could account for this performance failure and what are the exact nature of the problems would be discussed in the next section.

## **Problems Facing Public Administrators in Nigeria**

Most of the roles envisioned for public administrators in Nigeria have not been performed effectively. Several factors could account for this state of affairs. Some of them are discussed briefly in this section.

Western bureaucratic model that are made to look universal are based on cultural values that are well suited for the west. However, their introduction into Africa has failed to yield the same results achieved in Western Europe. This is because Africa has its own cultural values which are distinct from those in the developed countries. For example, while Western bureaucratic model demands that public administrator should be impersonal, disciplined, achievement oriented and individualistic, the African cultural values promotes and encourages rigorous and vibrant inter-personal, informal relationship built around group or communal interests. Therefore, in Africa Public Administration there is clash of cultural values which is responsible for its rather epileptic performance. As Ake (1993: 17) has argued.

*African cultures “value” the communization of being rather than its privatization which is what Western Culture values in the western tradition, being is seen in terms of separation, independence, and conflict. African cultures regard being as communal. Persons have identity only because they belong to a community, their freedom lies in the concrete capabilities, privileges, and immunities which derive from communal capabilities, privilege and communities which derive from communal life.*

Besides, the colonial system in Africa did not do much to build a reservoir of well trained and skilled personnel in the public sector who could champion the course of development of their societies after the departure of expatriate officers. At independence and with the pursuit of Africanization policy by most African States, a wide vacuum was created in the public sector which was hastily filled by Africans. The effect, of this development is still felt all over Africa today and is largely responsible for the slow pace of development in the

continent. Also, the under-development of indigenous administration can be traced to British colonial administrative practices “which restricted and even widely prevented the involvement of Africans in higher, non clerical levels of administrations” (Diamond, 1988:8).

The intervention of the military in politics and their prolonged stay in political power affected the traditional role of public administrators particularly top civil servants who were made to fill the political role vacated by the discredited politicians. However, their introduction into politics led public administrators to abandon their professional responsibilities. Consequently, professionalism nose-dived to the lowest ebb in the public service. Thus rather than restrict themselves to the role of advising their political bosses and faithfully implement public policies, public servants now run after contracts and seek political appointment to the detriment of their professional calling.

Furthermore, the neo-patrimonial nature of African societies have made it difficult for public servants to discharge their responsibilities dispassionately. In carrying out their duties particularistic considerations tend to mediate public interests. As Goran Hyden graphically put it, the thesis of “economy of affection” makes public servants to see the state and its institutions “as a distributive networking of rewards, awards and offices than as a productive category” (Amuwo 1997:82).

Also, the spate of economic crisis and poverty in society has made corruption an endemic phenomenon in the public service. Perhaps it would not be right to call this unethical practice. Rather they may better be seen as coupling strategies on account of the failure of the state to provide for its citizens. Corruption has become a socio-economic and political scourge that has eaten deep into the fabric of society in general and the public service in particular. It has arrested development in the country and made public service or interest second priority. Ake (1993) has identified some corrupt practices by public administrators thus.

*They (public administrators) do not believe they are serving anybody else but themselves and exploit their position for personal*

*gains. They generally arrive work late and leave early. They take extra-long lunch recesses. They steal public property. They accept bribe for performance of duties that are contractually part of their responsibilities. When they work, they work very slowly. They stymie the public by losing their files through excessive review of the issue at hand, or by simply pretending that they have not heard of the matter before. For all of these, they acknowledge no wrong doing for they do not believe that what they are doing is wrong.*

No part of the public sector is left out of this social malaise. The present democratic regime under Obasanjo has recognized the debilitating role of corruption in the nation body polity and has taken some steps to combat the plague. It has set up two commissions- the Independent Corrupt Practices Commission (ICPC) and the Economic and Financial Crime Commission (EFCC) led by Justice Akanbi and Mr. Nuhu Ribadu respectively. In spite of these efforts, the war against corruption is far from being won. The country is still one of the most corrupt countries in the world. But corruption in the public service appears difficult to fight because its employees relate to it on the basis of dual morality.

Corruption in the civic and primordial publics are seen differently. People relate with the parallel public on the basis of morality because that is where they achieve their essence and are identified as human beings. This is where their loyalty lies and are more inclined to take from the public realm or civic public to benefit the primordial public. Unethical acts in the civic public realm rather than perceived as immoral are regarded as amoral. To steal from the public realm and use such money to benefit the primordial realm is seen as honourable and a worthy act.

All these are reactions against a state that is an alien force meant to brutalize and exploit the people rather than provide for their needs and aspirations. Therefore insofar as the states remain this way, the war against corruption cannot be won in the public sector.

Another problems facing public administrator is that of poverty of leadership. There is a dearth of visionary leadership in the public service today. There is the absence of role models that the people can emulate, leaders that have the interest of the people at heart and can motivate for higher goals in public service. To be sure, no new programmes, policies or projects can succeed without a motivating figure that every one involved can look up to. Most developed countries in the world have had their own role models. But the trouble with Nigeria is the absence of such role- model. After all, the essence of management is to use material and human resources optimally to achieve stated goals. Unfortunately, this all important variables is so glaring in its absence that it has stunted national development in Nigeria.

It is not unexpected therefore that the psychological orientation of public administrators towards, public service is less than encouraging. Public servants still have a negative attitude towards service to the state. They see public service as work done for nobody and ought not to be taken serious and its resources are inexhaustible. With these attitudes towards public service, productivity will remain perpetually low. For workers in the public service therefore, “it is folly anyone to speed up or apply any degree of industry to a job that is never supposed to be completed but last from generation to generation” (Adebayo, 1983).

The plural nature of the Nigerian society is also a major handicap to the performance of public administrators. The quality of workers in the public service is suspect due to the federal character principle that compels government at all levels to ensure national spread in the appointment or recruitment of personnel into the public sector. This in itself is not a bad provision especially in a federal state like Nigeria, but because of the paucity of qualified candidates in some states of the federation, those who are less qualified for a given position are made to occupy posts not suitable for them. In the final analysis, it is the public interest that suffers.

Training and re-training is suppose to raise the performance of public administrators irrespective of their qualify on entry into the public service. Yet training has been epileptic and far apart in the public sector. Most public administrators abhor training where available.

Most of them fear job insecurity while on training. Yet others question the measurability of the impact of such training which they see as mere official niceties. Even then, not much of such training has taken place since the economic crisis of the late 70s. The effect of this void in public personnel administration is hardly disguised. It is obvious that most public administrators lack knowledge of modern administrative techniques. Thus, public administrators tend to be inflexible to the changing needs of the economy and the peculiar demand of planned development (Edosa, 1994:10).

As overwhelming and complex as these constraints may appear, they are not insurmountable. Indeed, they can be managed and possibly eliminated. In the section that follows, we turn our attention to how this can be achieved.

### **Public Administrators as Agents of Change: The Way Forward**

If public administrators are to serve as agents of social change and development their present level of performance must move to the next level. They must play more functional and patriotic roles in society and not simply hide under the veil of political neutrality. Neutral administrators are hardly committed to development as a change agent (Achraya 1996:37). Yet in the context of developing societies, public administrators have to play a crucial role in socio-economic transformation under the leadership of the political system, this need a high level of commitment (Achraya, 1996:37).

But this change cannot take place under the present structure of the state. The state as is presently constituted cannot engender development because it remains alien to the people. It cannot pursue equity nor dispense social justice. The state is weak in providing social services but strong in promoting violence and aggression against the people. Therefore, for public administrators to perform optimally, the role of the state has to change for the better. It must pursue the general good and bring the greatest happiness to the greatest number. Providing for the public interest ought to be its guiding goals. It is only then that the perception of the people can change towards the state and public administrators.

The role of public administrators may not be fully realised if they continue to recycle concepts and knowledge that are strange or imported from Europe and America. As Balogun



has argued, it is a fatal mistake to expect management problems in one country to be effectively tackled by concepts and techniques developed in a completely different setting – (Balgoun 1981:157). Therefore, public administrators would make an appreciable impact on the people if they are more innovative and imaginative in their methods of meeting societal needs. The practice of copying Western ideas and models of development has to bring quantitative changes into the continent of Africa. This is where the right quality of public administrators is required. The years after independence saw the public service suffer greatly from what Balogun calls managerial credibility gap due to the limited number of qualified personnel available to carry out numerous development projects embarked upon simultaneously by the states in Nigeria.

However, as a result of the increase in institutions of higher learning, there are competent hands emerging from them. But a new problem has since emerged and this problem has to do with the quality of human resources in the public service. Most public administrators are ill-trained. And as a result, they lack in-depth modern approach to public sector management. It is still difficult for some managers in the public sector to change from their old ways of doing things. Yet the world today is dynamic and public administrators must move with the speed of the times. But for managers in the public service to cope, they must be well equipped with modern techniques of management which can only come through training and retraining of public administrators.

The socio-cultural setting of the country could contribute to or hinder the goal of national development if not properly managed. To be sure the socio-cultural setting within which public administrators operate could shape and reshape their conception of public management. However, in contemporary times, administrators should know that their goal should be the pursuit of the public good or interest. And in carrying out this role, they must put the national or public interest over and above their personal interest.

One approach through which public administrator can achieve the above goal is through service orientation and procedural fairness. The people are the star consumers which must be made happy in the process of delivering public goods and services. Also, every public

organisation has its own rules and regulations. These must be followed scrupulously so that due process is made their watch-word. In this way, the recurring problem of corruption in public service will be reduced to the barest minimum.

Evidently, corruption among public servants has been a plague that has afflicted the nation-state. It has slowed down national development and pauperized the people. Although various regimes have come up with different measures to combat this scourge, it has remained unabated and in several respect on the increase. Perhaps, the reason for the failure of the war against corruption is inability to identify the root causes of the problem and to apply the right antidote to cure this ill. Surely, corruption may not be totally eradicated from our body polity-But it can be reduced.

It would seem that the right antidote for corruption in the public sector in particular and the country in general lies in economic development. As it is today in Nigeria, too many hands are pursuing few goods and services. The economy is not expanding in the same proportion as the population is increasing. Under this circumstance, it is not unexpected that people would want to engage in underground practices in order to survive. There is a sense therefore, in which one can argue that corruption has become a coping strategy in the public service. Thus, the economy must develop to that threshold where, the citizenry are assured of the future not only for them but also for their children.

## **Conclusion**

We have seen from the analysis made that public administrators have an important role to play in the development of society especially in the area of bringing about social change from the traditional methods of doing things to the evolvment of modernity. The path leading to achieving this goal is by no means smooth. Several challenges confront public administrators in their efforts at achieving national development. But as huge and intimidating as these problems may be, they are not insurmountable. In the course of this study, we have outlined some remedial steps that can be taken to achieve truly patriotic and nationalistic public administrators. And with the present democratic regime in place and if

sustained public administrators will revert to genuine professionalism which will bring back the golden age of corporate development in Nigeria.

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## CHAPTER SEVEN

### PUBLIC ADMINISTRATION AND NATIONAL DEVELOPMENT

*DR. S. BANJI FAJONYOMI*

#### **Introduction**

The fact that public administration plays an important part in national development is incontestable. The role is more evident in the developing countries like Africa where most of the newly independent states of the late 50s and early 60s made development, economic social and political the arrow head of their policies. Even in areas where the private sector of the economy was to have been encouraged to lead, especially in aspects relating to manufacturing, transportation etc., the government using the apparatus of the state still assumed not only policy direction but also full participation in the realization of such policies.

