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SCHOOL OF BUSINESS AND HUMAN RESOURCE

COURSE CODE: BHM 776

COURSE TITLE: PUBLIC ADMINISTRATION AND GOVERNANCE

COURSE GUIDE

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Introduction

The Course Public Administration and Governance (BHM 776) is a core course for all the students who are taking Post Graduate Diploma (PGD) Programmes in the School of Business and Human Resource Management. The course is designed to train middle cadre staff in the management of organizations and public institutions in the 21st Century and beyond. The course which carries two credit units is prepared and made available to all the students with the major aim of bridging the

gap among applicants with a weak first degree in related specialization areas of Business Administration and Human Resource Management. The Course is a useful material to you in your academic pursuit as well as in your workplace as managers and administrators.

What you will learn in this course

The Course is made up of fifteen units, covering areas such as the Classification and Typologies of Organisations; the Bureaucracy; the civil service; its nature, strength and weakness; features of the ideal type bureaucracy; its functions; public administration and national development; reforms of the civil service in a modern world; changing role of socio-economic and political transformation; international public administration and its relationship with domestic public administration. Lastly, the course also explains the major aspects of governance to expose the learner to the main issues that are expected of administrators in their act of governance.

This Course Guide is meant to provide you with the necessary information about the course in very clear and simple terms. The nature of the materials you will be using and how to make the best use of the materials towards ensuring adequate success in your programme as well as the practice of Public Administration and Governance in the civil service. The course writer is quite mindful of the flexibility of online studies thus it included in this course guide information on how to make use of your time and information on how to tackle the tutor-marked assignment (TMA) questions. As part of the requirement of this course, there will be tutorial sessions during which your instructional facilitator will take you through your difficult areas and at the same time have meaningful interactions with your fellow learners.

Course Contents

The course consists of the definition of concepts such as Management, Administration and Organization. The course also made explanations on the Classification and Typologies of organizations; the Bureaucracy; the civil service; its nature, strength and weakness; features of the ideal type

bureaucracy; its functions; public administration and national development; reforms of the civil service in a modern world; changing role of socio-economic and political transformation; international public administration and its relationship with domestic public administration.

Course Aims

The main aim of the course is to expose you to the nature of Public Administration and the Civil Service in Developing countries and particularly Nigeria. The bureaucracy as it has come to be practiced particularly its strengths and weaknesses, and the role of public administration and the civil service in development and in governance of a country. It is believed that at the end of the course you will have greater understanding of public administration and governance not just as concepts but the centrality of the civil service in delivering governance and in the development of a country.

The aims of the course will be achieved by:

- 1- Explaining the nature of organizations but public and private;
- 2- Describing the importance of organizations;
- 3- Explaining the various the relationship between Management, Adminstratin and Organizations;
- 4- Describing the origin, Nature and Scope of Public Administration;
- 5- Discussing the nature of the bureaucracy and the characteristics of the bureaucracy;
- 6- Explaining the nature of the civil service and its functions over time;
- 7- Explaining the role of the Civil Service in National Development;
- 8- Identifying and explaining the various efforts of the government to reform the civil service; and
- 9- Discuss the features of various aspects and features of Good Governance; and
- 10- Identify and explain the various problems faced by the civil service in delivering development and suggested ways of over-coming them.

Course Objectives

After completing this course, you should be able to:

1. discuss the nature the nature of organizations ;but private and public;
2. Explain the importance of organizations;
3. discuss the relationship between the term Management, Administration and Organization;
4. explain the origin, nature and scope of public;
5. explain the nature and characteristics of the Bureaucracy;
- 11- identify and explain the nature and functions of the civil service over time;
- 12- Describe the role of the Civil Service in National Development;
- 13- Identify and discuss the various efforts of the government to reform the civil service.; and
- 14- Discuss the features and various aspects of Good Governance; and
- 15- Explain the various problems faced by the civil service in delivering development and ways of over-coming them.

16-Course Materials

Major components of the course are:

- 1.0 Course Guide
- 2.0 Study Units
- 3.0 Textbooks(Recommended but nit restricted to listed books)
- 4.0 Assignment Guide

Study Units

There are fifteen units in this course, which should be studied carefully. And these units include:

MODULE ONE: The Typologies of Organizations, Origin and Nature of Public Administration

Unit 1: The Typologies of organizations

Unit 2: The Evolution and Growth of Public Administration

Unit 3: The Scope of Public Administration

Unit 4: Characteristics of Public Administration

Unit 5: Accountability and Control of Public Organizations

MODULE TWO: The Bureaucracy and Development

Unit 6: The Meaning and Nature of the Bureaucracy

Unit 7: Bureaucracy and Development

Unit 8: The Strengths and Weaknesses of the Bureaucracy

Unit 9: Public Administration (Bureaucracy) and the People

Unit 10: The meaning of the civil service, significance and modern trends.

MODULE THREE: Civil Service, Governance and Development

Unit 11: The Nature of the Civil Service in Nigeria

Unit 12: Civil Service Reforms

Unit 13: The Civil Service and Governance

Unit 14: International Public Administration and Domestic Public Administration

Unit 15: The Problems of Public Service in Nigeria/Ways of solving them.

In the first unit, we have simply presented the general understanding of organization of an understanding of the interactions of the term Management, Administration and Organization. In the second and third unit, we have also been able to give a background on the subject matter of the course, which is Public Administration; its origin, definition, nature, scope and functions. In the fourth and fifth we discussed the characteristics of public administration and the centrality of accountability and transparency in the public sector to deliver services.

The next four units; five, six, seven eight and nine (5,6,7,8 & 9), explain in details the Nature of the Bureaucracy; the role of the Bureaucracy in Development; its Strengths and Weaknesses and centrality of the people in public administration as part of good governance practice and in line with the 21st century responsibility of government. This is because once you talk of the bureaucracy, what comes to mind is a system of rigid adherence to procedures with dwarfing initiative. Hence these units explain the bureaucracy as a system of rigid adherence to procedures with dwarfing initiative, but in a positive light towards development.

The next unit, which is unit ten (10), is used to give us a background to the next units on the civil service, because it explains the meaning of the civil service and its significance and modern trends.

The next five units (11, 12, 13, 14, & 15) are used to discuss the Civil Service, Governance and Development. These units explained in details ;The Nature of the Civil Service in Nigeria; Civil Service Reforms; The Civil Service and Governance; the characteristics of International Public Administration and the Domestic Public Administration and concluded looking at the Problems of Public Service in Nigeria/Ways of solving them.

Each study unit is expected to last at least two hours, and it includes the introduction, objectives, main content, self-assessment exercises, conclusion and summary as well as references. Other area on the tutor-marked assignment questions. Some of the self-assessment exercises will necessitate you using your personal experiences and some are basically applied, thus you should make efforts to read wider and study the practice of administration and governance in your various organizations

There are also textbooks under the references and other resources for further reading. They are meant to give you additional information if only you can lay your hands on any of them. However, you are not restricted to the recommended list on the references alone, but are advised to read as much books and materials in the course area as possible. You are also advised to practice the self-assessment exercises and tutor-marked assignment questions for greater understanding of the course. By so doing, the stated learning objectives of the course will be achieved.

Assignment:

There are many assignments on this course and you are expected to do all of them by following the schedule prescribed for them in terms of when to attempt them and submit same for grading by your tutor.

Tutor-marked Assignment

In doing the tutor-marked assignment, you are to apply your transfer knowledge and what you have learnt in the contents of the study units. These assignments which are many in number are expected to be turned in to your Tutor for grading. They constitute 30% of the total score for the course

Final written Examination

At the end of the course, you will write the final examination. It will attract the remaining 70%. This makes the total final score to be 100%.

Conclusion

The course, Public Administration and Governance (BHM 776) exposes you to the issues involved in public administration, the civil service and governance. It provides you with recommended solutions on how to solve some of the major problems that have lingered and have affected the viability of the public service to deliver development.

COVER PAGE

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UNIT 1 –Clarification of concepts and Typologies of organisations

1.0-Introduction:

There are basically two types of organisations; the public organisation and the private organisation. These two are similar in their modes of operation, though distinct in terms of ownership. Both organisations have legal charter, capital stock and board of Directors as well as management body which is responsible to the board.

They both provide goods and services to the public on a commercial basis. However, the private organisations are absolutely profit oriented and are owned by private individuals who are not officials of the government, even though the government provides for its regulatory framework.

The public organisations on the other hand are established by specific statutes for the provision of certain social and welfare services. Public Organisations in some instances provide commercial services. Its powers, duties and matters relating to finance and personnel are usually contained in the legislative acts, decrees (Decrees were most popular during military regimes) or edicts which establishes them. (Oyediran et-al.2005: pg 119). Both the private and public organisations are explained in details below with specific emphasis on the detailed classification, the scope and organisational structure of these organisations.

2.0-Aims and Objectives

The aim and objective of this unit is to introduce and expose you to the general understanding of organisations: Public and Private. It is believed that at the end of this unit, you will be able to;

- Define both public and private organisations and the basis of their typology
- Know the importance of organisations
- Explain in details the characteristics of organisations
- Discuss the problems facing organisations and ways of solving them

3.0-Main Content

3.1-Definition of Organisation

Organisation can be defined as the act of putting into systematic relationship all those elements and activities essential for the satisfaction of purpose. According to Milward G.E “It is the process of dividing work into convenient task or duties, of grouping such duties in the form of posts, delegating authority to each post, and appointing qualified staff to be responsible that the work is carried out”. (ARBITRAGE, 2009)

Brecht defines organisation as involving the design of suitable structure by

- explicit definition of roles, positions and jobs
- Departmentation that groups positions into specialised activities
- Hierarchical authority relationships to cement the departments into an orderly rational structure with channels for delegation of authority from the top to the bottom of the organisation.

Argyris on the other hand defines organisations as “intricate human strategies designed to achieve certain objectives. This definition is closely related to that given by Simon as

“...Systems of behaviour designed to enable humans and their machines to accomplish goals, organisational goals must be a joint function of human characteristics and the nature of the task environment. (G.A Cole; 1987)

These varied definitions suggest that there is no universally acceptable or a superior definition or even a more preferred definition of organisation. But one fact is quite clear, that it involves organising a social entity, which has the following features; a purpose, People and Structure.

The discussions on organisation in this unit cover the above mentioned three features which are key variables in both public and private organisations. These variables are in constant interactions with;

- The goals of the Organisation
- The Technology/Skills available
- The culture of the organisation (Its Values, beliefs.e.t.c) (Cole, 1987;pg 8)

These variables interact with each other leading to a change. It is important for you to understand that when these variables are successfully managed leading to a balance, the organisation becomes stable, when they are not managed successfully; it leads to instability and consequently unstable growth.

Self Assessment Exercise 1; In what ways do public organisations differ from private organisations?

3.2. The Typologies of Organisations

Typologies of Organisations can be based on the following;-

1-Typology based on Membership; these include Voluntary, Military and Philanthropic organisations. It also includes Co-operation with stake holders, board of directors, managers and staff. Family business made up of people related by blood or marriage.