Many of the developing countries adopted wholesale the Western European model of public administration without paying peculiar attention to the developmental needs of their people. Even when reforms were carried out, there was hardly anything to show for it as they were always coloured by the myopic interest of the ruling elites. It is not surprising therefore that more than four decades after political independence, most developing countries of Africa in particular lack all those indices that characterize development, economic, political, cultural or social. Although the question of development or underdevelopment is a multivariate phenomenon requiring hydra-headed approach, the role of a competent, meritocratic, well-structured and motivated public administration remains a major factor.

This chapter is divided into five sections. The first section defines Public Administration, while the second section examines the various development. In the third section, the shortcomings of developmental policies in Nigeria will be examined. The fourth section will concentrate on the problems policies in Nigeria will be examined. The fourth section will concentrate on the problems that have inhibited Public Administration from fulfilling its developmental objectives. The final section will propose some of the measures put in place that should be taken to enable the public administration participate in national development.

## Definition of Public Administration

Public administration as a concept has various meanings. Attempting to define it will depend on the perspective from which one looks at it. According to Adamolekun (1983), the term ‘public administration’ is commonly used to refer to both the activities concerned with the management of government business and the study of these activities. In other words it is used in two distinct senses, as *practice* and as *knowledge*.

Nigro and Nigro (1989) in their own perspective see modern public Administration as embracing the following dimensions:

- It is co-operative group effort in public setting.
- It covers all the three branches of government i.e the executive, legislative and judiciary and their inter-relationship.
- It is different from the private sector in a number of significant ways.
- It is associated with private groups and individuals in providing services to the community.
- It has important role in policy formulation therefore; it is part of political process.

One must also admit that ‘public administration’ is different from ‘good public administration’. What we should be talking about here is good public administration and its meaning according to Villela (2001) will likely depend on the disciplinary perspective from which one is looking at it. According to him:

*For a legal expert it is an administration that can guarantee decisions in respect of procedures and laws; for management expert, it is an administration that responds to technical criteria based on efficiency; for a historian, it is an administration which knows how to guarantee political stability during a given period; for a sociologist, it is an administration that represent and takes into account the needs of the different social classes.*

Since public administration is the machinery for implementing government policy, it follows that its study must lead to the study of the most efficient ways of organizing the executive branch of government, its institutions and its procedures.

It means that the goals of public administration should be towards development and good governance. In this wise, Serageldin and Landell-Mills (1991:4) contends that public administration will involve ‘the use of political authority and the exercise of control over society and the management of its resources for social and economic development... (and involves the) nature of functioning of a state’s institutional and structural arrangements, decision-making processes, policy formulation, implementation capacity, information flows, effectiveness of leadership, and the nature of the relationship between rulers and the ruled.

For the sake of this piece, public administration will mean ‘the manner in which central or federal, provincial or state, and local institutions with their procedural, legal, regulatory, financial, human resources and asset aspects are organized, institutionalized and managed with respect to regulatory, revenue extraction, spending and procurement function, and the provision of such services as defence, social services and economic infrastructure’ (Mhone, 2003).

#### *Theoretical Discourse on the Role of Public Administration in National Development*

There are various schools of thought as to what the role of government should be in development. Maguerie (1998:44), in her study on Taiwan, acknowledged five of these perspectives.

*The first is the neoclassical approach. This school argues that the role of government in the economy should be as little as possible to allow market forces to determine the direction of the economy. Consequently, government should only strive to, among other things, maintain macroeconomic stability; provide physical infrastructure, supply public goods; contribute to the development of institutions for improving the markets for labour, finance, technology; offset or eliminate price distortions which arise in cases of*



*demonstrable market failure; and redistribute income to the poorest in sufficient measure for them to meet basic needs. According to this approach, government and the bureaucracy have little or no credit at all in the miraculous development of these countries. The proponents of this perspective maintain that those interventions per se did not produce anything substantial, if not that they suppressed the dynamism of the private sector and that it was sound microeconomic and other public policies that actually did the miracle.*

Another model is the Market-Friendly Perspective. This concept was illustrated in the famous World Bank study titled *East Asian Miracle: Economic Growth and Public Policy*, published in 1993. this approach approximates the first one in that it accords government the role to provide the fundamental requirements for maintaining a stable macro-economy. Government must invest adequately in people and make sure it retains business confidence through elimination of market distorting subsidies and protections. In this model bureaucrats retain some intervening role, while at the same time allowing wide discretionary policies.

The third approach, the Developmental State Model, which was popularized by Johnson in the 1980s, stresses the role of state (MITI especially) in the Japanese economic policy-making. The contention of this school is that, contrary to the claims by the Market Friendly Approach that the state merely followed the Market; the State led the market through industry-specific policies. It particularly depicts how the state, through the application of certain policies, influences the economic activities of the corporate sector.

The fourth paradigm that has been popularized is the Neo-Mercantilist model or the Japan Incorporated Approach. The approach views economic development decision making as the outcome of close relationship and negotiation between government, politicians and big business (triad model). Just like the other models, the degree of rapport between these actors varies from one country to the other.

The last approach is the governed market (GM) Model. The model is used by Wade (1990) to discuss the economic development policy making of Taiwan. The GM model involves at the first level.

- Very high levels of productive investment, making for fast transfer of newer techniques into actual production
- More investment in certain key industries than would have occurred in the absence of government intervention; and
- Exposure of many industries to international competition in foreign markets if not at home.

These steps are backed up by another set of government policies at a second level involving the use of “incentives, controls, and mechanism to spread risk, these policies enabled the government to guide-or govern-market processes of resource allocation so as to produce different production and investment outcomes than would have occurred with either free market or simulated free market policies. (Wade, 1990). And in the final level, the state and private sector use their organization to support the policies.

Mkandawire (2001) in his article *Thinking About Development State in Africa* contends that:

*What emerges in the literature on Africa is that what has obviously worked in other “late industrializes” is simply a non-starter in Africa. While it is now admitted that the state has played a central role in the development of Asian countries, it is suggested that replication of the Asian experience is somehow impossible for Africa. The reasons include the (a) dependence (b) lack of ideology, (c) “softness” of the African state and its proneness to “capture” by special interest groups, (d) lack of technical and analytical capacity, (e) the changed international environment that did not permit protection of industrial policies, and (f) past poor record of performance.*

## **Development Problems in Nigeria**

The Nigerian public administration, just like its counterparts in most of the third world was a colonial creation, not initially directed toward any national developmental goal. It was specifically created for the economic exploitation of the natural resources of the country. Its principal role then was the maintenance of law and order to facilitate the entrenchment of colonial exploitative business. Independence, however, gave the civil service more roles than it was trained for. The indigenization/ Nigerianization of the civil service, few years before political independence placed the rather young administrative officers in positions of top administrative responsibilities (Asiodu, 1979).

Nigeria was not immune from most of the problems that newly independent countries faced. These included problems of national integration, political stability and economic development. In the process of formulating these developmental policies, the civil servants, laying claims to their knowledge and expertise took total control of the modernization process (Hirschmann, 1999). As a former top civil servant had remarked, "... no where outside the civil service was there an adequate concentration of the right type of talent which could begin to rival it (the civil service)..." (Asiodu, 1979: 77). The development strategy applied by the bureaucrats borrowed heavily from the colonial tradition of expansive economic intervention (Haque, 1998). The bureaucracy sought to put its hands in all businesses: agriculture, oil, water, electricity, aviation etc. the State not only took over the initiatives from the private sector, it also went ahead into full operation of some of the ventures to protect the country "against exploitations by foreign interest" (Olugbemi, 1979: 104). This intervention was made worse by the direct involvement of the top hierarchy of the civil service in the management of public enterprises, either as Chairman or member. The often-cited example was that of Mr. Allison Ayida, who, as Permanent Secretary in the Federal Ministry of Finance, was a member of over fifty boards.

By this mid-70s, the bureaucracy had succeeded in expanding its power as well as its distribution. The post civil war reconstruction program further exacerbated the trend, as civil servants became more involved in economic management (Adamolekun, 1997: 369). Apart from its traditional role of maintaining law and order, the bureaucracy had ventured into modern high technology business like oil refinery, steel, foreign, fertilizer production, civil aviation and other services that could have been left for the private sector. For example, the

number of statutory corporations and state owned companies rose from 50 in 1960 and 800 in 1982 (Adamolekun, 1983). Despite this large involvement in more technical services and enterprises, there was no time anybody has any serious thought of restructuring the bureaucracy to reengineering its fundamental principles and philosophy which were essentially developed for law and order functions. In essence, old attitudes continued to be used in tackling modern situations.

Initially, the intervention worked as the GDP rose from 4928.2 million Naira in 1971 to 14.411 billion in 1974/7. Gross Federal Government Revenue also grew from 758 million Naira in 1970 to 5700 million in 1976. However, by 1979, it was evident that the strategy employed by the civil servants was flawed. The bureaucracy failed woefully to manage not only the oil wealth, but also most of the public enterprises.

### **Problem of Development**

In Nigerian, despite the huge resources pumped towards developmental objectives, there was nothing concrete on ground to the investment. The more money pumped into them the less productive they became. Most of the State Owned Enterprises (SOEs) suffer from gross inefficiency and lack of direction. It is very different for a powerful, interventionist and autonomous bureaucracy to achieve any stipulated developmental objectives (Haque, 1998 :294). By 1984, the economy that had grown at 4% in the first eight years of independence to 10% in the 70s, fell to -1 in 1984 (Olowu, 1987:159). Oil income, which is the major source of federal revenue, fell from \$25 billion in 1980 to less than \$ 10 billion in 1983. the debt service ratio went up from 5% in 1980 to about 35% in 1984 and inflation was running at a level of 23.2% (Bierseker and Lewis, 1997:305). The Structural Adjustment Program (SAP) that was adopted by the regime of General Babangida in 1986 to redress the situation merely worsened it. As Babawale et al. (1996:131) remarked, "Several years after the introduction of the structural adjustment program, the Nigerian economic crisis has not only persisted but has worsened in some respects. The Nigerian economic crisis has not only persisted but has worsened in some respects. The adjustment policies of the State have become part and parcel of the dynamics of the economic crisis which they were originally meant to tackle. The level of poverty in the country today is worse than twenty years ago. An estimated 70% of the population 102.3 million live below poverty level: an increase from 18,35 and 35 million in

1985, 1992 and 1996 respectively (*Africa Research Bulletin*, 1999: 13952). The GDP declined from a high of \$ 1,000 per capital income in the 80s to a low \$250 in 1996. In fact, a 1996 United Nations Development Program (UNDP) ranking puts Nigeria in the 137th position in the world in terms of Human Development Index (HDI)

The crisis of development is better comprehended with a view of the performances of the major sectors of the economy that is oil, agriculture and manufacturing. Apart from oil, which has been generating the largest chunk of the country's foreign exchange earnings, other sectors of the economy have been in bad shape since the 1970s. The oil driven economy has seriously impinged on the development of other sectors. This over dependence is evidence in the fact that, in 1997, the oil sector accounted for more than 66% of the federal government revenue and about 95% of export earnings (EIU, 1999). Despite the inappropriateness of this fact, a trend that started in the 1970s, no conscious or serious policy was formulated to reverse it, the windfall from oil paradoxically made the economy to be unproductive as people work less for high pay. The result was a drift from the other sectors, especially agriculture, to the civil service in a bid to share out of the national cake. Unfortunately, the policy makers (bureaucrats) never thought of any franchise projects (Olaitan, 1995). Failure to reinvest the money from the oil sector in the real economy opened the country's economic structure to the fluctuation in the international market. Consequently, the country's GDP has depended on the prices of oil in the international market. It is the belief that bureaucrats knowing closed their eyes to this development because of the rent they receive from the oil sector (Gana, 1988).

The agricultural sector has been the worse off since the discovery, exploitation and exploration of oil. Successive governments have not really given any concrete commitment or backing to their agricultural policies. In the period after independence, Nigeria was a large exporter of cash products like cocoa, groundnuts, rubber, cotton etc and was able to feed her population. Even in the areas where importation of food was required, it was of a limited quantity. For example, between 1960 and 1964, Nigeria produced 197,000 metric tons of paddy rice annually, importing only 12,000 metric tons to supplement it. However by 1979, production had declined to 52,000 metric tons. Between 1970 and 1979, Nigeria spent 4.2 billion Naira in foreign exchange on food imports from Europe, Asia and North America (Dike, 1988). Various policies directed at correcting this development lacked the

commitment, both political and administrative, it required. The National Accelerated Food Programme (NAFP) launched by the oil jamboree. In 1977, General Obasanjo launched Operation Feed the Nation (OFN). The civilian administration of Shagari started the Green revolution in 1979. None of these policies got the desired impact because of flaws in their formulation and implantation. As Dike (1988) rightly points out, their conception got overburdened with technocratic and academic abstractions and their execution encumbered by the wide gap separating the bureaucratic and professional elite from the peasantry who were supposed to be the beneficiaries (Dike, 1988:172). As at 1996, the share of food in total imports is 12.7%.

It is the manufacturing sector that has suffered greatly from the flawed policy of the state. The over reliance on oil and the non-regulation of foreign exchange spending have affected the manufacturing industry badly. During the oil boom era, government did not make enough efforts for the production of the raw materials required by the industries locally. As at 1975, only 42% of the raw materials required for manufacturing could be produced locally. In the consumer goods sector, 53%, in the engineering goods and intermediate goods sector 44% and 29% locally (Dike, 1988:170). What this portrays is that their subsistence depends on foreign exchange, which is difficult to come by. Various attempts by government to jumpstart the manufacturing sector did not succeed, even with special concessions granted them during the two-tier foreign exchange system to purchase their foreign exchange at the government rate of \$1 to N22 as against N80 in the parallel. Most of them resold their allocations at the black market instead of the reinvesting (Fajonyomi, 1996a). As of today, the manufacturing sector functions at between 25-28% capacity utilization (EIU, 1999; *Africa Analysis*, 1999:11) as a result of poor operating environment due to continuing lack of trust between bureaucrats and the private sector (Koehn, 1999:247). The two important partners in the formulation and implementation of development policies have often found it difficult to share the same perception of what constitutes good policies and how best to go about realizing it.

Government performance in the heavy industry is worse: with investment totaling \$8 billion in the steel industry and no single slate was produced. Damned by the political decision to split the industry into three rolling mills situated across the country, none of the three plants has been able to produce at up to 20% of its installed capacity (Oyelaran-Oyeyinka, 1998).

To worsen the situation, none of them functions regularly (EIU, 1999).

In terms of distributive justice, the bureaucracy has not fared well. Hope (1984:64) sees development administration as “a process through which government programs for economic development were implemented and administered in the hope of achieving the best possible results or maximum social gain for society”. The Nigerian society has not benefited much from the economic programs of government as implemented so far. Public officials fail to take into consideration the fact that everybody has equal right of access to public services. They failed to harness and channel the resources of the society toward the effective provision of necessary goods and services. The poor have been getting poorer. Those in the rural sector, as a result of unfavourable government agricultural policies, have been forced to flee to cities in search of government jobs that pay peanuts as salaries. Access to social services like education, housing, healthcare, telecommunications and electricity has been overstressed because while the population was increasing, no effort was made to stretch these services. The inequality is also worsened by systematic corruption. Education has become a luxury. Most schools are overpopulated as a result of poor planning and funding. Health services are almost extinct, telecommunication services are restricted to the rich and mighty, electricity outage is the norm instead of exception and access to portable water is a mirage. In short, underdevelopment has overtaken development, if development is measured in terms of performance and output (Ahmad, 1995:26).

The economic situation remains gloomy. As at 1998, Nigeria's eternal debt remains at a staggering \$28.77 billion. This represents 70% of GDP. A GDP that has been on the downward trend for some time. For example, it dropped from 3.8% in 1997 to 2.4% in 1998. With an annual population growth of 2.5-3% and the aggregate index of agriculture and industrial production at 2% and 1.6% respectively, with overall capacity utilization declining from 37% in 1997 to a low 28% in 1998, the economy is surely ailing (*Africa Research Bulletin*, 1999:13907).

## **Problems Inhibiting Public Administration From Performing Developmental Role**

Several authors have identified a number of problems that hinders the civil service from fulfilling any development role. Mukandala (2000) identifies some of the challenges confronting public administration in Africa in general. These include:

- The crisis of institutions;
- Continued domination of the colonial logic in public administration;
- Poor or non-implementation of legislated policies;
- Persistent and endemic corruption;
- The articulation of structural adjustment programmes with privatization and civil service reform.

Takaya (1988) links the failure to “executive obsolescence “ resulting from historical legacies, administrative amateurism, aristocratic tendencies, manpower constraints, executive stampedes, corruption and poor leadership. Abdusalami (1988) also believes that the civil service cannot fulfil any developmental role because it lacks innovation, due to serious environmental and structural variables. These variables can be catalogued into five: attitudes of civil servants; structural disorganization; flawed and badly implemented personnel policies in recruitment, promotion, remuneration, and training; corruption; and lastly, political leadership.

### ***Attitudes of Civil Servants***

The civil servants have the belief that they are a special breed and are different, if not superior to other members of the society. This attitude which was developed over the long period of military rule permeates the entire civil service system with every officer exercising excessive authority and control at his level, even the office messenger. This attitude has made the subordination of bureaucracy to political authority even difficult, as it was noticed by the incumbent President, General Obasanjo (1999:99), when he was a military Head of State. He wrote that “the civil service was reasonably unchecked and felt uncheckable, entrenched, omnipotent, secure and a law unto themselves. What they ordained and what they wished would happen in most cases, no matter the pronouncement or desire of government”.



Apparently over the years, the civil servants have been law to themselves, directionless and with little sense of value.

### ***Structural Disorganization***

The structural organization of most ministries is confusing. There is no clear division among core sectors thereby creating disjointed policy making and implementation. This was compounded by the conflict between professional and administrative personnel and between the career and political appointees (Phillips, 1991). Some of these defects were addressed but with little success by the Udoji Reform of 1973. the 1988 reform also tried certain restructuring to make room for more efficiency. Even the merging of the Ministries of Finance and National Planning to create the Ministry of Finance and Economic Development did not solve all the problems. There still remain some pockets of confusion, especially in the new cabinet as advisers and assistants still confuse their functions (*The Guardian*, 1999).

### ***Personnel Mismanagement***

The personnel policies are flawed and badly implemented. Recruitment and promotion for example, are not done according to laid down rules (Fajonyomi, 1996b). They reflect the personal interests of the recruiting officers rather than increasing the effectiveness of government operations. The two methods of rigorous examination and thorough scrutiny that guarantee meritocratic recruitment are abused flagrantly. Too little qualified personnel are hired at the top levels and too many support staff like secretariats and messengers (Phillips, 1991). The remuneration is too low to attract the best in th society. This allows the private sector, most especially oil companies and financial institutions, that pays ten times what is offered in the civil service, to recruit the best. The disparity between public and private wages is so wide that those who take up public service jobs do so far absence of something better. This explains why pressures are on such ministries as finance, transport, works and housing, where there are large avenues for corruption. Consequently, the civil service lacks the high level competence required, not only to formulate development policies, but also to convince prospective investors on the actual state of the economy.

### ***Corruption***

Closely derived from inadequate compensation is the issue of corruption. Corruption remains an endemic disease in the public service. There is no sector that is exonerated. The level is so serious that Nigeria has been regarded twice, by *Transparency International*, as the most corrupt country in the world to do business. It reached an alarming rate during the Babangida administration. And corruption, if not contained, distorts economic and social development, by engendering wrong choices and by encouraging competition in bribery rather than in the quality of and price of goods and services. (Stapenhurst and Kpundeh, 1988:494). What we have in the country can as well be regarded as systemic bureaucratic corruption because it has become an integral part of the system, often justified by the poor salaries. Its consequences on the system have been well analyzed by Stapenhurst and Kpundeh (1988:498-499). These include civil servants not placing value on their jobs; workers not being motivated by salary increase from promotion because it does not reflect the work done; officers arranging and undertaking unnecessary foreign trips to make extra money; or even including fictitious names on the pay role. Each of these consequences, at various degrees, can be perceived in the Nigerian public sector.

In addition, the state is robbed of millions of dollars in fake receipts, under valuation of imported goods, crooked company tax returns etc. no administrative service or any form of transaction can be obtained successfully without an exchange, thereby offering services to the highest bidders. Undue delays are provoked, through the invocation of regulations and administrative procedure, as a mean of collecting illegal payments for accelerated administrative services.

### ***Political Leadership***

One other problem that has contributed to the inefficiency of the public administration is poor leadership. Most of the leaders that have ruled the country since independence were not committed enough to the goal of national development. They are rather parochial in outlook, hardly looking beyond their nose (stomach, to use Bayart's imagery). According to Adamolekun and Ayeni (1990:278) those who became the governors under both systems of government (military and civilian) were essentially concerned about how best to ensure their

permanence in office: they concentrated most of their energy and attention on self-preservation and self-enrichment. A dedicated bureaucracy can only be nurtured by an honest and efficient political leadership. While successive governments were mounting anti-corruption campaigns, the key government figures, from the president down, were busy stacking millions of dollars in foreign accounts. What we discovered in the past years, especially during the Babandiga and Abacha military administrations, was that honest civil servants were even forced to soil their hands so that they will not blow any whistle (Maduagwu, 1996). The revelations of the extent of the loot carted away by the General Abacha and members of his administration, are enough to discourage any honest bureaucrat (*The Guardian*, Thursday, 2000:3). As Root (1998:62) has rightly noted, in most developing countries hosting authoritarian political systems, the state is a predator and public officers are among the principal beneficiaries. In such states, government interventions in the economy usually provide extensive opportunities for members of the civil service to misappropriate public wealth.

## **Conclusion**

It is certain that for a nation to develop, its public administration must be up and doing. The following steps will go a long way to making public administration not only responsive but development oriented.

### **1. *Separation of politics from administration***

In most administrative systems where the public administration has been up and doing, there exists a division of responsibility between elected officials and permanent civil servants. This does not mean promotion of friction between the two as the increasing complexity of the business of government warrants that they both cooperate

### **2. *Decentralization of the administrative system***

This according to Adamolekun (2002:49) refers first to ‘an administrative measure involving the transfer of management responsibilities and resources to agents of the central government located outside the headquarters at one or more levels’ and second, ‘to a political arrangement involving the devolution of specific powers, functions, and

resources by the central government to sub national level government units'. The essence of decentralization, apart from encouraging wider participation of citizens in decisions that concern them is that it gives room for competition among the various decentralized units and this may lead to lower cost of services and high quality service delivery (Adamolekun, 2002:50-51).

3. *Small government and reduced hierarchy*

There is the need to change the notion that the public service is synonymous to social security programme where the unemployed are recruited without regard to the required need, skill, and available resources. Government should by all means reduce the size of the public sector through what is called lean management. This will reduce the cost of government, which has been eating deep into capital budgets.