2-Typologies based on Decision Making Strategy

This typology of organisation is based on four decisional modes corresponding to four organisational structures developed by James Thompson and Arthur Toden to include;

- When there is agreement on the objectives as well as on values in which decision is rational.
- When there is agreement on the objectives and values, the decisional model is judgemental i.e. self-governing.
- When there is agreement on values, or on objectives, the decisional mode is compromise. The organisation is a representative body i.e. the national assembly.
- When there is no agreement on objectives or values, the decisional mode is inspirational. This situation is characterised by absence of any formal organisation i.e. a mob.

3-Typology based on societal Function

This typology was developed by Talcot Parson to include the following functions

- 1-Organisations which perform adaptation function
- 2-Organisations which perform Achievement Function
- 3-Organisations which perform integration function
- 4-Organisations which perform latency function

4-Typology based on Prime beneficiary

Organisations classified according to the beneficiaries of their major activities to include;

- Mutual benefit organisations
- Business concerns in which owners are prime beneficiaries
- Service organisations in which prime beneficiaries are the clients
- Commonwealth organisations in which the prime beneficiaries are the public at large.

5-Typology base on Model of funding

All the other typologies are useful in understanding the operations of modern organisation. The implication of this is that once an organisation is funded either completely or in part by the government, the attitudes of the organisation and its member's expectation of the public are different.

3.3. The importance of organisations

Organisations are important in the sense that they play an important role in grouping humans and machines together in a stable and flexible pattern to carry out their duties in the organisation.

Organisations do that through

- Stating objectives
- Analysing Jobs
- Defining Jobs and Functions
- Allocating Staff Based on Competence
- Coordinating the organisational activities/Departments
- Establishing Physical Conditions
- Measuring Operational Effectiveness
- Adjusting Organisational Structure to cope with environmental Changes
- And Re-aligning Objectives.

Organisations are involved in all the activities that cover actual staffing, Job definition and selection, training and welfare activities applied in various fields to ensure that initial targets and objectives are realised. This implies that for organisations to be successful and positive of it's role, it has to remain focus and constantly striving to improve understanding and cooperation.

The successful integration of these processes to form an effective organisation as a whole depends upon a management(Public Administration) that is able to understand that no two people are the same in an organisation because each person possess a slightly different mental make-up that affects his/her view, that attitudes affect ones view of the organisational structure, that there is a wide range of reasons why individuals remain on the job, and that views affect the roles of individuals in organisations. This is very important because if it is misunderstood by employees, it affects the entire functions of the organisation.

3.4. The Basic Characteristics, Structure and Organisation of organisations

Public organisations can best be grouped into two;-The civil service and the public corporations. The civil service mainly concerned with the implementation of public policies. The public corporations on the other hand are enterprise of government responsible for the provision of certain services but independent of direct legislative control. It is very necessary for us to throw more light on certain features of public organisations and its operations before we move further.

Public organisations consist of certain basic features. These basic characteristics were clearly identified by Oyediran et al (2005;pg 121) in their work “New Approach Government” *“to include the following;*

1. Public Organisations are State owned
2. They are created by specific government Statutes which define their powers and relations with other governmental institutions
3. They have a legal personality, i.e., they have a life of their own, can sue and be sued, hold property, enter into contracts, etc.
4. In theory, public organisations are independently financed through their own revenue and loans.
5. They are not subject to parliamentary financial scrutiny, such as that in which departments of government are subjected.
6. Their employees are civil servants employed directly by government and subject to conditions determined by the government.
7. Public organisations that are Corporations are usually administered by boards which are appointed by ministers.

These public organisations are controlled and managed by the government, Board of directors and management. The government through the minister is responsible for the appointment of Board members and some senior members of the corporation spokesperson at the legislature. The administrative control of the corporation rest with the Board’s chairman and members. While management is responsible for effectively carrying out the policy of the corporation.

Private organisations on the other hand are private non-governmental organisations, and are judged by their profit drive activities. They are not often operated within the purview of accountability. But the Public organisations are constrained by their bounds to obtain public accountability

The most important similarity between the two is the fact that both use human and material resources to achieve their objective. And both of them are interested in socio-economic matters.

Note. Although most public corporations are not set up primarily for profit, they are expected to find ways of self sustenance. This is also a strategy to avoid over dependence on government.

Self Assessment Exercise 2; List and explain the basic characteristics of organisations.

3.5 Problems confronting Organisations

- 1-Integration. Which is how to integrate individual needs and organisational goals.
- 2-Social Influence. The problem of distributions of power and sources of power and authority.
- 3-Collaboration. The problem of producing mechanisms for the control of conflict.
- 4-Adoption. The problem of responding appropriately to changes induced by the environment.
- 5-Revitalization. The problem of growth and decay.
- 6-Undue interference in their activities by the government of the day.

These problems confront both public and private organisations and can all be handled through the following ways:-

- 1-Organisations can achieve integration through Humanistic-Democratic ethos, understanding the personality of individuals and harmonising those needs with that of the organisation.
- 2-An absolute reliance on legal-rational power and the complete separation of management from the ownership of offices, as a means of suppressing negative and unintended effects of authority is the best method of handling social influence in organisations.
- 3-Collaboration can simply be achieved through the application of the rule of hierarchy and the rule of coordination in the resolution of conflicts. Professionalisation and specialisation as well as the promotion of interdependence is a step in the right direction.
- 4-Predictable task routine and adventitious ways of handling jobs helps in handling unanticipated consequences of environmental changes, thereby promoting adaptation.
- 5-Consatnt revisions of the entire organisational process, in terms of technologies, raw materials, man power, norms and values of society will help organisations to cope with the problems of revitalisation and decay.

3.6 Administration, Organization and Management

The term administration, organization and management are not synonymous .

Though they are distinct from each other , they are closely related.

Administration is a determinative function. It lays down the objectives and policies. Organization is the structure for the attainment of the objectives of organization. As George E. Berkey says , ‘ all administration requires an organization of some shape , size or kind and all organization carries on some measure of administrative activity’ .

If administration is a determinative function, management is an executive function. It is primarily concerned with carrying out the broad policies laid down by the administration. Administration and management are related by means of organization. Organization is the machinery through which coordination is established between administration and management . Thus the three concepts are interrelated. (Laxmikanth, 2005: 3) .

4.0 Conclusion

Organisations as we have discussed can be classified into two broad categories; the private which are owned by individuals and the Public which are State owned. These organisations are responsible for the realisation of organisational objectives and for adjusting organisational scope to cope with environmental challenges. These functions are achievable because by nature they have certain levels of autonomy to enable them function effectively.

5.0 Summary

We have been able to clearly explain in this unit the types of organisation and these include the public and the private organisations. The unit has also exposed us to the importance of

organisations be it private or public. We have also been able to identify and discuss the basic characteristics of organisations including their structure. The unit was concluded with an explanation of the major differences between public and private organisations.

6.0 Tutor-Marked Assignment

- What do you understand by the term Organisation?
- How can you Differentiate Private from Public Organisations?
- What are the problems confronting organisations?

7.0 References/Further Readings

- Oyediran, Nwosu, Takaya, Anifowoshe, Badejo, Ogboghodo and Agbaje (2005) *New Approach Government. Longman, Lagos. Pg 119-121.*
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UNIT 2

THE EVOLUTION, GROWTH AND SIGNIFICANCE OF PUBLIC ADMINISTRATION

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Unit 2-The Evolution, Growth and Significance of Public Administration

1.1 Introduction

Public administration consists of the provision of services and regulation of inter-group relations in society. Maintenance of law and order, defence, welfare of society, application of science and technology and eradication of poverty in the developing countries. In a word, the security and independence of the state and social and economic welfare of a society is a function of public administration. Bhambhani in Polinadu (2005) says “When public administration is so important in our daily life, its study is naturally worthy of our attention”.

In order to properly understand the term public administration we must first be clear about what we mean by the adjective 'public'. The word public is used in a variety of meanings but here it means 'governmental'. Public administration, therefore, simply means governmental administration that operates in political settings. Its focus is specifically on public bureaucracy. As Nicholas Henry says, "The study and practice of public bureaucracy is called public administration".

The public aspect of public administration lends special character to it. What is crucial in public administration is that it is an agency of the public. It concerns the management of public agencies that carry out public policies in order to fulfil state purposes in the public interest. Since government provides services for the people in the public interest the administration of governmental affairs is known as public administration.

According to Simon, Smithburg and Thomson, public administration refers to the activities of groups cooperating to accomplish the common goals of government. Such common goals include defence, safeguarding the frontiers, maintenance of law and order, fire protection, communications, public health, education and many other services that we enjoy.

In meaning, public affairs, public administration focuses principally on the (i) planning (ii) organizing (iii) directing (iv) coordinating and (v) controlling governmental operations. This little background forms the major emphasis of this unit as we look also at the nature and scope of public administration, particularly as it has come to be referred to and practised today.

2.0-Aims and Objectives

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

- Outline the advantages of studying Public Administration
- Explain the meaning and definition of public administration
- Differentiate the traditional from the modern view of Public Administration
- State the various aspects of Public Administration
- Analyse the Nature of Public Administration
- Explain the Characteristics of Public Administration

3.0-Main Content

3.1. Evolution and Growth of Public Administration.

Public administration as an activity is as old as civilization but as an academic discipline is a little over a hundred years old. This, however, does not mean by implication that thinkers in earlier ages had never said anything significant about public administration. Functioning of the governmental machinery has attracted the attention of scholars and administrators since the earlier periods of history. Kautilya's Arthashastra, the Mahabharata, the Ramayana and the maxims and teachings of Confucius in the realm of Oriental thought contain many profound observations about the organization

and working of government. In the history of western political thought, *Ar istotle's political and Machiavelli's The Prince* are important contributions to administrative thought and practice.

Scattered thoughts, however, do not constitute a discipline though it is interesting to note that even without systematic teaching and study of the subject, great cities, public works and monuments have been built, vast empires administered, huge armies organized, taxes collected, effective law and order maintained and enforced throughout history. Therefore, public administration as a systematic study began in the eighteenth century. Official academics to the discipline did not come until World War I when professional chairs in public administration were established and subject textbooks published.

“Only when governments could be differentiated from other social institutions the ir activities developed to the point where professional administration in disposable for the ir effective performance, could modern public administration emerge. The term public administration began to creep into European languages during the seventeenth century to distinguish between the absolute monarch's administration of public affairs and his management of private household. The contemporary discipline arose out of the bureaucratization of the nation-state when the church was separated from the state and government was superimposed on all other social institutions within the territory. (Paulinadu, 2005:4)

Modern public administration was first taught as a part of the training course of public officials on-probation in Prussia. The subject was largely compiled and taught in a descriptive manner by professors of cameral sciences, which then included all knowledge considered necessary for the governance of an absolutist state. The cameralist approach continued to influence European studies in public administration well into the twentieth century, until it was replaced by the administrative law and legal studies approach. Ideologically cameralism gave way to bureaucracy. Civil service recruits had to study administrative law and gradually all over Europe including Nigeria public service training schools started offering courses on administrative law and public administration.