4. *Market Oriented Policy*

One of the basic problems of traditional public administration is monopoly. There were no means to compare the quality of service delivery by governmental agencies as they were the sole providers of such services. To serve as a challenge, there should be Compulsory Competitive Tendering, where private contractors are invited to offer certain services where the public sector has failed.

5. *Customer/client oriented and value for money*

If there is any complaint that is frequent about public administration in developing countries, it is the way it treats its customers. Public service delivery is so poor that using them is so stressful that they are better avoided. This occurs mostly in the long period it takes before information can be obtained. And when one even decides to visit them, there is long delay before customers are attended to. Added to this, is the absence of public relations by most desk attendants in the public sector, who first of all see their customer as an intruder. In the current dispensation, public servants need to be made to realize that government service delivery should be more customer driven. The public should be considered more as customers than as ordinary citizens who have no choice.

6. *Greater Use of Information technology*

One aspect that the governments of developing countries have neglected and which has really limited its capacity is the use of information technology. apart from the fact that information technology will improve the response speed of government, it will also assist in record keeping , tracking files, managing revenue generation and collection and even reduce the workforce. It can also be effectively used to check corrupt practices in the public sector. In addition, it can facilitate the citizens' accessibility to the activities of public organizations, their procedures and limitations. Specifically designed software can be packaged, not only for personnel management functions like recruitment, promotion, payroll management, training, and even pension. It can also be useful in performance measurement.

7. *Community/citizen participation*

One other area where public administration can be made development oriented is through the involvement of the civil society and community based associations in the decision making process that concern them. Involving these groups in decision-making can improve not only the quality of service delivery but also work against the abuse of contract execution.

8. *Transparency and Accountabilit*

One area where little has been done and that should be given serious consideration are the twin issues of transparency and accountability. It is imperative that government decision-making should not be conducted in secret. Open tender policy for government contract and supplies should be the norm and not an exception as it is in most public organizations today, where friends, family members and cronies are offered contracts without following the due process and again mostly to incompetent companies. The public and other stakeholders should be carried along when matters that affect them are to be discussed. There should be free access to full, accurate and clear information about the nature of government activity, who is in charge and how well they have been performing and their future plans. In addition, the attitude of public servants towards accountability must change. Without a change of attitude in this regard, efficiency in the provision of services cannot be achieved. The public service should discard its

attitude towards information flow so as to enable the public use available information as a tool of restraining abuse of power and authority and controlling financial profligacy.

9. *Improved Human Resource Management*

No matter the amount of efforts put into transforming any public administration, it will amount to nothing if a programme is not put in place for the development and effective management of available human resources. A development oriented public administration will require new human resource management practices, where individual performance will be well rewarded, where new entrants are going to be the most talented people on ground and can compete with their contemporaries in the private sector, where only high flyers are put in challenging positions, where flexible working hours will be the norm, where the working environment will be well equipped and challenging, a situation where determination of wages and salaries are not centralized and will be comparable to what is available in the private sector, management practice where there will be constant training to keep workers abreast of new developments in their fields, where promotion will be based on performance and not on seniority, where merit and not patronage will be the norm, where success and innovative contributions will be identified and rewarded and where salaries will be paid as and when due. It is only then that the human capital required can be made available.

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## **CHAPTER EIGHT**

### **THE CHANGING ROLE OF PUBLIC ADMINISTRATION IN NIGERIA**

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#### **Introduction**

The exigencies of the times demand that the Public Administration in developing countries should undergo some reformation or change to meet the demands of an ever changing and consuming public. This is in line with the popular saying that the only permanent thing in life is change. However, Public Administration has not been self regulatory in the sense of internally generated restructuring measures to position public services for the challenges ahead of it. In other words, the public service has not been versatile enough to embrace change without change coming from outside it.

The development has led to successive regimes in the country initiating and carrying out reforms of the public service. However, these reforms has led to damping morale and exodus of quality hands from the public service for fear of being removed from office unceremoniously. Yet, in spite of the numerous reforms that has been taken place in the service from the colonial days to the present, Public Administration still lay prostrate and has not been efficient and effective in promoting the welfare and well-being of generality of Nigerians.

This discussion therefore, seeks to unravel the reasons behind the inability of Public Administration to respond very well to shock therapy administered to it, and the nature of Public Administration in a rapidly changing environment we find ourselves. While we acknowledge the fact that efforts have been made in the past to re-position or finetune Public Administration, such efforts were based on imported ideas and knowledge of Public sector. Given past antecedents, can the current reform exercise be different? Is it autochthonous in intent and execution? Answers to these and other questions we shall attempt to unravel in the subsequent analysis.

The discussion is organized as follows: The first section takes a look at conceptual issues which helps to provide a framework within which issues in the discussion is analyzed. The second section discusses the role of public administrators under colonial and military periods. The third section examines efforts to reform the public sector in general and Public Administration in particular. The fourth section looks at the challenges facing Public Administration reforms effort. The fifth section analyses the prospects of Public Administration reforms in Nigeria and then conclusion.

### ***Changing Role of Public Administrators: The Colonial and military Aberration***

Both colonial and military governments share certain things in common. They were both authoritarian in nature and operated an operated on command and obey methods. Colonial rule in Nigeria was largely an exploitative enterprises geared towards making profits at the expenses of the captive natives. In the process of carrying out the colonial administration. Africans were employed to implement colonial policies which the people resented. They were resented not only because they were imposed by a foreign power but also due to the fact that the people were never consulted in the initiation and implementation of policy and programmes.

Where Nigerians were employed into the colonial public service, they were given authority without responsibility and carried out public services without accountability. Besides, they were not allowed to occupy higher positions in the colonial administrative hierarchy as expatriates dominated key positions in the colonial public service. This practice alienated the people who saw their compatriots as collaborates in the injustice of colonial public administration.

The indirect rule system introduced by the British colonial administrators only added to distortions introduced into the indigenous process by involving a homegrown development strategy. As Udoji (1974) rightly observed, the aberration colonialism introduced into public service in Africa deceived African public servants into believing that they held important positions in policy making whereas real powers lied with the Colonial Secretary. As he puts it:

*There is no doubt that during the colonial era, civil servants, had very wide powers and appeared to be both initiators and executors of policy. To a casual observer, they played a double role of politicians and civil servants. A closer examination would, however, reveal that colonial civil servants from the Governor to the District Officer were merely executing the policies of the party power transmitted through the colonial office. No Colonial Governor would make any deviation from establishment policy without the sanction of his political master, the Secretary of State for the colonies (Udoji).*

The practice of subordinating higher civil servants to political control through the minister or commissioner could not be sustained because of circumstances that the nation found itself few years after independence. These developments brought civil servants into the public glare as not only policy but also policy makers.

### ***The Civil Servant – Military Oligarchy***

The military coup of 1966 brought the armed forces into an unfamiliar turf of politics. The military officers that seized power had no prior experience in politics or governance. On assuming office, a vacuum was created by the exit of the politicians who were discredited by the ruling military administration. With the absence of the politicians, the new military rulers had to rely on the higher civil servants who quickly moved in to fill his vacuum. Without doubt, the military and the civil service share certain values such as: *esprit de corps*, chain of command and rigid adherence to rule. Based on these factors, the military rulers had good allies in the civil-servants. They both found good working relationship that further made them unpopular among the people.

It did not take long before the negative effects of this alliance started manifesting itself on the professionalism of the civil service. Civil servants began to abdicate their professional responsibilities for partisan politics. They chased contracts in government and sought political positions. They became neck-deep in the corruption that plagued the entire political arena. Civil servants at the lower rung of the service, followed suit as they involved themselves in unethical behaviour and practices. During this period, it was not uncommon to find permanent secretaries openly antagonize their political bosses i.e, ministers commissioners. They were allowed to attend the Supreme Military Council – the highest decision making body in the country (Adebayo, 1979)

On assuming political power through bloodless but palace coup in 1975, the Murtala Mohammed regime embarked on the civil service purge to rid the organization of the so called “Dead Woods”. Several civil servants were relieved of their jobs sometimes in unpleasant circumstances. But such surgical operation was needed to cure an endemic problem. However, the exercise was hijacked by reactionary forces who manipulated the exercise to witch – hunt and victimize real and perceived enemies (Osaghae, 1997).

The General Babangida administration in 1988 introduced presidentialism into the civil service ostensibly to make the service responsible to the policies and programs of the government in power. Director General and Deputy Director General replaced the hitherto existing Permanent Secretary. The 1988 Reforms did not last long because many felt it politicized the service. As to be expected, the civil servants were the most strident critics of the reform and worked hard to see it did not succeed. Yet the public service in general is still in bad shape. However, the problem which has led to numerous reforms being carried out still remains endemic in the service. Ideas have not been lacking on how to reform Public Administration. One of such reforms is to bring management concepts into its operations. What is the nature of this approach and its substance? This we shall discuss shortly.

### ***Essential of Public Administration Reform***

The core organ of Public Administration remains the civil service. Their role is to advise and implement policies made by politicians. But civil servants have become “a class with their

own values”. However, over the years their performance has been abysmal. Reforms of the service essentially aims at control over its members, its power, its ability to resist political control, its responsiveness to change and its influence upon policy making” (Massey, 1993:30).

Reform of Public Administration in general and civil service in particular, is a global phenomenon. In Britain, the administration of Margaret Thatcher reformed the civil service to bring into it what is called the three Es, the is, Economy, Efficiency, Effectiveness and with these a fourth could be added Entrepreneurship. Another effort speak of the four key ideas of “efficiency, management, accountability and culture” (Massey, 1993).

In essence, civil service reforms aim at introducing the generic principles of good management. These principles include the following:

- (a) The pursuit of economy in administration;
- (b) The projection of efficiency into the implementation of policy and the routine functions of the public service;
- (c) The use of performance indicators to measures the effectiveness of officials in achieving their objectives;
- (d) The promotion of entrepreneurial approach to management and administration through incentive like bonuses and performance payment etc.
- (e) A brief in the need to impose new kinds of accountability.

Similarly, Adamolekun (1997) identified three main features of Public Administration Reforms.

These are:

- a. The redefinition of the role of the state to make it perform those functions that are traditional to it such as the maintenance of law and order and the provision of enabling environment for private sector activities to take place. This would include the activities of sub-national governments and the private and voluntary sectors.
- b. The promotion of efficiency measures to enhance public management performance for example, improvement in financial and personnel management systems. This could take the form of giving greater autonomy to manage, pay reform that is based on performance and skills development and upgrading; and
- c. To put in place measures for enforcing the accountability of the government to the governed through increased transparency, openness and citizen participation in the affairs of their government (Adamolekun 1999:77).

Other attributes that guide Public Administration Reforms have also been identified. These include improving public sector service delivery to make customers get value for their money spent on public services, more leeway for allocating both financial and human resources, the increasing use of competitive bidding and contracts for carrying out public sector projects, pay based on performance to serve as motivating incentive to workers, measurement of objectives against progress made over a period of time (World Bank 1997; Moore, 1996).

Expectedly, this public choice approach to public sector management which started in Europe and America have achieved greater successes there. From the United States to Britain, the programme to reform the public sector has as its major aims the creation of a better public service delivery to the people which at the same time reduce the intervention of the state in governance. As far back as 1993, the United States launched the “National Performance Review” and the “Contract with America” projects (Gore, 1993). In Britain, similar reorganization and re-orientation took place. The reason for the exercise is “the safeguarding and improvement of public services, for the benefits of those who use them at a cost which nation can afford”. All these are designed to bring into government what has been



described as the three Es – Economy, Efficiency and Effectiveness. To this a fourth can be added which is Entrepreneurship.

While the diagnosis of the problems of public Administration may be correct, reforms implementation in the Nigerian context is bound to face some challenges arising from the peculiar nature of her polity. In the section that follows we examine the challenges or impediments to Public Administration reforms in Nigeria. The questions that remain germane in all these reforms is where is the place of socio-cultural values in all these? This question is apt because there is always the need to contextualize received ideas, approaches and systems. It is the failure to do this in most policies and programmes of government that have often led to their derailment, however well articulated they may be. Ecological factors is ever too potent to ignore. Perhaps, this imperative have not been well appreciated by public sector planners in the country.

A proper understanding of the environment where reform policy is being implemented is very important as it determines the chances of policy success or failure. This is particularly true of policies that are introduced from another environment. Most of the imported policies that public administrators are made to implement, apart from reducing trained personnel in specialized areas, such policy may require different sets of organizational structure which the country cannot readily put in place due to resource problem or other logistics. It is some of these challenges that makes reforms in public administration ineffective.

***The Passage from the “Old” to the “New” Public Administration: The Question of Relevance.***

As society changes, new demands are placed on government and it is expected that government must rise up to the occasion by meeting the ever changing demands of the citizenry. The old order Public Administration was essentially interested in the maintenance of law and order and order which was the prime consideration under autocratic rule that colonialism represented. At independence, it was inevitable that this approach to administration has to change to an approach that is oriented towards social citizenship and the promotion of the welfare and well-being of the people.

In the 1970s, the United Nations identifies the mandate of Public Administration as:

*That of managing an accelerated process of change in public administration systems from the traditional trial and error to the effective use of modern management techniques and approaches (Balogun 1981:155)*

The ultimate goal of this change was to bring about national development through the instrumentality of modernization. But the notion of modernization in Nigeria was slanted towards that of the advanced industrialized countries. Thus, modernization was conceived of as:

*The process of change towards those types of social, economic and political systems that have developed in Western Europe and North America, from the seventeenth century to the nineteenth and have then spread to other European countries and in the nineteenth and twentieth centuries to South American, Asian and African continents (Olugbemi 1990:11).*

This was the notion of development that informed development planning in the country. The idea became to copy the development of the advanced countries. To achieve this goal of development, ideas and knowledge were imported from the West. As the Nigerian planning experience has shown, not much has been achieved in terms of creative and innovative changes in the well-being and welfare of the people, to enable them transform their environment. Emphasis in national planning had been on the fetishism of growth rather than concrete efforts aimed at creating new skills and instincts to enable the people subdue their

environment. Expectedly, this failure to give national development in Nigeria a big push has been blamed on public administrators. And ever so often, reforms have been directed at the public sector to make it more result oriented. What exactly is the nature of these reforms?

### ***Public Administration Reforms: The Seeds of Hope***

The challenges discussed in the preceding session no doubt are daunting. Yet they are not unexpected in a nascent and growing public service. More importantly, developments are gradually evolving that suggests there are seeds of hope in the country's public sector organizations. To begin with, the present democratic dispensation holds the ace in mid-waving participatory democracy. This in itself has two possible outcomes. Firstly, it will encourage more open method of policy making that will make the people truly part and parcel of government activities. Secondly, development will introduce into the governmental processes transparency and accountability without which efficient and effective Public Administration cannot take place. The people can only contribute to and have a sense of belonging for a government that is responsible and accountable to them. This process that began with the inauguration of democracy has started yielding fruits with the sanction of the people being brought to bear on elected representatives.

There is doubt that training and retaining of public servants is vital to any breakthrough in policy innovation and efficient delivery of services to the people. The apathy to research and training by public servants is fast changing. With more training workshop and seminars dedicated to professional and technical matters, breakthrough are bound to emerge in public service delivery and improvement in the living standard of the people.

Given the age long problem of leadership in the country it is expected that with democratic rule, a new orientation will prop-up with the spirit of sacrifice for the general good. This is the kind of leadership Burns, (1978:10) has in mind when he contend that:

*The premise of this leadership, is that whatever the separate interest persons might hold, they are presently or potentially united in the pursuit of higher goals, the realization of which is stated by the achievement of*

*significant change that represent the collective or pooled interests of the leaders and followers. (Burns, 1978:10)*

It is only a leader with vision and mission that can bring about social transformation of society. The progress towards achieving this was interrupted by military rule. However, if the present democratic rule is sustained, leaders with the interest of the nation at heart will emerge. Under authoritarian rule which the country experienced for decades, there was little room for consultation and accommodation of divergent views because military regimes operated under a command mentality. On the contrary, democracy thrives on tolerance and consultation, accommodation and compromise (Manor, 1998:23). These virtues will definitely lead to the emergence of a visionary leader in the country.

The parlous state of the country's economy is a major handicap to public sector growth and development. The dependent nature of the economy on foreign capital inflow and its over-reliance on oil rent has made it unpredictable for long-term planning. Yet the economy must grow in order for it to sustain a viable public sector. Corruption and other unethical practices are prevalent today because most public office-holders cannot predict what the future has for them. They are therefore induced to engaging in underground practices. But with the present liberalization of the economy waste will be reduced and scarce resources can then be channelled to productive uses. This is necessary because the Public Administration occupies a central position among the institutions of government. It is the prime mover of socio-economic development in the country. In spite of the current economic liberalization processes going on, the public service in general and Public Administration in particular will continue to play a major part in societal life because;

*... the efficiency of the private sector depend on an efficient public service not only in terms of the provision of infrastructural services and utilities but also because of the ability of higher public servants, to respond to the complex needs of*

*industry and commerce in the private sector*  
(Ayida, 1979:226)

This is particularly so as Wamalwa (Balogun, 1995:25) has observed that the private sector “... itself (is) far from being an epitome of managerial vitality and efficiency”

Much of the miscarriages in procedural norms by higher public servants was possible under military autocracy. With democracy in place, public servants will return to their traditional role of giving advice on policies, and implementing government programmes and projects while the political executive make policies for the government. Public servants in executing policies are expected to bring to bear greater entrepreneurship skills and more citizen involvement to improve the quality of the policies of government. But they must show greater interest in the ruling government’s programmes of action and not hide under the veil of anonymity and neutrality to frustrate government efforts. They must be committed to the Executive policies. Here lies the future of Public Administration in Nigeria.

### ***Conclusion***

There is no doubt that the present state of public Administration leaves much to be desired and therefore need to be re-oriented, refocused and dynamited. This perhaps is what Public Administration reform seek to do. However, our fear is that there are so many impediments on the way to achieving its main objectives. Fundamental to the success of the reform we argue is the variables of transparent and accountable leadership. Once this is put in place other normative problems could be overcome. Yet, the present democratic dispensation provide the country with a unique opportunity to bring forth the idea embedded in the new Public Administration. The current democratization effort if sustained will open up to the political space for public servants to exhibit their innate potentials to bring about improved service delivery and policy development in the country.

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## **CHAPTER NINE**

### **OMBUDSMAN IN PUBLIC ADMINISTRATION**

***DR. S.O FAJONYOMI***

#### **Introduction**

The Ombudsman system is one of the most essential institutions for any democratic society where constitutionalism subsists. The complex nature of government and its continued grip on the lives of the citizens inform the need for a watchman that will guarantee that government in carrying out its day to day functions does not trample on the fundamental rights of its citizens. Ombudsman offices have been established in most countries of the world because of the over-zealousness of government officers. There is no denying the fact that over the years, especially since the end of the 2<sup>nd</sup> World War, government has grown both in size and powers that the duty of government is now dispersed across agencies and parastatals. Moreover, bureaucrats in an attempt to discharge their duties overstep their bounds even to the knowledge of the citizens. Without the presence of an Ombudsman, there is no way citizens can seek redress when this abuse of office occurs, more so that existing mechanisms like the courts, legislatures, executive and other agencies charged with redressing such complaints might not be forthcoming.

This chapter seeks to discuss the role of Ombudsman in public administration. It will start by defining and giving the historical background of the institution. Then, the objectives and limitations of the Ombudsman system would be discussed. The following section presents the organisational structure of Ombudsman systems in Nigeria and Korea. The problems of the ombudsman system constitute the next section while the last section provides basic recommendations on how to make the Ombudsman institution function very well.

#### **Definition And Historical Background of the Ombudsman**

It is not easy to provide a concise definition of the term Ombudsman, as there have been many variations over the years. According to Garner, (Garner, 1989:92) Ombudsman is an officer of parliament, having as his primary function, the duty of acting as an agent for

parliament, for the purpose of safeguarding citizens against abuse or misuse of administrative power by the executive.

The United States Ombudsman Association (USOA) provides a model that defines a Governmental Ombudsman as:

an independent, impartial public official with authority and responsibility to receive, investigate or informally address complaints about government actions, and, when appropriate, make findings and recommendations, and publish reports.

American Bar Association, Administrative Law Section, Ombudsman Committee, defines it as:

an independent governmental official who receives complaints against government agencies and officials from aggrieved persons, who investigates, and who, if the complaints are justified, makes recommendations to remedy the complaints (Bernard, 1975).

The Canadian Ombudsman Association defines an Ombudsman as:

an independent person appointed to receive, investigate and resolve complaints from affected persons about unfairness in the administration of public services. An Ombudsman usually has the authority to launch investigations on his or her own initiative (Owen, 1993).

The Ombudsman is different from the law courts in some respects even though they both adjudicate cases. These differences have been highlighted in Table 1.

**Table 1 Features of Courts And Offices of Ombudsman**

<i>Feature</i>	<i>Courts</i>	<i>Offices of ombudsman</i>
Definition	Judicial bodies with ultimate responsibility for adjudicating questions of law	Non judicial bodies with responsibility for investigating complaints against the administration
Powers	Can impose remedies—such as declarations of nullity or liability— that are legally enforceable  Can inquire into and rule only on the case before them	Can only recommend that certain action be taken  Can investigate and make recommendations that go beyond the specific complaint
Accessibility	Require legal representation and typically entail high costs	Are generally easier to access than Courts

Source: Manning, N, Galligan D. and Messick, R. 1999. Using an ombudsman to oversee public official ***PREMnotes PUBLIC SECTOR April***, No. 19, The World Bank

What has come to be known as the Ombudsman institution today originated from the Scandinavian country of Sweden in 1809 when an ombudsman for justice, *Justitieombudsman*, was established. Ever since, the institution has spread across both developed and developing countries of the world. In 1919, Finland embraced the concept while Denmark and Norway followed in 1955 and 1962 respectively. The concept gained more ground in the sixties and seventies when more European countries like New Zealand, United Kingdom, France Australia, Austria, Portugal, and France established ombudsman offices.

In Africa, Tanzania was the first to put in place the Ombudsman institution in 1968. Other countries like Mauritius (1970), Zambia (1973), Nigeria(1975), Uganda (1986) and Sudan

(1986) followed suit. Ever since, more countries on the continent have established various forms of the institution.