3.2 Advantages of studying Public Administration

The studies of public administration as a field of activity and an area of intellectual inquiry have both utilitarian and intellectual objectives. The original purpose of the study of public administration was not to cultivate knowledge for its own sake. Instead, its purpose was explicitly utilitarian. The study of administration was directed at the twin pursuits of reforming government and training civil servants.

Woodrow Wilson was the first to articulate the principles underlying the civil service reform movement in the U.S.A. Wilson declared that the central purpose of the study of public administration was to discover and establish a set of valid principles and the most efficient ways of organizing and running the executive branch of government.

Thus, Administrative theory grew in the late nineteenth century and the early twentieth century with the primary objective of making government more effective and economical in its working thereby promoting governance. This goal is still important. However gradually, the study of public administration has also acquired certain intellectual objectives. The benefits of the advantages of the study of public administration may be briefly stated as follows. The study of public administration:

- i. Helps the student learn the basic concepts, principles and theories of public administration.
- ii. Helps explain the purposes, functions, and continuation of government bureaucracy.
- iii. Provides knowledge of public organizations and the context and methods by which they operate.
- iv. Promotes a superior understanding of government and its relationships with the society it governs and thus it enables us to learn more about how our country is governed.
- v. Is useful as training for citizenship and for preparing citizens for an active participation in the process of democratic governance.
- vi. Makes us learn how to promote the public interest more effectively.
- vii. Promotes among the people an awareness of the importance of the administrative activity in their lives.
- viii. Is useful to make public policies, which are more responsive to public needs.
- ix. As an applied discipline, provides knowledge which is helpful to the policy makers and to those who implement policies, and
- x. Prepares students for employment in the government services and makes them aware of the opportunities and challenges of the public service and thus is useful as a self-serving investment.

Self Assessment Exercise 1; what is the advantage of studying public administration to you?

3.3 Significance of Public Administration

Public administration lies at the centre of modern society, which has witnessed the emergence of the 'Administrative State'. In the administrative state public administration has become an all-encompassing and affect the lives of the people from the womb to the tomb since the end of the second world war governmental activities have increased manifold and become more complex and pervasive. Public administration has undergone far-reaching changes both in its objectives and functions. Consequently public administrators have entered new functional areas. They are grappling with new problems in administering public affairs.

It is recognised that public administration plays crucial role in all socio-economic development and development. In the modern administration state, public administration has become so significant that our development, upliftment and progress depends mainly upon the efficient functioning of public administration. The different roles played by public administration in the modern society may be analysed under the following heads:

3.3a As the Basis of Government

Public administration serves as the basis of government. A government can exist without a legislature or an independent judiciary. But no government can exist without administrative machinery. Paul H. Appleby remarks, 'without administration government would be a discussion club, if indeed it could exist at all. All nations, irrespective of their system of government, require some sort of administrative machinery for implementing public policies. Thus, public administration has been the instrument of ancient empires, of monarchies of both democracies and dictatorships, of both developed and developing nations. As an activity public administration cuts across different political ideologies such as capitalism or socialism. Administrative principles as such have no particular ideology attached to it. Administration is conceived as a purely neutral instrument.

3.3b An Instrument for Implementing Laws and Policies

Public administration is responsible for implementing the laws and policies of government. In doing this public administration plays a crucial role. By carrying out laws, it regulates the behaviour of the people in society. By implementing public policies and programmes, it delivers the promised goods and services to the intended beneficiaries.

It is said that the ideals and objectives of government may be very popular, the plans for national development may be extremely progressive and the national resources of the country may be abundant, but without an efficient administration nothing can be achieved. In other words, even the good objectives of the best policies and laws of a government may remain as mere paper declarations of intent, if the administrative machinery does not function efficiently and honestly. An efficient public administration can avoid waste, correct errors; limit the consequences of incompetence, or irresponsibility while implementing laws and public policies. Thus public administration acts as an instrument for translating plans, laws and policies into reality. As A.D. Gorwala remarks, "in a democracy there can be no successful planning without a clear, efficient and impartial administration".

3.3c Participation in Policy Formulation

According to Dimock and Dimock, Administration "In the modern world bureaucracy is the chief policy maker in government". It is a source of facts and experience as well as of ideas and solution of public problems. In modern democracies public administration participates in policy making by giving advice to ministers and providing them the necessary information

(i.e., facts and figures) which is relevant for policy formulation. As Sir Josiah Stamp says, “the officials must be the main spring of the new society, suggesting, promoting and advising at every stage”. The administrative tasks of public bureaucracy include formulation of policies and plans, executing and monitoring programmes, laying down laws and rules and regulations, which affect human actions in almost all walks of life.

3.3d A Great Stabilizing Force in Society

Public administration acts as a great stabilizing force in society. It settles social tensions and conflicts and thus creates social unity and harmony. This role of public administration is of particular significance in the newly independent Afro-Asian developing countries and Nigeria in particular. Public administration solves social problems. Thus public administration stabilizes social structure, social organization. As Paul Pigors says, “The main purpose of administration is to preserve the status quo in society”. The administrative function ensures the continuance of the existing order with a minimum of effort and risk. Its fundamental aim is to carry on rather than to venture a long new and untried path. Administrators are, therefore, the stabilizers of society and the guardians of tradition”.

3.3e Provides Continuity when Government Changes

Public administration carries on government when rulers change every now and then owing to elections or revolutions or coups. According to Ramsay Muir, “while governments may come and go, ministers may rise and fall, the administration of a country goes on forever. No revolution can change it and no upheaval can uproot it”. It is a proven fact of history that public administration survives even revolutions and coup d'état or change of regime.

3.3f provides a wide Variety of Services in the Public Interest

Public administration in the modern welfare state provides a large and wide variety of services for the people. Felix A Nigro remarks, “the real core of administration is the basic service which is performed for the public”. Public administration provides a number of services in the public interest.

3.3.f a- Protective functions

First of all, public administration protects the life and property of the people by maintaining law and order. The survival and progress of human beings in society depend on the proper enforcement of laws and gains laws - breaker's. As C.P. Bhabhril remarks, ‘....the maintenance of law and order is the most primary and crucial role of public administration’. This is because the law of the jungle will prevail in society, if public administration fails to perform this function effectively. National defence is another protective function performed by public administration. This function is essential for the maintenance of the independence of the nation and protecting its frontiers.

3.3.f b - In recent times, protection of environment is added to the protective functions of government mentioned in the preceding lines. As a result of rapid industrialization there is the problem of environmental pollution, which threatens our lives, and civilization. Be polluted air, water and earth affect our health and lives. Now almost all governments are making efforts at the enhancement of environment quality. The environmental administration regulates the relations between man and earth with its environment. It must maintain the quality of air, the uses of the ocean, and the purity of rivers and streams. It considers man's spiritual and physical survival.

3.3.f c - Facilitative services

Today public administration provides facilitative services such as transportation, communications, supply of power, and so on.

3.3.f d - Management of public enterprises

Public administrators manage public enterprises and public utilities in the interest of socio-economic justice. Public utilities are either publicly owned or strictly regulated in most countries. Government also imposes controls over private economic and business activities in the public interest.

3.3.f e- Welfare services

The welfare services provided for the people include social security, old age pensions, welfare of the weaker sections, family planning, health, unemployment relief, poverty alleviation, housing etc.

3.3.f f - Promotion of agriculture, industry and trade

Public administration promotes agriculture, industry, internal and international trade, banking, insurance etc

3.3.f g- Cultural services

In the cultural sphere, public administration undertakes certain functions as provision of education, promotion of science and technology, encouragement of arts and ideology etc.

3.3.f h - Maintenance of Political system

Public administration is concerned with the maintenance of the nation's political system and national unity. It is a continuous process in determining the activities of the government. To be brief, it is concerned with the preservation of the polity.

The wide variety of functions performed by public administration is influenced by developments in the political, economic and social areas.

The preceding discussion indicates that public administration has become a part of the social, economic, political and cultural life of the people.

How well we enjoy the service provided by government depends, in large part, on how well they are administered. Hence, in simpler societies of early days good administration was important, but in modern complex societies good administration is essential. It has to play a very important role not only as an instrument of governance but also as an important means to achieve the goals of socio-economic progress and nation building. As Appleby says, "The heart of administration is the management of programmes designed to serve the general welfare."

3.3g A n I n s t r u m e n t o f S o c i a l C h a n g e a n d E c o n o m i c D e v e l o p m e n t

Public administration is 'concerned with managing change in pursuit of publicly defined societal values'. In the developing nations of Asia, Africa and Latin America public administration acts as an instrument of social change and economic development. The developing nations are mostly traditional and poor agricultural societies without adequate basic amenities of good life. These nations are anxious to achieve modernization of society and economic development and realize welfare goals. The state is called upon to achieve these goals. These objectives have placed challenging tasks on public administration such as formulation of economic plans and their successful implementation to realize economic growth and social change and welfare goals. The accomplishment of these goals requires honest and competent public administrators. Without efficient administration socio-economic progress cannot be achieved. It is expected today to be the accelerator of economic and social change. (Paulina du, 2005: 19, 20&21)

Self Assessment Exercise 2; List and briefly explain the significance of public administration.

3.4 The Meaning of Administration

The English word 'Administrator' is derived from a combination of two Latin words, 'ad' + 'ministrare' which means 'to serve, to direct, to control, to manage affairs'. In the words of E.N Gladstone, "Administration is a long and slightly pompous word, but it has a humble meaning, for it means to care for or to look after people, to manage affairs". He defines it as 'determined action taken in pursuit of conscious purpose'.

Administration is a rational human activity, which is inherent in any organized social life public or private. It occurs even in such a simple activity as 'when two men cooperate to roll a stone that neither could have moved alone'. It consists of all those operations, which aim at the achievement of some purposes shared by two or more people.

To put it differently, administration is a cooperative human effort towards achieving some common goals. It is, thus, a goal-oriented, purposive, cooperative, joint activity undertaken by a group of people.

Administration, therefore, excludes non-purposive and non-cooperative group activities such as two men fighting with each other or watching a stone. In

this example the two men are not mutually involved in a joint endeavour. Administration also excludes those operations that concern a single individual, e.g. one man moving a stone. This one-man activity is not administration because it lacks cooperative effort made by two or more **people to accomplish a common goal. Thus we can understand what administration is:-**

According to George E. Berkeley, administration is:

- i. People; because without the presence of people there can be no administration
- ii. Action; people have to do something before administration can enter the picture; and
- iii. Interaction; administration is people interacting with other people to accomplish tasks. Joint activity is an essential part of all administration. (Paul Inadu, 2005: 3).

In its generic sense, administration is a universal process that can be found in various institutional settings such as a business firm; a hospital, a university, a government department and so on. All these diverse organizations use commonly the same administrative processes (e.g. planning, organizing, coordinating, etc.) as well as the human and material resources to achieve their respective goals. Thus administration is concerned with means to achieve prescribed ends. It is not an end in itself. This view of administration disregards what kind of administration is in question. In this sense the term administration covers both public and private organizations.

3.5 MEANING OF PUBLIC ADMINISTRATION / CLARIFICATION OF CONCEPTS.

Definition of Public Administration

As E.N. Gladden says, the field of public administration is mainly a debate over definitions. Despite more than a hundred years of development, public administration lacks a significant definition that is acceptable to all students of public administration. Various scholars have defined it in different ways. While the traditional writers have defined public administration in its narrower sense, the modern scholars have defined it in its wider sense. Let us examine both the views by quoting some important definitions.

Traditional Definitions

The following are some of the important definitions of public administration, which reflect the traditional view of the disciplines.

1. Public administration is detailed and systematic execution of law. Every particular application of law is an act of administration".
Woodrow Wilson.

To Wilson, "Administration is the most obvious part of government, it is government in action, and it is the executive, the operative, the most visible side of government".

2. “Public Administration consists of all those operations having for their purpose the fulfilment or enforcement of public policy”.

L.D White

3. “By public administration is meant, in common usage, the activities of the executive branches of the National, state, and local government”

Herbert A. Simon

4. Public Administration is that part of the science of administration which has to do with government, and thus concerns itself primarily with the executive branch, where the work of government is done, though there are obviously administrative problems also in connection with the legislative and judicial branches”

Luther Gulick

5. “Public administration is the action part of government, the means by which the purposes and goals of government are realized.

Corson and Harris

6. “In its broadest sense, it (public administration) denotes the work involved in the actual conduct of governmental affairs, regardless of the particular branch of government concerned. In its narrower sense, it denotes the operations of the administrative branch only”.

W.F. Willoughby

7. “... Administration consists of getting the work of government done by coordinating the efforts of people so that they can work together to accomplish the interests”.

Pfiffner (in Polinadu, 2005:4&5).

The definitions quoted above reflect the narrow traditional point of view of public administration. This viewpoint sees public administration in the executive branch of government. Its main business comprises all those activities that are involved in carrying out public policies as expressed in laws made by the legislature and interpreted by courts. It is denied any role in both legislative (i.e. policy-making) and judicial functions. Its main business is to get things done and not to decide what things to do.

Public administration is thus identified with the administrative side of government as opposed to the legislative and judicial sides. The traditional view is unduly restrictive as a n explanation and does not fully capture the scope of public administration. It emphasizes the locus but not the focus of Public Administration. The reason is that administration not only carries out policy but also recommends it. Administration is also concerned with the hearing and deciding cases and controversies not allocated to the judiciary. For all these reasons the traditional view presents too narrow, formalistic, and legalistic picture of Public Administration.

3.5a Some Modern Definitions

Some modern textbook writers such as M.E. Di mock, James Fe sl er and F.A. Ni gr o have us ed t he t er m “P ubli c A dmi nis tr a ti on ” in its wider s ens e. In t heir opi nion, publi c admi nis tr a ti on has s ome r e s pons ibi lit y in f or m ul at ing gover nme ntal poli cies , be si des execut ing the m. The defi ni ti ons quot ed bel ow a r e il lus tr a ti ve of t he moder n br oader vie w of publi c admi nis tr a ti on.

1. “... P ubli c adm inis tr a ti on i s t he ar e a of s tudy and pr a ctic e w her e law and poli cy i s r e comm ended a nd car r i ed out” .M.E . Di mock a nd G.O . D imock

2“publi c A dmi nis tr a ti on is poli cy exe cuti ve and a ls o polic y f or mulat ion’
J ame s W . Fe sl er

1. “P ubli c A dmi ni st r a ti on

i. I s cooper a ti ve gr oup ef f or t i n a publi c s ett ing

ii . C over s al l thr e e br anc hes – execut ive , legi sl a ti ve , and j udi ci a l and the ir i nt er r el a ti onshi ps.

ii i. H as an im por tant r ol e i n the f or m ul a ti on of poli cy and i s t hus a par t of the poli ti c al pr oce ss .

iv. I s di ff er e nt i n s i gni fi c a nt w ays f r om pr i va te a dmi ni st r a ti on, and

v. I s cl os el y as so ci a t ed w i th num er ous pr i va te gr oups and i ndi vi duals i n pr ovi di ng s er vi ces to the comm unity.

4.0 Conclusions.

O r gani sa ti on e ma na t ed f r om the s ocie ti es need to mai nt ai n law and or der a nd to r egul a te i nt er - gr oup r el a ti ons . W i t h the i ncr ea si ng need f or a dmi nis tr a ti on to go beyo nd t he nor mal mai nte na nce of law and or der t o t he pr ovi si on of s oc i al s er vi ces , publi c admi nis tr a ti on com e to c over al l gove r nme ntal a cti vi ti es f r om the f or mul a ti on of poli ci es t o the a ccom pl i shme nt of comm on goal s. I t cover s al l ar ea s of pl a nni ng, or ga ni si ng, budg e ti ng, coor di na ti ng and di r e cti ng of gove r nme nt al a ff ai rs .

P ubli c admi nis tr a ti on c ould be s tudi ed as an a cadem ic di s ci pl i ne or as an a cti vi ty. A s a di s ci pl i ne i t de al s w i t h s ys t ema ti c tea chi ng a nd the s tudy of t he s ubj ec t, gr ea t ci ti es , a nd publi c wor ks , how e mpir e s a r e adm inis t er ed a nd how law and or der i s mai nt ai ned and enf or ce d thr oughout hi s t or y. W hi l e as an a cti vi ty i t de al s w i t h the e nt i r e a ct of gove r na nce and al l the know l e dge cons i de r ed nec es sa r y f or gove r na nce .

T he s tudy of P ubli c admi ni st r a ti on i s s i gni fi c a nt be ca us e i t ex pos es the s tude nt s to le ar ni ng t he pr i nci pl es a nd t he or i es of a dmi ni st r a ti on to pr omot i ng s uper i or und er s ta ndi ng of gove r nme nt among ot her s . Thi s i s be ca us e publi c a dmi nis tr a ti on s er ves as the ba si s of gove r na nce a nd mor e s i gni fi c a nt ly a s a n i ns tr ume nt f or i mpl e me nt i ng law s and poli ci es , a s ta bi li si ng f or ce i n s oc i et y, pr ovi di ng pr ot ec ti ve f unct i ons among ot her s .

P ubli c A dmi nis tr a ti on has been s ubj ec t ed to var i e d defi na ti ons , am ong w hi c h i s the defi ni ti on of publi c admi nis tr a ti on as “t he mos t obvi ous par t of gove r nme nt”, “T he execut i ve br a nch of gove r nme nt”, “T he a cti on par t of gove r nme nt”. R ega r d l es s of the s e defi ni ti ons one f a ct r ema i nce nt r al ;

that public administration is the machinery through which cooperative efforts can be achieved and sustained.

5.0 Summary

In this unit, we have been able to look at the origin of public administration as it preceded the modern understanding of the subject matter. It is also stated here that public administration can be studied as an activity and also as a discipline dealing with a range of activities of government and the organising the functioning and existence of government.

Public administration also deals with all government activities including the areas of planning, organising, budgeting, coordinating and directing governmental activities. The unit also explains the significance to the study of public administration, and concluded by clarifying the definition of concept as administration, organising and management.

6.0 Tutor Marked Assignment

- Define and explain the subject matter of public administration
- What are the advantages of studying public administration?
- Outline and explain five significance to the study of public administration.

7.0 References / suggestions for further study.

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UNIT 3: THE SCOPE OF PUBLIC ADMINISTRATION

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Unit 3. T H E S C O P E O F P U B L I C A D M I N I S T R A T I O N

1.0 I n t r o d u c t i o n

Public Administration serves as the ball bearings of government. It is that part of the vehicle which must function with the minimum of friction if the goals of the state are to be achieved and realised. It is not just about governmental regulations of individual and group conduct, protection, assistance and service that government provides, but Public administration activities fall into four broad categories;-

-The protection of society as a whole.eg ,the police and fire protection, health care, national defence,education,safeguarding the environment, and conserving natural resources
;Promotional activities or assistance to particular economic and social groups e.g. farmers, factory workers, businessmen, women and children in industry, the aged, and the unemployed; Proprietary activities where government owns and operates enterprises serving for the public e.g. postal services, port facilities, municipal water, electric-power; Regulation of particular business or activities through such agencies as the inter-state commerce commission, the Federal Reserve board, the national labour relations board, and others. (Polinaidu, 2005).

In this unit, we will explain in details the scope of public administration as there are varied opinions to it. At the end of it all we would have understood fully where governmental activities start and stop.

2.0 Aims and Objectives.

At the end of this unit, you will be able to;

- Explain the scope of public Administration as a discipline
- Explain the scope of public administration as an activity
- Identify and discuss the various areas within the scope of public administration

3.0 T H E S C O P E O F P U B L I C A D M I N I S T R A T I O N

3.1 The scope of Public Administration;

Further more, the scope of public administration refers to its boundaries as an activity, as set of institutions and a subject of study.

However, for our purposes the scope of public administration may conveniently be analyzed under two heads (1) as a discipline, and (2) as an activity.

3.1a The Scope of Public Administration as a Discipline

By a discipline we mean a particular area of study such as political science, economics and sociology. In this sense public administration is also a discipline. But unlike other disciplines public administration, as already stated, lacks consensus about its scope. Consequently, various writers have expressed different opinions on its scope. Hence, its scope can be examined from different viewpoints.

Thus in his book "General and Industrial Management" Henry Fayol defined administration in terms of the five key functional elements: (1) Planning, (2) Organizing (3) commanding (4) coordinating (5) Controlling.

Similarly in his POSDCORB formula Gulick identified seven functional elements: planning, organizing, staffing, directing, coordinating, reporting and budgeting. In his opinion, these elements stand for different branches of the subject of administration. (These will be elaborated a little later in the unit).

According to P. MacQueen, the scope of administration consists of only three factors, namely men, materials and methods.

In his book "Principles of Public Administration" Willoughby divided the scope of public administration into the following five categories:

1. General Administration: i.e. who is to perform the function of direction, supervision, and control over administration?
2. Organization: i.e. building up of the structures for the actual performance of the administrative work.
3. Personnel: i.e. who are to manage different services?
4. Materials and supply: i.e., the tools with which the work of administration is carried on.
5. Finance: i.e. determination of, and making provision for, the financial needs of administration. This is the crux of all the above-mentioned problems.

Pfiffner divided the scope of public administration under two broad heads: (1) Principles of public administration and (2) Sphere of public administration.

Walker divides the scope of public administration into two parts: (1) administrative theory and (2) applied administration.

It may be said that all the views on the scope of public administration are mutually overlapping and can be studied as complementary and supplementary to each other.

From the preceding lines it becomes clear that the scope of public administration can be examined from different angles. The different viewpoints about the scope of public administration are explained as follows:

The traditional narrower view: According to some traditional writers, the scope of public administration is restricted to the activities of the executive branch of the government only. In their opinion, public administration is what the executive branch does, i.e., implementing the laws, made by the legislature. It is not given any role in legislative and judicial functions. In the words of F.M. Marx, Public Administration covers 'primarily the organization, personnel practices and procedures essential for the effective performance of the civilian functions entrusted to the executive branch of the government'.

An important supporter of this view is Luther Gulick. This view of Public Administration is also shared by Simon, Smithburg and Thomson when they said: "By Public Administration is meant, in common usage, the activities of the executive branches of the national, state and local governments."