According to the *International Ombudsman Institute*, as at 2004, “the ombudsman office, at the national level of government, exists in approximately 120 countries around the world (and) some countries have ombudsman offices at the national and subnational levels, such as Australia, Argentina, Mexico and Spain, while other nations have ombudsman offices only at the subnational government level, as in Canada, India and Italy. Public sector ombudsman offices are located in countries in Europe, North America, Latin America, the Caribbean, Africa, the Australia and Pacific region and Asia.” (*International Ombudsman Institute*, 2005)

The name given to the Ombudsman institution varies from one country to the other. In some instances like that of France and Spain, some of their former colonies retain the same nomenclature for their Ombudsman (See Table 2)

**Table 2: Nomenclature and Year of Establishment of Ombudsman in Selected Countries**

S/n	Countries	Nomenclature	Year of Establishment
1.	Austria	<i>Volksanwaltschaft</i>	1977
2.	Canada (Quebec)	<i>Protecteur du Citoyen</i>	1967
3.	France	<i>Mediateur de la Republique</i>	1973
4.	India	<i>Lok Ayukta</i>	1971
5.	Nigeria	Public Complaints Commission	1975
6.	Portugal	<i>Provedor de Justica</i>	1975
7.	Spain	<i>Defensores del Pueblo</i>	1981
8.	Sri Lanka	Commissioner for Administration	1971
9.	Sweden	<i>Justitieombudsman</i>	1809

10.	Tanzania	Parliamentary Commission of Enquiry	1966
11.	Uganda	Inspector General of Government	1986
12.	UK	Commissioner for Administration	1967

### **Features of the Ombudsman**

An Ombudsman worthy of the name ought to meet certain standards which have been highlighted by the United States Ombudsman Association (USOA). These standards are divided into four categories as follows: Independence, Impartiality, Confidentiality, and Credible Review Process.

#### *Independence*

The institution in all its operation should be free from outside control or influence. Independence characteristically means, it can among others refuse to disclose to any person any information that relates to an investigation, it is competent but not compellable as a witness in a court of law, it is empowered to initiate investigations without awaiting receipt of a complaint, it has powers of subpoena, search and seizure, and of taking evidence under oath, possesses the discretion to publish reports and recommendations, it is not dependent for budgetary allocations upon any element of the executive or administrative arms of government and ability to report directly to the legislature (Pienaar, 1999).

#### *Impartiality*

The Ombudsman should in accepting and reviewing each complaint be objective and fair, free from bias, and treat all parties involved in the case equally. It is only then that the parties involved will accept its findings and recommendations with open mind.

#### *Confidentiality*

The Ombudsman should reserve the right to keep confidential or release any information that is related to a complaint or an investigation without being unduly influenced.

### *Credible Review Process*

It is expected that the Ombudsman should carry out its responsibilities in such a way as to make the procedure credible to potential complainants.

The American Bar Association (ABA) resolution of 1969 also contains what it considers as the twelve essential characteristics of the Ombudsman. These characteristics have been accepted as ABA policy and are reflected in the laws establishing most Ombudsman institutions. They are:

1. authority of the Ombudsman to criticize all agencies, officials, and public employees except courts and their personnel, legislative bodies and their personnel, and the chief executive and his personal staff;
2. independence of the Ombudsman from control by any other officer, except for his responsibility to the legislative body;
3. appointment by the legislative body or appointment by the executive with confirmation by the designated proportion of the legislative body, preferably more than a majority of the legislative body, such as two thirds;
4. independence of the Ombudsman through a long term, not less than five years, with freedom from removal except for cause, determined by more than a majority of the legislative body;
5. a high salary equivalent to that of a designated top officer;
6. freedom of the Ombudsman to employ his own assistants and to delegate to them, without restrictions of civil service and classifications acts;
7. freedom of the Ombudsman to investigate any act or failure to act by any agency, official, or public employee;
8. access of the Ombudsman to all public records it finds relevant to an investigation;
9. authority to inquire into fairness, correctness of findings, motivation, adequacy of reasons, efficiency, and procedural propriety of any action or inaction by any agency, official, or public employee;

10. discretionary power to determine what complaints to investigate and to determine what criticisms to make or to publicize;
11. opportunity for any agency, official, or public employee criticized by the Ombudsman to have advance notice of the criticism and to publish with the criticism an answering statement; and,
12. immunity of the Ombudsman and its staff from civil liability on account of official action (*ABA Model Shield Law Comm., 1969*).

### **Objectives and Limitations of Ombudsman**

The Ombudsman operates within the limits of the objectives that are set by the laws establishing it in each country. In Nigeria for example, Decree No. 31 of 1975 which established the Public Complaints Commission stipulates in Section 4(2) that: “A Commissioner shall have power to investigate either on his own initiative or following complaints lodged before him by any other person, any administrative action taken by –

- (a) any Department or Ministry of the Federal or any State Government;
- (b) any Department of any Local government authority (however designated) set up in any State in the Federation;
- (c) any statutory corporation or public institution set up by any Government in Nigeria;
- (d) any company incorporated under or pursuant to the Companies Decree 1968 whether owned by any Government aforesaid or by private individuals in Nigeria or otherwise howsoever; or
- (e) any officer or servant of any of the afore-mentioned bodies.

In South Africa, the provisions of the Public Protector Act, No. 23 of 1994, gave the office of the Public Protector jurisdiction over:

- i. maladministration in connection with the affairs of government at any level;
- ii. abuse or unjustifiable exercise of power or unfair, capricious, discourteous or other improper conduct or undue delay by a person performing a public function;

- iii. improper or dishonest act, or omission or corruption, with respect to public money;
- iv. improper or unlawful enrichment, or receipt of any improper advantage, or promise of such enrichment or advantage, by a person as a result of an act or omission in the public administration or in connection with the affairs of government at any level or of a person performing a public function; or
- v. act or omission by a person in the employment of government at any level, or a person performing a public function, which results in unlawful or improper prejudice to any other person...". (Pienaar, 1999)

In addition to these objectives, the laws establishing the Ombudsman institution also stipulate certain limitations. In the case of Nigeria, Section 5(1)(a-g) of the enabling decree restricts the commission from investigating any matter:

- (a) that is clearly outside his terms of reference;
- (b) that is pending before the Supreme Military Council, the National Council of States or the Federal Executive Council;
- (c) that is pending before any court of law in Nigeria;
- (d) relating to anything done or purported to be done in respect of any member of the Armed Forces in Nigeria or the Police Force under the Nigerian Army Act 1960, the Navy Act 1964, the Air Force Act 1964 or the Police Act, as the case may be;
- (e) in which the complainant has not, in the opinion of the Commissioner exhausted all available legal or administrative procedures;
- (f) relating to any act or thing done before 29<sup>th</sup> July, 1975 or in respect of which the complaint is lodged later than twelve months after the date of the act or thing done from which the complaint arose;
- (g) in which the complainant has no personal interest".

The Ombudsman of Korea also has no jurisdiction over the following:

- A) Matters requiring a high level of political judgment, or concerning national or matters official secret;



- B) Matters concerning the National Assembly, Courts, the Constitutional Court, the Central Election Management Commission, the Board of Audit and Inspection, and local councils;
- C) Matters concerning any criminal investigation and execution of criminal punishment sentence (including a security disposition, security and observation disposition, protective disposition, probation disposition, care and custody disposition, medical care and custody disposition, social service order) if deemed reasonable for the competent agency to settle them or if an inspection and audit of the Board of Audit and Inspection is commenced with respect to them;
- E) Matters concerning administrative appeals and litigations, request for the decision of the Constitutional Court, constitutional appeal, request for review of the Board of Audit and Inspection, and other cases for which the remedial procedure of dissatisfaction as prescribed by other Acts is in progress;
- F) Matters concerning amicable settlement, mediation, conciliation, arbitration, or any other method, the procedure of which is in progress in order to adjust the interest between the parties pursuant to the provisions of Acts and subordinate statutes;
- G) Matters concerning the relation of rights concluded definitely by means of a judgment, decision, ruling, amicable settlement, conciliation, mediation, arbitration, etc., or matters resolved by the decision of the Board of Audit and Inspection;
- H) Matters concerning any act concerning personnel administration of public officials or employees;
- I) Matters concerning legal relations between individuals or their privacy;
- J) Matters concerning the operation of the Ombudsman of Korea; and
- k) Matters which are deemed improper for the Ombudsman of Korea to settle, as if they were civil petition for grievance (The Ombudsman of Korea.htm.)

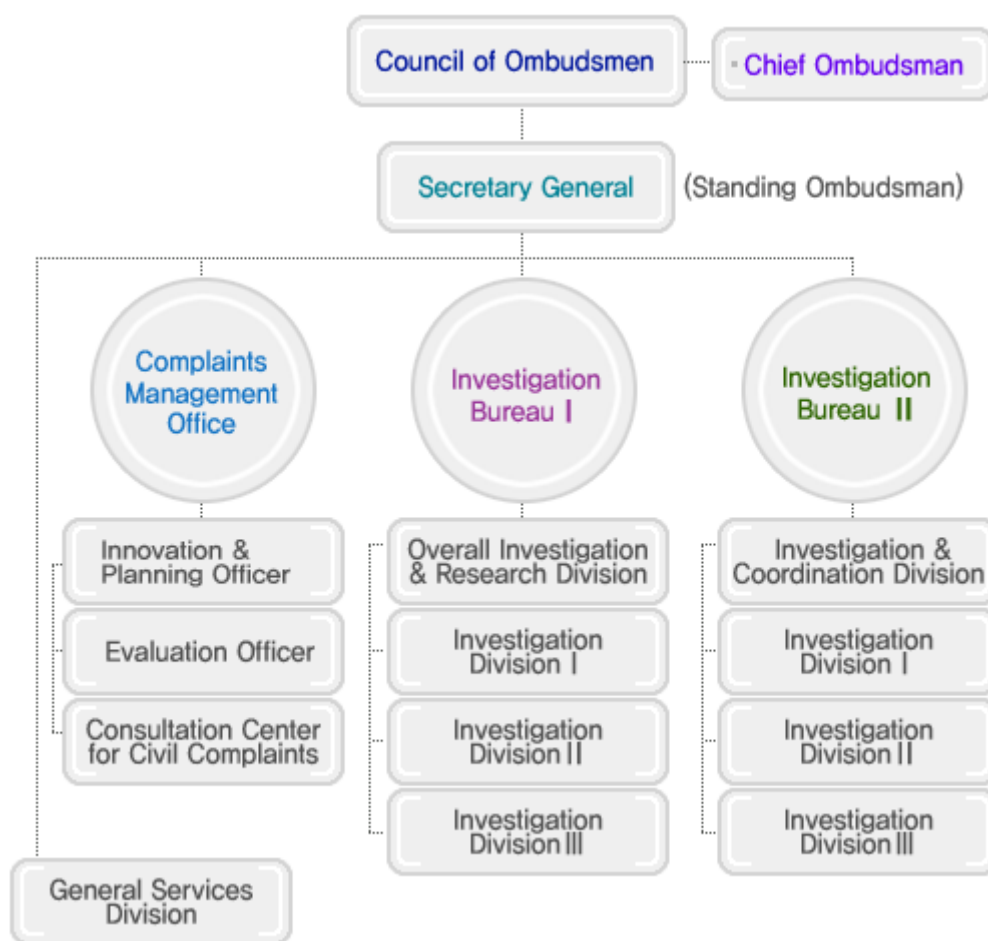
### **Organisational Structure of the Ombudsman System**

There is no recommended way of structuring the Ombudsman system. However, it is often organized to accommodate the principal objectives it is set to achieve. The Public Complaints Commission in Nigeria operates a two tier Federal institution with a headquarters and a network of state offices. The Chief Commissioner is at the helm of affairs at the

headquarters in Abuja. The Chief Commissioner is assisted by a Director – General who oversees the three main departments of Personnel Management, Finance and Supplies and Investigation and a Planning, Research and Statistics section. Other core units are Public Relations and Enlightenment, Internal Audit and Legal units. The state offices of the Commission are under the direction of Commissioners. All the departments and units that exist at the federal level are replicated at the state levels.

The structure and organization of Ombudsman in the Republic of Korea which is different from the one that operates in Nigeria is presented in Fig 1.

FIG. 1 STRUCTURE OF THE OMBUDSMAN SYSTEM IN KOREA



**SOURCE:** *The Ombudsman of Korea.htm.*

### ***SHORTCOMINGS OF THE SYSTEM***

The weaknesses in the Ombudsman system vary from one country to the other. In advanced countries, these weaknesses relate to how to respond faster to complaints made by citizens and make the activity of the Ombudsman more transparent to the public. In the developing countries, the problems vary from institutional, organisational, attitudinal to financial and are so enormous to the extent that they render the activities of the Ombudsman ineffective.

Hossain (2005) provides a catalogue of criticisms that are continuously levelled against the system.

1. The Ombudsman can work only in small countries. In a large populous country, the Ombudsman cannot handle complaints without an equally vast bureaucratic Organization.
2. The Ombudsman system creates a bureaucracy by itself, i.e., it forms a small bureaucracy within a big bureaucracy and with even more red tapes.
3. The Ombudsman has no real powers and can recommend only. Government officials and agencies may listen to suggestions depending on their will.
4. The Ombudsman tends to create the illusion that all is well with the governments.
5. The office is adaptable only to parliamentary countries. The system interferes with the ministerial responsibility in parliament.
6. The process of Ombudsman impedes efforts to strengthen existing institutions. The courts, administrative tribunals are adequate and when required, reforms can be made to make them response.
7. The Ombudsman will not get support and assistance of the civil servants.
8. The institution cannot be successfully transplanted from Scandinavian countries.
9. The Ombudsman is a part of the government establishment and tends to sustain its actions. The Ombudsman is a government technique used primarily to determine what is bothering the citizens without supplying an effective remedy.
10. The system relies a great deal on a single individual his personality, his judgment, his impartiality, and his independence.

## **Recommendations on how to make it more effective**

There are problems of how to determine the effectiveness of the Ombudsman institution. However, the noticeable operational problems can be limited if the major actors accept their responsibilities. More effectiveness will depend to a large extent on the following; political support, adequate resources, public perception, functional competence, and regulatory value (Manning et al. 1999). Let us discuss these points one after the other.

### ***Political Support***

The ombudsman will require enormous support from key political institutions if it wants to succeed. It must have a legal backing from not only the parliament and the courts, but also from the executive and its agents. Since it has no enforcement power, it will need other institutions to succeed.

### ***Adequate Resources***

Adequate financial resources are also required for the ombudsman to function effectively. It is important that its budget is consolidated to prevent a situation where it will have to go and beg the executive for money from time to time.

### ***Public Perception***

There is the need to create public awareness for the institution so that its functions are well known to the citizens. This is more important in the developing countries where the level of literacy is very low and where the level of abuse of administrative power is also paradoxically high.

### ***Functional Competence***

The Ombudsman must be well equipped to carry out effectively its assigned functions of receiving, investigating, and resolving complaints against the administration. It is only then that citizens will be eager to carry their complaints to the institution. If the institution is overburdened by complaints that are not adequately prepared to investigate them, the trust the citizens have in it will fade away.

### ***Regulatory Value***

On the final note, the whole Ombudsman machinery should be integrated into existing arrangements for administrative regulation. This will not only facilitate its growth, it will also create an enabling environment for its sustainability.

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**CHAPTER TEN**  
**WOMEN AND PUBLIC ADMINISTRATION**

***DR. IYABO OLOJEDE***

***Introduction***

Since 19<sup>th</sup> century when the systematic study of Public Administration began, attempts have been made to improve on the machinery of government. However, no scholarly work has been done until 1970s to examine women (the most marginalized group) in Public Administration and how they can contribute to the effectiveness of government machinery in their different countries. Aside from the demands of scientific enquiry, there are immense national and global benefits to be gained from the study of Women in Public Administration.

Firstly, studying Women in Public Administration helps the discipline to see the deeper taken for granted patterns that keeps an oppressive gender system in place. In several countries, women are disadvantaged at entry point of their various public administrative systems on account of lack of required educational and professional qualifications. For those women who are fortunate to be found in significant positions of authority, they also face problems of survival on account of gender discrimination. These are stereotype attitudes that are imported from the society and subconsciously practiced against women. A feminist approach to the study of Public Administration will help in eliciting data on gender discrimination in public organizations.

Secondly, the study will help in creating awareness and re-education of both men and women that may bring about attitudinal changes in the society at large and the work place in particular. Thirdly, a study of Women in Public Administration will assist in softening male centric values that condition hiring, training and promotion in the work place. Fourthly, it will assist in achieving democratic objective of representation in Public Administration where men and women's interests are reflected not only in the process of policy formulation but implementation. Finally, it will help in achieving a curriculum reform in Public Administration where women issues will also be included as relevant themes in specialized

areas of the discipline such as policy analysis, organizational theory, human resources management and local government administration.

In this chapter, we shall discuss the various approaches to the study of Women in Public Administration, status of Women in Public Administration barriers confronting Women in Public Administration and strategies for improving the status of Women in Public Administration.

### **APPROACHES OF THE STUDY OF WOMEN AND PUBLIC ADMINISTRATION**

There are four major approaches to the study of Women in Public Administration. They are:

1. Political Approach
2. Psychological Approach
3. Sociological Approach
4. Quantitative Approach

#### ***Political Approach***

Numerous scholars have written on the political aspect of women's entry and survival in Public Administration (Bourque and Grossholtz 1998:23). Most scholarly works in this approach focus on the historical participation of women's role in Public Administration and politics, increase participation in public management and women's electoral behaviour.

Historically, scholars have identified historical facts that women worldwide are restricted to the private realm while men on account of their political characteristics are personality traits are designed for activities in the public sector. It has been argued that societies relied and will always rely on the services provided by women in the social realm as mothers, wives and sisters. They are also seen as custodians of purity and their movement into the public realm will interfere with that purity role. In order to sustain society, women must continue to be wives and mothers who will nurture present and future leaders. In the same vein, it is being argued by Campbell (1960:490) that men are more efficacious than women in the complexities of the public realm. Campbell (1960:490) succinctly summarized the efficacy of men in the public realm in the extract below:

*Men are more likely than women to feel that they can cope with the complexities of politics and to believe that their participation carry some weight in the political process. We conclude, then, what has been adequately transmitted to the woman is a sense of some personal competence viz-a-viz the political world.*

The lower sense of political efficacy among women is an outcome of sex roles historically designed by the society. As Campbell (1960:460) noted, man is expected to be dominant in action direction towards the world outside the family while the woman is to accept his leadership passively. She is not expected therefore to see herself as an effective agent in politics. The elevation of male characteristics as being compatible to the practices of the public realm has been criticized for arrogating too much power to the male model as the ideal of the political realm.

Another variance of the political approach has extensively discussed on women's movement and how it has impacted on the policy process (Deckard 1979:352; Freeman 1975: 237). Freeman (1975:237) chronicles the ways in which women's movement stimulated public policy by creating publicity, creating a climate of expectation that something will be done about gender disparity in Public Administration and politics, by creating grassroot and governmental constituencies for change, and by providing an organized clientele for enforcement officials once policy was enacted.

The political approach raised pertinent questions which must be answered – why are women considered politically less efficacious than men? What are the political and administrative infrastructure needed to facilitate women's entry and sustenance in Public Administration and Politics?

### ***Psychological Approach***

In discussing women's entry, upward mobility and survival in Public Administration, the psychological approach identified personality traits as central variables. According to some



scholars in psychological approach, women do not have personality traits which are germane for occupation of top managerial positions. Careers in public organizations are perceived as conterminous to male characteristics. Women are perceived as conterminous to characteristics. Women are perceived by natural design and socialization to lack motivation to achieve in male careers (Stewart 1992:206). Weistein (1971) tried to explain women's reluctance to achieve in male careers by highlighting that, as much as women want to be scientist, engineers, doctors, etc. they want first and foremost to be womanly companions of men and to be mothers.

Horner (1969:36-38) identified fear of success as a major barrier to women's aspiration in Public Administration. Along the same line, Hennig and Hardin (1977) identified deficiency of women's entry into Public Administration. These scholars concluded that the acquisition of these personality traits can be traced to sex-role socialization from childhood.

From the psychological approach, women's self definition, and men's definition of women as incapable of occupying critical positions in work organizations. Regardless of these definitions and their myths/reality, one major factor is that women worldwide constitute 50% of the population and their contributions as persons cannot be ignored in the delivery of public services. Attitudes have to change to alter stereotypes of women's role in the public arena. Both men and women have to undergo training in order to soften the male centric values which permeate careers in Public Administration.

### ***Sociological Approach***

The sociological approach identified corporate culture as the root barrier of women's participation in Public Administration. Drawing from this corporate cultural stream, Kanter (1976:82-91) noted occupations do not exist in a vacuum; they occur within institutions. These institutional structures comprise of people, superiors and subordinates, chain of interactions between colleagues and these variable (structural and situational) are considered more important determinant of organizational behaviour of men and women than biologically determined sex differences or societal definition of roles. Kanter (1976:287) further identified three critical factors which can promote or discourage women in public service

careers. They are structure of opportunity, distribution of power and social composition of groups in public organizations relates to employees expectations in a particular position and future career prospects in the organization. Quite often the structure of opportunity available to employees is shaped by career progression plan, skills and promotion requirements. Many women who occupy low opportunity positions lack self esteem, have interrupted careers, peer oriented, more accommodative as against achievement, lack intrinsic motivation and enjoy satisfaction through task accomplishment (Kanter, 1977:246-247). Kanter argued that women are disproportionately represented in blocked opportunity positions; they appear to act in ways that are not conducive to advancement.

Power structure is another important factor that Kanter (1977) put forward for understanding women's position in the organizational system. According to Kanter (1977:247) power structure is the capacity of an employee to act efficiently within the limitations of a wider organizational system. Power structure depends on the amount of discretion built in a job, the importance of a function, approval by high ranking officials within the organization and the upward mobility prospects of subordinates. According to Kanter (1977), persons who occupy lower power stratum in organizations tend to behave in directive manner. They often lack initiative and only work effectively with supervision. Again, Kanter noted that since women are disproportionately represented in low power positions, they are disproportionately likely to engage in those dysfunctional behaviours – not because they are women but because they are low power people.

The third organizational variable which Kanter (1977:248-249) discussed is social composition of groups are likely to face critical hurdles in recruitment, promotion, and informal work groups and are often stereotyped in ways that limit their effectiveness and they are more prone to personal stress. It is not uncommon to find women in low proportion in work organizations particularly at the higher level. Consequently, women are likely to be victims of discrimination arising from their inconsequential number in Public Administration.

### ***Quantitative Approach***

The quantitative approach focused on quantitative analysis of women in Public Administration. Pioneering work in this approach commence with the work of Lepper (1974). Lepper did a comparative analysis of women and men in United State Federal Executives by grade, occupational group, and growth rate. Her research findings showed that in the Federal Executive, women occupy less than 5% of any grade, since 1980s, the quantitative approach to the analysis of women in Public Administration has blossomed. Women scholars who are specialists in Public Administration across the globe have engaged in quantitative analysis of men and women in Public Administration by grade level and occupational group (Sabah 1998; Mwaka 1996; Nzom 1996; Olojede 1996).