The modern broader view: Many modern writers rejected the traditional narrower view of public administration as unduly restrictive as an explanation of its scope. Hence, they have identified Public Administration with the whole government - legislature, executive and judiciary. In modern democracies public bureaucracy not only executes policies but also participates in their formulation and also performs some quasi-judicial functions.

Further, the nature of administrative operations are affected and shaped by the nature of policies (laws) made by the legislature as well as the interpretation given to them by the judiciary. The legislature exercises control over administration with a view to see that the policies are implemented as intended by it. The judiciary has the power to restrain Public Administration from unconstitutional, illegal, and arbitrary acts. In doing so, the judiciary is determining what kind of public services can be rendered and under what circumstances. Legislature and courts are thus a part of the environment within which public administration must function. Hence, F.A. Nigro and L.G. Nigro have come to the obvious conclusion that 'all three branches of government are part of the study and practice of public administration'.

Though the narrower view is widely accepted one, the broader view is more realistic as it reflects the reality of the fast growing dynamic field of today's public administration. Hence the wider view of the scope of public administration is acceptable to us in India.

3.1b The scope of public administration as an activity: was made clear in the works of Gulick and Urwick in their POSDCORB view: In the book “Paper on the science of administration” (1937), they propounded the POSDCORB view as the scope of public administration. In the 1930s they created the acronym POSDCORB that contains the first letters of the following seven elements of administration:

1. Planning
2. Organizing
3. Staffing
4. Directing
5. Coordinating
6. Reporting
7. Budgeting

Gulick believed that these seven functional elements or branches of public administration constitute its scope.

The POSDCORB view, no doubt, gives unity, certainty and definiteness to the study of public administration. It makes the study of public administration more systematic.

Self Assessment Exercise 1; Discuss the scope of public Administration as a discipline

3.1b - 1 Limitations of the POSDCORB view:

However, the POSDCORB view suffers from certain limitations:

1. This view is considered to be a narrow emphasis on the techniques of administration only. The POSDCORB techniques can be neither the sole subject matter of public administration nor even the most important part of it. They fail to give us the knowledge about the various fields of administrative activity (e.g. police, education, health and agriculture) in which the POSDCORB techniques are applied. It is a knowledge of the subject matter with which an administrative agency is primarily.
2. Much of administration concerns policies and programmes. But the POSDCORB formula does not contain any reference to formulation and implementation of policies and programmes. For this reason the POSDCORB view is said to be far from realistic.
3. The POSDCORB view ignores the human factor in administration. It emphasizes the techniques of administration, and not the human beings who use these techniques.
4. Further, it is not enough for the present day administrator to specialize in administrative techniques only. There is a need to specialize in specific subjects as such as public policy analysis, or personnel administration or financial management.
5. The POSDCORB view is inadequate in explaining the complex activities of the present day administrator. He is concerned with such things as communication, leadership skills and decision-

making. He is also concerned with group processes and power relationships in his agency and his government unit.

6. It also fails to cover the emerging new areas of study such as the comparative public administration, development administration, problems of human behaviour in organizations, administrative ecology and so on.

The various limitations of the POSDCORB view, stated above, have ridiculed the confinement of the rapidly growing dynamic in the field of Public Administration to the POSDCORB techniques only. Hence, although the POSDCORB formula was a useful and necessary development in the 1930s, it proved to be too limited in explaining the full scope of the dynamic field of today's Public Administration. (Laxmikanth, 2005:5).

3.2 Subject Matter View

Public administration deals not only with administrative techniques but also with the substantive fields of administration such as defence, education, public health, social welfare, agriculture, police, fire protection, and so on. The substantive services are provided for the people by the various governmental line agencies. The nature of the various governmental agencies and the services they perform are not similar. They differ. For instance, the work involved in the administration of the education department differs from the work involved in the administration of police department or public works department. They have their respective specific administrative problems and specialized techniques of their own. This aspect is ignored by the POSDCORB view, which stresses the common administrative techniques applicable to all organizations. Hence, the knowledge of the subject matter with which an administrative agency is concerned is very essential for the effective administration of that agency. This shows the need to study the substantive fields of administration along with the POSDCORB techniques.

The preceding discussion shows that both the POSDCORB view and the subject matter view are complementary to each other. Both the views constitute the proper scope of the study of public administration. As Lewin Merriam rightly observes: 'public administration is an instrument with two blades like a pair of scissors. One blade may be knowledge of the field covered by POSDCORB; the other blade is knowledge of the subject matter in which these techniques are applied. Both blades must be good to make an effective tool'.

Self Assessment Exercise 2; Discuss the subject matter view of public Administration

3.3 The various areas of the scope of public administration:

The scope of public administration as a discipline includes the following traditional as well as emerging new areas of study:

3.3a Principles of administration: Administrative principles such as hierarchy, unity of command, span of control, coordination, and delegation

and so on for more traditional part of the study of public administration. The corner stone's of these principles are efficiency, economy and equity. Their aim is to develop a value free science of administration.

3.3b Public personnel administration: Public administration deals with the problems of public personnel management. It is concerned with manpower planning and the establishment of position-classification system. It includes such matters as recruitment, training, morale and motivation, discipline, retirement, employer-employee relations and other related matters. The efficiency of administration depends upon the efficiency of the personnel employed. Hence, the importance of personnel administration.

3.3c Public financial administration: Financial administration deals broadly with budgeting processes, control of public expenditure, accounting and auditing, financial management is very important because no public programme can exist without funds. Further, every important activity depends on the volume of money available to government and its proper spending. Hence, the scope of public administration includes the problems of financial management.

3.3d Administration accountability: In the modern administrative state, public administrators exercise enormous powers. There are aspects of their jobs that can lead to misuse or abuse of their powers and corruption as well. Hence, in a democratic government public administrators must be held accountable to the people they serve for their actions and behaviour (A major component of good governance to be discussed in subsequent units).

Administrative accountability is secured by means of administrative self-regulation, and a comprehensive system of external controls- legislative, executive, judicial and popular. All these types of controls form part of the scope of the study of public administration.

3.3e The citizen's chapter: This is a recent concept, is a another instrument of administrative accountability. It empowers the citizens as users to demand from the government and the service organizations (e.g. hospital, post-office etc) the fundamental of accountability, transparency, and quality and choice of services supplied to them.

3.3f Comparative public administration: the comparative public administration studies constitute an important area of specialization within the discipline of public administration. These are cross-national and cross-cultural administrative studies. Their aim is to focus on common elements in different kinds of administrative systems in the world.

3.3g Development administration: It is mainly a administration of planned change. It concerns administration of development plans and programmes undertaken by the developing nations. An important aspect of it is the development of administration.

3.3h Organization theory: Organization theory is an important emerging area of study in public administration as a discipline. It deals with the formal structure, internal functioning and performance of organizations, their

external environment and the behaviour of groups and individuals within the m.

Organizational theories and procedures involve the operation of the large bureaucratic network. Organizations in the public sector such as government departments, public corporations, commissions etc., get the business of government done.

3.3i Public policy analysis: Public policy analysis is another important emerging sub-field of the study of public administration. Public policy-analysis refers to the study of the process of policy making and policy outputs, i.e. the effects of policy implementation. Public policies are made and implemented by government to achieve certain goals.

Self Assessment Exercise 2; Outline and explain the various areas of the scope of public Administration.

3.4 Scope of public administration as an activity explained further: Public administration is only a means to attain the ends of state. It is the handmaiden of government for carrying on its activities in the fulfilment of the purposes of the state. Hence, the scope of public administration as an activity is determined by the scope of governmental functions. The volume of governmental activities in turn depends upon people's expectations from government. But what people expect from government varies from time to time.

Thus, for instance, in the 19th century laissez-faire state, people expected chiefly to be left for the misdeeds unpunished. In such a state public administration has very little to do because the activities of government are kept down to absolute minimal law and order, defence, and revenue collection.

Contrastingly, a welfare state that emerged at the end of the Second World War people expects many things from government. Consequently, the state activities encompass many socio-economic welfare services for the people. There are hardly any instances where the arm of administration is not felt by the people from the womb to the tomb. It includes all operations of government ranging from the exploration of outer space to sweeping the streets. The enormity of modern welfare state activities means inevitably more administrative activity, more administrative agencies and more officials. Hence, in a welfare state the scope of public administration as an activity is very wide.

Again from the 1990s up to the 20th century people are expecting Good **Governance in the era of globalization, liberalization and privatization.**

Privatization and liberalization implying decontrol and delicensing have resulted in shrinkage in the functions of government. As a result, public bureaucracy has had to shed some of its functions and weight. Hence, the scope of Public Administration as an activity is very limited in the states that adopt privatization and liberalization.

However, public administration today extends to all those operations and activities of institutions in the corporate sector, which depends upon the governmental funding. Thus 'public' in public administration has also been expanded to include any administration that has considerable impact on the public.

Ademolun (1989) added light to this by stating that the scope and complexity of Public Administration can only be appreciated in Nigeria when one studies the various categories of organisations within which the work of government is carried out in the country. He puts them as follows;

The Federal civil service

All state civil services

All local government

Statutory cooperation of the Federal and State government

Companies or enterprises with full or majority ownership by either the federal or state government

Authorities or commissions established by the federal or state government

Educational institutions established or financed by the federal or state governments

The Nigerian Police force

The armed Forces

The Judiciary

The Legislature

4.0. Summary.

We have been able to define public administration to cover all the branches – executive, legislative, and judicial and the interrelationships. It includes the formulation and implementation of public policies; the executive branch of government; Organizational structures and machinery of administration; Administrative processes; Bureaucracy and its activities; Coordination of group activity or social relationship; and Interaction between organizations and their environment.

Bureaucracy has an important role in the formulation of policy and is thus a part of the political process. It is different in significant ways from private administration, but its responsibility is in formulating governmental policies and executing them.

The preceding discussion shows that the scope of public administration as an activity with people's expectations from government and their concept of

good life. Further, its scope is in direct relationship with the scope of governmental functions. (Polinadu, 2005)

The subject of today's public administration is vast and varied. It covers every area and activity governed by public office. Public administration also operates at the national, state or regional and local levels such as districts, blocks and villages. The various fields range from development administration to public policy analysis. Hence, it is 'related to the operations of government whether central or local.

5.0. CONCLUSIONS

This unit has been able to properly explain the meaning of the term public administration and was able to differentiate it from the term Management and organization. It made further clarifications that we may say that public administration has two interrelated and interdependent aspects, namely (1) the doing of public administration (i.e. the activities of public administration) and (2) the thinking about public administration (i.e. the intellectual inquiry about administrative activities). The former provides the basis for the latter. One cannot conceive of any discipline of public administration without thinking about its field of activity. Administrative theories, the reference, a relevant deduction from empirical situations. In other words, administrative theories are formulated on the basis of observation of the field of administrative activity, and hence, they are largely realistic. A good theory is one which is based on facts and practices and thus closer to reality.

Administrative theories, in their turn, are also useful to administrative activity. Administrative theories provide a disciplinary framework and conceptual clarity for administrative actions. Thus, administrative theory and administrative practices are closely related. As Nicholas Henry says, "public administration is a broad ranging and amorphous combination of theory and practice". While administrative theory deals with generalizations and principles of public administration, administrative practices deal with their application to the various fields of administrative activity.

Although administrative theory and administrative practice are closely related, they are nevertheless separate and different. According to Prof. Waddo, the difference between administrative theory and administrative practice "is a difference similar to that between biology as the study of organisms and the organisms themselves".

6.0. Tutor Marked Assignments.

- Discuss the scope of public administration.

- Discuss the term **POSDCORB**.

7.0. REFERENCES / SUGGESTIONS FOR FURTHER RESEARCH

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CHARACTERISTICS OF PUBLIC ADMINISTRATION

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UNIT - 4: CHARACTERISTICS OF PUBLIC ADMINISTRATION

1.1. Introduction : Public administration is the non-political public bureaucracy operating in a political system under the direction of political leadership. It has certain characteristics ranging from it's being a business of government to the fact that it is an academic discipline that deals with the activities of man and the entire socio-economic transformation of the society.

This unit also deals with the approaches to the study of public administration and the scope of public administration. It looks also at public administration as the basis of government concerned with laws, policy formulation and the implementation of the policies for the purposes of development.

2.0 Aims and Objectives

The main objective of this chapter is to expose you to the following

a-The Characteristics of Public Administration

b-The Role of Public Administration in Modern Society

c - The Definition of Public Administration

d- The differences between Public and Private Administration

e - Approaches to the Study of Public Administration

3.0 MAIN CONTENT

3.1 CHARACTERISTICS OF PUBLIC ADMINISTRATION

An analysis of both the traditional and modern definitions of public administration quoted in the preceding pages show what public administration stands for and what are its important characteristics. These aspects are briefly stated as follows :

2. Public administration is the non-political public bureaucracy operating in a political system under the direction of political leadership
3. It is the monopoly of the state. As such it deals with the ends of the state, the sovereign will, the public interests and laws, the coercive element in society.
4. Although it tends mainly to be concentrated in the executive branch, it is the whole government in action. Since government is a big affair, public administration is also naturally a big and complex organization.
5. As the business side of government public administration is concerned with policy execution, but it has a responsibility in policy-making.

6. Public administration is a means to an end, and not an end in itself. It involves the entire activities of government and the processes involved in the implementation of its policies and the provision of various services for the people at minimum cost in order to attain good life.
7. It differs significantly from private administration; especially in its emphasis on public good, but it finds partial analogies in private administration.
8. It is interdisciplinary in theory, for it embraces in its fold several social sciences such as political science, sociology, psychology, economics and management science.
9. Public administration is a practical discipline, be it a part of a science; it has nexus with political and state activity, which has become all-pervasive. It has an applied nature focusing mainly on the problems of society and polity.
10. It is an ongoing process. There is no end to it. If one activity is completed, a new one will crop up. (Polinadu, 2005)

Self Assessment Exercise 1; Describe the characteristics of public Administration

3.2. The Difference between Public and Private Administration

There are two different views on the relationship between public and private administration. One group of thinkers, like Urwick, Follett and Fayol, are of the view that administration is an indivisible entity, and its basic principles are applicable equally to all organizations whether public or private. This view is obviously based on certain clearly observable similarities in the practice of public and private administration.

In the first place, it is extremely difficult to clearly demarcate the spheres of the two types of administrative activity. Though the activities performed by government agencies are defined as public administration, there are many private agencies which also perform tasks which are strictly public service or welfare oriented. Conversely, there are many tasks performed by the government bureaucracy which may be of a private nature.

Secondly, methods and work procedures may be common to both public and private administration. Accounting, statistics, office management and procedures and stock taking are problems of administrative management common to both public and private administration.

With the continuous expansion of the public sector in industrial enterprises and the steady growth of public corporations, government has been drawing heavily upon the business knowledge and expertise of private administration to run these enterprises. In fact, in many countries, including India, there is a growing interaction between the public and private sectors. In India candidates from private establishments have often been recruited to senior administrative positions in the government. Ever since private enterprises have been developing into huge administrative giants, with widening network

of offices all over the country, private administration has become as important as public administration. Along with the popularization of the concept of democratic welfare state, the principles of democratic control, public accountability and popular checks on administrative behavior are increasing in all private organizations.

However, important similarities may be, it cannot be denied that there still remain fundamental differences between the two. The major points of difference are in the spheres of “uniformity and impartiality, responsiveness, accountability and serviceability.” The four main principles which differentiate public from private administration are:

- a) uniformity;
- b) external financial control;
- c) ministerial responsibility; and
- d) marginal return

The popular idea of public administration is that it is bureaucratic, characterized by red tapism, inefficiency and inertia, whereas private administration is efficient and businesslike. The following are the **differences between the two types of administration:**

1. Political direction or ministerial responsibility: Unlike private administration, public administration is subjected to political direction in most policy matters. It is the minister who lays down broad policy outlines. Under which the bureaucracy has to implement the policy. Operational autonomy is, however, granted to a great extent to public administrators, who are not responsible for their actions to the legislature. It is the minister who represents his department in the legislature, and is held responsible for all acts of omission and commission of his administrative juniors to Parliament.
2. Profit motive or marginal return: Public administration is service oriented and profit making is not its goal. A businessman will never undertake a venture which is not likely to yield any profit to him. In public administration, there is no correlation between income and expenditure, since most government departments are self-sufficient and even in the so-called revenue producing departments, the primary motive is always public service. Public utilities services of the Government of India often run at a loss, yet the government is duty-bound to spend on them.
3. Social necessity: Public administration caters to social needs and public utilities. For example, it maintains railways to facilitate movement of goods and passengers; the post and telegraph network facilitates communications; hospitals and dispensaries are meant to provide medical aid and public health services to the people. The scope of private administration is narrower. It is mostly concerned with providing marketable consumer goods to the public, caring for the economic needs of citizens. Besides, the nature of some of the government services is so wide, comprehensive and expensive that no private administration can undertake them, e.g. maintaining a vast network of police, army, railways or post and telegraph.

4. **Public responsibility:** The public administrators are trained and duty-bound to respect the wishes of the public and cater to their needs. In the words of Appleby, "Government administration differs from all other administrative work by virtue of its public nature, the way in which it is subject to public scrutiny and outcry." Private administration has no such obligation; its main objective is to secure its own ends.

5. **Uniformity of treatment:** Public administrations should be consistent in procedure and uniform in its public dealings. This principle is more applicable to public administration than the other because the former is mostly regulated by common and uniform laws and regulations. Public administration is subject to the principle of external financial control. Government revenues are controlled by the people's representatives through the legislature. In private administration, finances are not controlled by any outside agency.

6. **Conformity to laws and regulations:** The public administrators cannot do anything contrary to, or in excess of legal power. It has to function within the legal framework; it can never break the law. If it does so, its actions can be declared invalid or, ultra-vires by the courts. Private administration has no such responsibility.

Self Assessment Exercise 2; Outline and explain the differences between public and private administration.

3.3 Reasons for the Growing Importance of Public administration

A number of factors have contributed to the significance of public administration in the modern society. They are briefly stated as follows:

The scientific and technology development

The scientific discoveries and technological advances have greatly contributed to the vast increase in the scope of the activities of public administration. The developments in modern science and technology have led to revolutionary changes in transportation and communication systems. The invention of telephone, telegraph, railways, and airways has made big government and large-scale administration possible. The introduction of mechanical devices in the office administrations such as typewriters, teleprinter, and calculators, photocopying machines, personal computers, fax and the electronic mail has brought about even more revolutionary changes in the ways and methods of administration. These devices have facilitated the management of big and complex modern organization with ease and speed.

Industrial revolution

Industrial revolution, a consequence of the scientific invention and technological developments, brought about certain changes in society. It

led to the growth of large-scale industries and factory production, overcrowded industrial towns, and urban slums. The factory system also resulted in such evils as the growth of capitalism, large-scale unemployment, exploitation of labour, longer hours of work and lower wages, employment of children in hazardous occupations, health hazards, etc. In the interest of socio-economic justice, governments in the developed and developing countries have been compelled to assume new responsibilities to set right the bad effects of the above evils. As a result, the task and responsibilities as well as the importance of public administration have vastly increased.

Economic planning

Economic planning is another factor that has contributed to the increasing importance of public administration, particularly in the developing nations of Africa and Asia. Modern governments have resorted to planning as a method of achieving economic development and goals of welfare state. The Afro-Asian developing nations have undertaken development planning to reshape their economies and societies. The new responsibilities relating to planning activities, i.e., plan formulation and implementation, and creation of the labourate necessary administrative machinery have naturally widened the sphere of public administration. However, in the wake of the new liberalized economic reforms, planning as a method of economic development and the administrative functions relating to it are gradually getting diminished.

Wars

Wars have also contributed to the importance of public administration. In times of war, public administration is entrusted with the responsibility of mobilizing necessary manpower and resources for the purpose of war. Certain activities acquired by public administration during war-time may continue even after the termination of war. For instance, the Second World War had an impact on the availability of food (shortage of food) and the prices of goods. Consequently, the government introduced the system of controls and quotas on the distribution and consumption of certain essential goods and commodities. The same systems have been with the public authorities in India until the introduction of new policy of economic liberalization in the 1990s. Thus, wars have their impact on the sphere of activities of public administration in providing goods and services for the people.

Calamities and Crises

Natural calamities like earthquakes, floods, droughts, and cyclones have also enhanced the importance of public administration. In the event of occurrence of such natural calamities, the public administrators have to act quickly and undertake rescue operations in order to prevent loss of life and property of the affected people. Thus crisis management is an important function of public administration. To give an example, a crisis management group was formed to deal with the situation in Maharashtra and Karnataka, which were rocked by an earthquake on September 30, 1993. The crisis is

management group, under the chairmanship of the Union Cabinet Secretary, coordinated and supported the activities of the various central ministries and departments. An emergency control room was also set up in the Home Ministry to monitor the situation. The purpose of all this arrangement was to provide speedy, relief to the victims and survivors of the earthquakes disasters.

In the third world countries very often the public authorities have to manage the recurring crises resulting from social upheavals such as class and caste conflicts, communal riots, tribal and ethnic violence. These dark forces threaten social harmony and peace and the fabric and integrity of the country resulting from the activities of the public administrators have to quickly restore peace and protect the lives and property of the people. This role of public administration has also increased its importance.

Rapid growth of population and the problems of metropolitan cities

The rapid growth of population in almost all the countries of the world, especially in the developing countries, has complicated the problems of providing food, shelter, education, health and sanitation, transport facilities and the like to the people. The tackling of these problems has placed additional responsibilities upon public bureaucracy.

The growth of metropolitan cities has also created certain problems peculiar to them. Some of the problems of the metropolitan cities include congestion, growth of slums, housing scarcity, insufficient water supply, inadequate transportation, increasing urban crime rate and violence, etc. The responsibility for tackling the severe social and economic problems has devolved upon public bureaucracy and increased its sphere of activity.