Olojede (1996:29) did a quantitative analysis of Women in Public Administration in Nigeria. Her findings showed that men dominated key decision making levels in Federal Civil Service between 1988 and 1991. Out of the total number of 4,243 top managers in the Federal Civil Service between 1988 and 1991, 3,763 or 88.6% were men while women numbered 480 or 11.35. Further findings showed that in 17 Federal public enterprises, out of a total number of 1009 top managers, women constitute about 105 or 10.5%.

Walters and Mason (1995:63) also showed the quantitative performance of women in top civil service positions in Sierra Leone. They revealed that by 1991, only 14% of senior positions in the administrative cadre were occupied by women, Mwaka (1996:36) also did a gender analysis of statistics of personnel in Uganda Public Service. Her study revealed a pattern of male dominance in all occupational categories, be it administrative, managerial or professional. Women filled 17% of the professional jobs, 6% of the administrative/managerial and 35.5% of the technician/semi professional jobs. According to Mwaka (1996:37) women are concentrated in stereotype traditionally perceived as women's jobs such as nursing, teaching, secretarial work and service provision.

The quantitative approach's major utility lies in its ability to produce a pictorial representation of both men and women in Public Administration. This approach has succeeded in revealing the dismal number of women involved in the delivery of public

services in their different countries. However, the approach failed to answer pertinent questions such as: How do women in top management positions improve the lot of women outside the public service? Is the number of women in Public Administration synonymous with quality of their representation? Does the biological attribute of being a woman and a public administrator qualify one to be sympathetic to women's interests in and outside the public service?

### ***Contemporary Status of Women in Public Administration: A Case of Study of United Kingdom***

In the previous sections, we learnt about the status of Women in Public Administration in the different countries between 1970s and 1990s. This section examines the contemporary status of Women in Public Administration in the United Kingdom. The United Kingdom was chosen as a case study because its government through the cabinet office supports the civil service commitment to creating a more open and modern service that better reflects the society itself. The government of the United Kingdom has also adopted a number of initiatives to ensure gender representation in the civil service. For example, the cabinet office in its objective of ensuring gender representation in the civil service has set a target to double the number of women in the senior civil service by 2005, from the 1998 baseline of 17.8%.

As shown in Table 1, of the total number of 453,780 full time staff of the United Kingdom civil service, 203,290 or 44.8% are women. Out of the 888,990 part-time staff of the civil service, about 80,570 or 90% are women. This picture as it relates to full-time revealed a fair showing of women generally in the United Kingdom civil service. However, women are poorly represented in the industrial staff category with about 14.1% representation. However, in the part-time category, women dominated the number of staff in the category with all overwhelming 90.5% representation. This showed that despite the positive and affirmative action of government towards participation of women in the United Kingdom civil service, the multiple responsibilities of women continued to be a major barrier towards full-time employment of women in the public service. The multiple roles of women as caretakers in the home front tend to discourage against full-time employment where they can devote time

and energy on their career development. This barrier therefore puts them at a disadvantages position in achieving significant progress in their chosen careers.

### ***Institution Environment and Affirmative Policies to Enhance the Status of Women in Public Administration***

In this section we shall examine significant policy intervention by three different countries – United Kingdom, Uganda and Nigeria to enhance the status of Women in Public Administration. Since 1970s, global attention has focused on women's rights. International and National Women Civil Societies have drawn world attention to the continued subordination of women to men in all spheres of life. The international sensitization and the adoption of global instruments such as the 1979 Convention of the elimination of all forms of discrimination against women has served the useful purpose of sensitizing national governments to the plight of women and the contributions which they can make to the development of their societies. This scenario has served as a source of motivation to various governments to enact affirmative policies to enhance the status of Women in Public Administration.

In the United Kingdom, a Sex Discrimination Act of 1975 was adopted which makes it unlawful to discriminate either directly or indirectly against either sex, or to treat a married person of either sex less favourable than an unmarried person of the same sex. This Act was enacted to promote a positive corporate culture which will ensure the development of women in all roles and at all levels 1996 to protect women's employment during pregnancy as well as guarantee their rights to maternity leave and pay. In 2005, the United Kingdom (Cabinet Office, 2005) adopted a gender equality Public Service Agreement (PSA). The objective of the PSA was to bring about measurable improvement in gender equality across a range of indicators, as part of the government objectives on equality and social inclusion. This was to be achieved by government in conjunction with government ministries and departments. The women and equality unit is to ensure promotion of gender equality across the United Kingdom government through the development and monitoring of the PSA report. The PSA sets out specific target and initiative across government ministries and departments which are central to obtaining improvement in gender equality. These targets cover the key delivery

departments and government priorities for action – employment, pay, flexible working hours, child care facilities, skills development, training and education.

Mwaka (1996:89-96) documented in details affirmative policies of Ugandan government. She revealed that Uganda Constitution addressed a number of issues on women in relation to men. On fundamental human rights and freedom, the Uganda Constitution states that no person shall be discriminated against on ground of sex, race, colour, ethnic origin, tribe, creed, or religion or social, economic standing or political opinion. Additionally, women shall be accorded full and equal dignity of the person with men. Women shall have the right to equal treatment with men and that right shall include equal opportunity in political, economic and social activities.

The same constitution stated that women shall have the right to affirmative action for the purpose of redressing the imbalances created by history and traditional customs. Laws, cultures and customs which are against the dignity, welfare or interest of women or which undermine their status are prohibited by the constitution. However, while the constitution on one hand recognized the need to promote women's equality with men, the same constitution also affirmed that the people of Uganda are entitled to their cultural values and practices as long as they do not disturb the unity and cohesion of the state.

It is to be observed, however, that there are several socio-cultural practices against women which do not undermine the cohesion of the state but undermine the status of Ugandan women. Most women in Uganda have been conditioned by society to want or demand less in life than men; to be content with service-giving type of work and activities (Mwaka, 1996:60-61). Discrimination against women, limiting the chances of having a choice in life other than marriage and motherhood exist in nearly all cultural groups in Uganda (Mwaka 1996:61). A case was cited where girls are removed from school and married off especially in the case of Moslem societies and the poor, who see women as a source of wealth. In Uganda, women marry as early as age fifteen and parents have liberty to arrange early marriages for their daughters instead of pursuing education. These are cultural practices that

do not undermine unity of Ugandan state but limit opportunities of women to participate meaning fully in Ugandan Public Administration.

Nigerian government has also formulated specific policies to resolve problems facing women in gaining entry in Nigeria Public Administration. A notable government action was taken through the 1979 Constitution to guarantee women's equality with men. Section 14 (1) of the 1979 Constitution stated that the Federal Republic of Nigeria shall be based on principles of democracy and social justice. Chapter 11 of the same Constitution dealt with non-justiceable directive principle of state policy. The state is enjoined to direct its policy towards ensuring that all citizens without discrimination on any ground whatsoever have the opportunity for securing adequate means of livelihood as well as adequate opportunities to secure suitable employment {Section 17 (1) } (d) In addition, discrimination on grounds of ethnic group, place of origin, sex, religion or political opinion is prohibited. Thus, a Nigerian citizen is not to be subjected either expressly, by or in the practical application of any law in force in Nigeria or any executive or administrative action of the government to disabilities or restrictions to which citizens of Nigeria of other group, place of origin, religion, political opinion or gender is not subject {Section 37 (1)} (a) Furthermore, a citizen of Nigeria is not to be accorded any privilege or advantage which is not accorded to other citizens of Nigeria of other ethnic groups, and inter-alia gender {Section 39 (1) } (b) Nonetheless, discriminatory treatment is allowed in respect of appointment of persons to any office of the State or as a member of the Armed Forces of the Federation of the Nigerian Police Force or other government security service established by law {Section 39 (3)}.

The underlying principle deducible from the constitutional provisions is that of equality of men and women before the law. This implies equality of reward for work of same kind performed by both men and women alike. Similarly contained is the right to work without discrimination on ground of gender. Legally, women have a right to equal place with men in decision-making bodies such as boardroom, parliament and executive councils. However, in practice, the position is not that simple. There is a wide gap between theory and practice. The justification of this gap is wrought in the constitution itself. On one hand, the constitution prohibits discrimination on ground of gender among other considerations. On the other hand,

the same constitution permits discriminatory practice in the appointment of persons to public offices or as members of the Armed Forces and Security Service. This ambiguity negates the expressed principle of equality of every Nigerian citizen before the law.

### ***Strategies for Enhancing the Status of Women in Public Administration***

From our previous discussions in the preceding sections, we found out that women are disproportionately represented in Public Administration. From the works of different scholars in political, psychological, sociological and quantitative approaches we discovered that there are critical problems which may militate against women's access to Public Administration. These include general socio-cultural hindrances, multiple role conflicts, psychological barriers of women, inadequate support facilities for women employees and lack of commitment of government to the implementation of affirmative policies adopted in their countries.

Various scholars have identified strategies for the enhancement of women status in Public Administration (Olojede, 1996; Humphreys et al 2005). Their recommendations formed the thrust of our discussion in this section. The various suggestions are listed below:

1. As generally practiced world-wide patriarchy gives ascendancy to men in authority and decision making in and outside the home. It is important that these male centered structures should be softened to ensure equal access of women to Public Administration.
2. Governments should ensure that egalitarian principles form the basis of early socialization of children. This can be achieved through mass mobilization campaign about the need to break traditional attitudes and stereo typed women's roles and inequality with men. Towards this end the government should enlist the support of most media and religious organizations.
3. Governments should encourage public sector managers to provide support facilities for their women employees. Concerted efforts should be made to meet the rapidly increase demands for day nurseries for working mothers.
4. Few women top Public Administrators need to exhibit positive role modeling to encourage up-coming women. They should use their position in organizational



- hierarchy to promote personnel policies that will enhance access of other women to employment in the public sector and top management positions.
5. Heads of public sector agencies need to be mobilized to raise their consciousness and enlist their support to remove gender discrimination in employment and promotion. This can be achieved through government sponsored workshops to raise awareness of this vital group.
  6. Achievement of the new strategic objectives of redressing gender imbalance in Public Administration will be contingent upon the effective delivery, monitoring and review of active policies to redress the shortcomings in the current position experienced by women in Public Administration. Furthermore, there is a need for affirmative action across a broad front to remove the continuing obstacles to the career progression of women as well as redress an historic imbalance in recruitment, placement, training and staff development, promotion, work and family and harassment.
  7. Training has a vital role to play in upward mobility of all employees. To achieve an equality objective of Public Administration, a systematic appraisal of staff training and development needs should be undertaken, to ensure that decision making with regard to training and staff development opportunities is not influenced by gender stereotyped attitudes.
  8. Active consideration should be given to the introduction of mentoring arrangement within and between departments/offices. Initially, it should be on a pilot basis specifically encouraging female participation. An experience can be drawn from the United Kingdom Elevator Partnership Scheme between 2001/2002 in which about fifty-three junior women were paired with some most senior women. The concept behind the scheme was to bring out the hidden talents within the civil service to ultimately increase the representation of women at senior levels. During the year of the scheme, cabinet office held networking events for both set of partners and development workshops for Development Partners. At the end of the scheme it was found out that most junior women who participated in the scheme gained and increase self confidence and a deeper insight into how government works at senior levels. Eighteen promotions were

recorded among these junior partners while seven others have made side-ways career moves.

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