Emergency welfare state

The emergency of welfare state in modern times has added many new activities and responsibilities to the existing functions of public bureaucracy. The welfare state is a social service state. Its motto is promotion of human welfare and good life for the people. In the interest of socio-economic justice, the positive welfare state acts as a protector, a dispenser of social services, a provider of essential commodities, a manager of key industries and banking services, and a controller and regulator of private economic enterprises and activities. Thus as Herman Finer says, "The state is everywhere; it leaves hardly a gap" Waldo says, "Public administration is a part of the cultural complex, and it is not only acted upon, but also acts, it is indeed a great created force with man's welfare as its ideal". This change in the political philosophy of state from negative to positive role has naturally increased the importance of public administration.

Developments in the 1990s; Their Impact

The new liberalized economic reforms in the 1990 – globalization. Liberalization and privatization – have demanded the roll back of the welfare state. As a result, government has had to shed some of its functions

and we might. Government is now being called upon to play more and more 'enabling' role than the traditional 'doing' role. It no longer plays the role of a direct provider of goods and services. Instead, Government may operate indirectly as enabler, all owing non-government agencies to operate directly in a wide range of social activities. Thus the functions of the state have been reduced to the minimum.

Self Assessment Exercise 2; - Outline and explain the reasons behind the growing importance of public administration.

3.4. Main Approaches to the Study of Public Administration.

Since 1887 there have been different approaches to the study of public administration when this subject as a separate academic discipline was born. The traditional approaches concentrated on the formal, legal and institutional aspects of organizations. The methods employed in the study were mainly historical and descriptive. The major concerns of the older literature on administration were the structure of personnel and financial administration, the administrative machinery, bureaucracy and functions of public administration. The new approaches which mainly appeared after World War II came as a reaction to the older approaches,

3.4a Historical Approach

The historical approach is essentially based on the belief that knowledge of history is absolutely essential for an in-depth study of any subject. For a proper understanding of the subject the study of public administration of the past in particular periods is necessary to link up with the present administrative systems. For, example, for proper understanding of the background and growth of administration in India, a historical perspective is essential. To understand the evolution of the administrative system in India, the characteristics of British Indian Administration and also the pre-British period have to be studied. White's two volumes, The Federalists (1948) and The Jeffersonian (1951), are important studies of the federal administration of the USA during the early years of the Republic, Biographical and autobiographical studies are also closely related, to the historical approach, the European and American reminiscences of ex-administrators reveal many important facts of administrative processes, Several volumes in the Rules of India series and specialized studies dealing with the tenures of particular governors-general during the British era, are important to the study of administration of these periods.

3.4b Legal Approach

Exponents of this approach would like to study public administration as part of the formal legal structure and organization of public bodies. Its chief concern has been with power—it's structure and functions. It's success, the formal organization of offices, official duties, limitations of power and discretionary authority of administrators. Its main sources are constitutions, codes of law, office manuals of rules and regulations and

judicial decisions. Many countries of Europe, like Germany and Belgium, have particularly applied the legal approach to the study of public administration. In these countries there are two principal divisions of law—constitutional and administrative. Whereas constitutional law deals with the theoretical foundations of the government, their interrelationship and the distribution of power among them, administrative law is mainly concerned with the structure and functions of public bodies, departments and authorities. The legal approach is valuable for the understanding of the legal framework within which the administrative system has to operate, but by neglecting the informal forces operating in the organization (the sociological and psychological variables), it remains to a great extent incomplete approach to the study of public administration.

3.4c Institutional Approach

This approach establishes linkages between the study of public administration and the institutions of government. It approaches the study of administration through the study of the structure and functioning of separate institutions and organizations of the state—such as the executive, the legislature, the departments, government corporations, boards and commissions. Scholars of this school defined the task of administration as non-political or technical which lay merely in the field of policy implementation. They were mainly advocates of the politics-administration dichotomy and the irreflexive channelized towards discovering 'principles' of public administration. However, the majority of scholars of this approach like L.D. White and Luther Gulick were content merely with description of institutional structures without any attempt at theory building. This is essentially descriptive though attempts have been made by some thinkers to combine normative elements with the descriptive. Some of these have not only described the institutions but also suggested ideas for reform, where necessary. The traditionalists believed that the major problems of administration are related to the legal formal structure of organizations and their solution can also be found in modifying or changing this structure.

3.4d Approaches and Relations with Other Subjects

This approach considered the study of organizations, their principles, goals and structure as primary to the study of administration. Historically and law were the two main sources of the older studies. The exponents of the school gave serious attention to the problem of delegation, coordination, span of control and bureaucratic structure. Initially writers on public administration were most concerned with ways and methods to improve administrative efficiency and economy. This gave rise to many theories. Pfeffer & Presthus, Waldo, Gulick & Urwick, Taylor, Fayol, Mooney, etc were primarily concerned with finding ways and means of improving organizational work, methods and processes, in order to raise their output and efficiency.

The main limitations of these approaches were a total neglect of environmental and informal factors on administration. By neglecting other

variables like sociological and psychological forces on administrative situations and problems, these approaches remained to a great extent incomplete, one-sided and lacking in analytical content

According to Dwight- W aldo, 1940 was the year of divide between old and new approaches to public administration. Some of the new trends that came to be noticed were :

- a) A rejection of politics - administration dichotomy.
- b) The idea of universally valid principles of administration were found to be largely invalid in diverse administrative environments,
- c) The goals of administrative efficiency and economy were supplemented with new goals like social and economic progress . .
- d) With the advent of ex-colonial states on the administrative scene emphasis came to be laid more on the comparative and ecological approaches to the study of administration.
- e) Efforts were being made to study the problems of administration scientifically by adopting the latest techniques in management methods and other mathematical tools of analysis, among the older approaches the scientific management approach, the classical approach and the human relations approach may also be included. These three approaches have been discussed in the next chapter .

Among the current new approaches we shall discuss the behavioural, systems, structural-functional and the ecological approaches to the study of public administration.

3.4e Behavioural Approach

Modern behaviouralism which developed in the late 30s and 40s of this century is mainly concerned with the scientific study of human behaviour in diverse social environments. It started as a protest against traditional, historical, normative and largely descriptive approaches in the social sciences. In public administration behaviouralism as a distinct line of study started in the 1930s with the Human Relations Movement and was later developed by Chester Barnard, Herbert Simon and others. Simon observed that " administrative behaviour " is a part of the behavioural sciences and the study of public administration should involve the study of individual and collective human behaviour in administrative situations. It brings to bear upon administrative problems an interdisciplinary approach which includes sociology, social psychology and cultural anthropology. The behavioural approach in administrative studies has the following salient features :

1. It's literature is descriptive, rather than prescriptive, with the studies on motivation.

2. Increased attention is paid to the individual based on more realistic research-concerning motivation, decision-making processes and the nature of authority.
3. Stress is laid on informal relationships and communication patterns among members of an organization.
4. It emphasizes operational definition of terms and empirical study based on rigorous methods, such as field study, laboratory experiments or use of other statistical methods,
5. It is chiefly, though not exclusively, concerned with quantification, and formal theory construction.
6. It is interdisciplinary in character, and makes considerable use of propositions drawn from other social sciences.

In short, the behaviouralist should to adopt an integrated and interdisciplinary approach, for according to them all human actions are motivated by social, economic, political, or psychological environment from which they come. This approach aims at substituting empirical and realistic judgments for the purely value oriented. It also emphasizes a scientific approach to the study of administrative problems and their solution.

Decision-making studies emphasizing primarily cognitive processes and the relational environment of behaviour. The behavioural approach has been criticized for being of limited utility in the analysis of all types of administrative phenomena. It is contended that the study of man as a social animal, though, in itself praiseworthy, cannot be considered a part of the administrative sciences unless the resulting knowledge is particularly applicable to the 'administrative man'. Moreover, in the behavioural sciences, it is maintained and is largely valid and applicable to all social groups, whereas the study of public administration deals with larger communities. Secondly, the total exclusion of values from a study of administrative problems and phenomena will make the study of public administration rather sterile and irrelevant to the vital issues of the modern age. Human values, needless to say, are not directly quantifiable, or observable to the degree that physical phenomena are or can be.

The behavioural approach, therefore, appears, to be of limited relevance in dealing with all types of administrative problems and their solution, since the complexity and variability of human nature, motivations and behaviour preclude the attainment of precision that is so characteristic of the physical sciences. Value-oriented or normative problems and issues of organization cannot really be explained or interpreted in terms of the behavioural approach.

3.4.f Systems Approach

One of the most significant landmarks in the evolution of organization theory is the development of general systems concept for organizational

analysis. The origin of general systems is traced to the thinking of the biologist Von Bertalanffy, in the twenties. But it was only due to the quest of a number of post-World War II scholars for a body of concepts lending unity to studies, undertaken in various disciplines.

The concept of 'system' was developed. In short, general systems theory originates in a movement aimed at the unification of science and scientific analysis. The term 'system' has been defined as a complex whole, a set of connected things or parts. According to this approach in organizational analysis, an organization can be considered a social system to be studied in its totality. In other words, a system is a collection of interrelated parts which receives inputs, acts upon them in an organized or planned manner and thereby produces certain outputs.

There is a growing trend to place all types of organizations within the broad framework of general systems theory. A system is seen as an assembly of interdependent parts (sub-systems) which interact amongst themselves." Interdependence implies that a change in one part influences the other parts, ultimately affecting the entire system. Individuals are viewed as the basic unit of organizational systems.

All human organizations are open sub-systems engaged in transactions within the larger social system, that is, society. All sub-systems receive inputs in the form of human and material resources from the larger system, while giving out outputs in the form of products, services or rewards to its members as well as to the larger system.

Other features of organizational sub-systems are: they are adaptive; they affect the larger system as well as are affected by it; they are dynamic because they undergo continuous change as a result of interaction with other sub-systems within the larger social system.

The chief contributor to systems analysis in organizational theory is Herbert Simon. Simon views the organization as a total-system, a composite of all the sub-systems which serve to produce the desired output. His basic assumption is that the elements of organizational structure and function emanate from the characteristics of human problem-solving processes and rational choice. Therefore, the organization is viewed as a system comprising individuals making choices and behaving on the basis of their reactions to their needs and environment.

The chief value of the systems approach lies in the systematic search for significant interactions while evaluating policies or actions of any organization. What systems analysts are set to achieve is to predict the system's movements by interpreting the relationships between its parts.

The systems approach is particularly relevant to the study of large public organizations operating in large social, political and economic environments.

West Churchman draws attention to five basic considerations in relation to the systems approach to management:

1. The total objectives of the system and the measures of system performance.
2. The system's environment acting as a constraint.
3. The system's resources that are put to use in performance.
4. The system's components and its goals and activities.
5. The management of the system (the regulating and decision-making aspect).

The organization has been conceived by many administrative thinkers as a socio-technical system comprising both the social and technical variables. It is not merely an assembly of buildings, money, machines and processes. The system consists in the organization of people around various technologies, whose motivation, behaviour and relationships determine both the quality and quantity of its inputs and outputs.

As Miller and Rice put it

Any enterprise may be seen as an open system which has characteristics in common with a biological organism. An open system exists, and can exist, only by exchanging materials with its environment. It imports materials, transforms them by means of conversion processes, consumes the products of conversion for internal maintenance, and exports the rest. Directly or indirectly, it exchanges its outputs for further intake, including more resources to maintain itself. These import-export conversion processes are the work the enterprise has to do if it is to live.

The systems approach to organizational analysis is now widely used. This approach can take into account more variables and interrelationships while looking at an organizational problem in the framework of a larger system. Another important dimension is the interaction between a system and its environment. The underlying assumption of the systems approach is that there is a continuous mutual interaction between the system and its environment.

Self Assessment exercise 3; explain the Behavioural Approach to understanding public Administration.

3.4g Structural - Functional Approach

The structural-functional approach as an analytical tool in the social sciences developed from the work of the anthropologist Malinowski and Radcliffe-Brown in the early years of the present century. The important followers of this approach are Gabriel Almond, David Apter, Talcott Parsons, Robert Merton and Fred Riggs. The two concepts basic to the approach are structure and function. All social structures exist to perform certain functions. While functions concern the consequences of patterns of action, structures refer to the patterns of actions and the resultant institutions of the systems themselves.

The structural-functional framework provides an important mechanism. For the analysis of different social processes in structural functionalism, social structures is viewed as 'any pattern of behaviour which has become a standard feature of a social system'. There may be 'concrete' structures (e.g., government departments and bureaus) or 'analytic' (e.g., structure of authority or power). All social structures perform some functions. In structural-functional terms, a function involves a pattern of interdependence between two or more structures, a relationship between variables. It refers to any consequences of a structure in so far as they affect other structures or the total system of which they are a part.

The structural-functional category presupposes a systems framework. The experts can locate the structures they want to analyse and their functions; e.g. to analyse the working of bureaucracy in any society it is first defined and identified in structural-functional terms. Structurally, bureaucracy is viewed as an administrative system possessing significant features such as hierarchy, Specialization, system of rules, and role specification. The set of behavioural characteristics identified with bureaucracy are rationality, impersonality, rule orientation and neutrality. However, it may be clarified that the outset that there is no clear and direct relationship between structures and functions. All similar structures do not necessarily perform similar functions. A social structure may perform multiple functions and similarly one function may be performed by more than one structure. Structural-functionalists have helped to clarify the general misconception that similar structures in diverse environments perform similar functions or that a absence, of certain structures implies that particular functions are not being performed in particular social systems.

Notwithstanding the fact that structures and functions are not uniform in all societies various scholars of this approach have laid down what they consider certain necessary structural and functional prerequisites for the emergence of a society. Though various scholars have laid down different "prerequisites," these requisite functions have been greatly helpful in the comparative analysis of different social systems.

According to Riggs, there are five functional requisites of any society. These are economic, social-communicational, symbolic and political. He has applied these functional requisites to the study of the administrative subsystem. Later he developed his Agraria-Transit-Industrial Model for the comparative study of administrative systems as a part of the wider social system.

Since then various other thinkers have adopted this approach in comparative public administration. This approach has helped to prove the vital points of differences between the administrative culture and processes of the developing and developed societies.

Certain, structures of developing societies which though apparently dysfunctional from the western point of view, may prove to be functional in their own social or political milieu. In developed societies, structures and functions may be relatively differentiated and autonomous in

operation, unlike developing ones where functions may be differentiated, but the structures which perform the self functions are relatively separate or distinct.

3.4h Ecological Approach

Various scholars and administrators have often referred to the need to relate public administration to the environment in which it functions. 'Ecology' refers to "the mutual relations, collectively, between organisms and their environment". The ecological perspective in the study of public administration was introduced primarily through the writings of John Gaus, who first elaborated this approach in his *Reflections of Public Administration 1945*. Gaus advocated the concept of relating government functions to the environment which included such factors as people, situation, scientific technology, social technology, wishes and ideas, categories and personalities. These factors, he concluded, must be included in the 'ecological' study of public administration."

The ecological approach assumes that administrative behaviour is peculiarly moulded by the values of the administrative culture in which it functions, the administrative culture in turn being an outgrowth of the interaction of values and traits of the administrative system with the social system as a whole.

The ecological approach is further based on the idea that an administrative system may not act as an independent variable in all circumstances. It acts and reacts under the influence of various sub-systems surrounding it. There is a great degree of interdependence between all social organizations and their ecological settings which include among other topography, population, level of physical and social technology and the interrelationships and interactions between people and organizations. Organizations, structures, procedures and goals are largely created and changed as a result of the interaction between an organization and its environment. Thus, if an organization is to survive it must adapt itself to the changing needs and conditions of its external environment which is continuously changing. In a highly industrialized and developed society like the USA the system of government and administration must not only cater to public needs and demands, but also to the compulsions of the American economy. The level of production and consumption of material goods is the highest in the USA compared to any other country in the world. Therefore, the administrative framework most favoured in that country is a free market system through which Americans are able to make free choices in production and consumption. A capitalist economy with a democratic system of minimum state intervention and controls is what the Americans have found suitable and that has existed in the country with only minor variations from time to time.

In developing countries the two main goals of administration are nation-building and socio-economic progress. Administration in these countries functions in an environment of scarcity and multiple pressures and controls.

Most of the semi-colonial developing countries inherited an authoritarian and unresponsive administrative culture, from their colonial days, which they carried into the independent systems even after the post-independence adoption of rationalist western models of administration. It has often been found that mere imposition of western administrative systems on the developing societies did not lead to their functioning in the same manner as they did in the West.

Fred W. Riggs is one of the foremost exponents of the ecological approach in public administration. On the basis of certain functional prerequisites of a social system, Riggs attempted a variety of models and typologies such as the "Agraria-transit-industrial" and fused-prismatic-diffused societies. His quest, for an ecological perspective in cross-cultural studies led him mainly to the field of development administration. His ecological models emphasize an open system perspective that attempts to describe and analyze the interaction between the administrative sub-system and the wider social system.

Robert Dahl's advocacy of an ecological approach was based on what he stated were three problematic issues:

- (i) Administrative generalizations based on the experience of one nation state cannot be universally applied to administrative systems in a kinds of diverse environmental settings.
- (ii) Before formulating theories and concepts of administration, it is necessary to empirically test their validity in all types of social setting to see what is universal.

This implies that public administration must be truly interdisciplinary and ecological in character, not only to widen its horizon but to make its study more scientific and relevant to all types of societies.

The great merit of this approach lies in the value and relevance of studying people in relation to their environment, taking into consideration their peculiar characteristics and problems. Public cooperation is a vital input for the successful operation of any administrative system unless the administration caters to particular public needs, wishes, activities and problems it cannot ask for public cooperation to the extent desired. In the Third World countries, public administration is ridden with corruption, inertia and inefficiency. To improve its functioning one has to suggest solutions and this information keeping in mind the peculiar history, customs, traditions and culture of the people coupled with their present needs and aspirations. Every popular, efficient and democratic administration must be ecological in character and approach.

3.4i Public Policy Approach

The general concern of the social sciences for social engineering has resulted in the laying of emphasis on public policy. The study of public administration has also been influenced by the public policy perspective.

The abandonment of the politics-administration dichotomy made the public policy approach agreeable to administrative analysis.

Evidence from the practical world of administration has brought out the criteria of a close nexus between politics and administration. As governments seek to formulate and implement more and more welfare programmes, policy studies in public administration will gather momentum. At this stage, the study of public administration has no doubt been gaining in social relevance, but its boundaries as a descriptive study are not as clearly distinguishable now as they used to be in the olden days of politics-administration dichotomy. The discipline too many public administration analysts, has gained in vigour, but it has suffered a crisis of identity with its diversification and stretch.

4.0 Conclusion

The unit has been able to explain the characteristics of Public Administration as the non-political public bureaucracy operating in a political system, it is under the direction of political leadership, it is the monopoly of the state, government in action, the policy making unit, it is inter-disciplinary in theory, a practical discipline, an ongoing process and it differs significantly from private administration especially in its emphasis on public good.

Public Administration can be differentiated from the private administration on four main principles which include; Uniformity, external financial control, ministerial responsibility and managerial return.

Public Administration serves as the basis of government. It is the administrative machinery of government right from the ancient empires, and covers such political ideology as capitalism and socialism. Public Administration also serves as an instrument for implementing laws and policies, providing continuity when government change, provides a wide variety of services in the public interest, protects life and property, facilitate, promote and manage services and it is essentially for the development of civilisation.

We have been able to identify in this unit the major approaches to the study of public administration which include among other the Historical approach, Institutional approach, Legal Approach, behavioural Approach and its relationship with other subjects. Though all these approaches have their limitations, but all the same, they generally help improve the functioning of government.

The unit concludes with a discussion on the Scope of Public Administration as the ball bearings of government. As that body involved in the protection of society, and in advancing promotional activities of government and the assistance to groups, propriety activities and the regulation of particular businesses.

5.0 Summary

This unit was able to successfully discuss the basic characteristic of public administration. It also differentiated it from the private administration particularly on the basis of public good.

The unit discussed extensively on administration as the basis of government, which provides for its continuity. The unit also identified and explained the major approaches to the understanding of administration.

The unit concluded by explaining the scope of public administration to include but not restricted to the hall bearings of government.

6.0 Tutor Marked Assignment

- Identify and explain the basic characteristics of public administration.
- List and explain five approaches to the study of Administration.

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Unit 5 – Accountability and Control of Public Organisations

1.0 Introduction

Public Organisations are created to deliver social services, make and implement policies and also to safeguard life and property among other functions. These enormous responsibilities require the use of power, authority and at time the use of force to carry them through. And in order to make these organisations responsible to the society, accountability measures have been put in place to ensure that these organisations do not misuse the powers given to them in the discharge of their duties and also measures put in place to ensure that they function with the minimum level of friction.

The unit also explains the legislative control through elected representatives, which is done through debates, motions, questions, budgetary control and parliamentary committees. The Executive also control public organisations through policy making, budgetary system framing, recruitment and law making.

In order to ensure proper accountability, the unit also explains the judicial remedies for law suits against government officials to ensure that the citizen's rights are safeguarded and that the rule of law is upheld even in the discharge of public responsibilities.

2.0 Aims and Objectives

At the end of this unit, you will be able to;

- Define and explain public accountability.
- Explain the control of public organisations.
- Explain judicial control in India/Nigeria.
- Explain Executive control in India/Nigeria.

3.0 Main Content

3.1. Public Accountability and Control

One of the norms of democratic administration is that powers should be commensurate with responsibilities and the holders of public offices should be accountable to the people for the exercise of authority. This is considered an effective safeguard against the misuse of power and abuse of public authority. Various forms and measures of public accountability of administration have been devised in all democratic states. In Nigeria, SERVICOM was instituted by the then Obasanjo's administration alongside the Comptroller and Auditor General to ensure accountability and transparency in the sector.

According to LD White, Public accountability consists of the "sum total of the constitutional, statutory, administrative and judicial rules and precedents and the established practices by means of which public officials may be held accountable for their official action." In other words, public accountability refers to the liability of government servants to give a satisfactory account of the use of official power or discretionary authority to the people. This is considered a check against arbitrary use of authority. Various formal and objective methods and procedures (legislative, executive and judicial) have been gradually evolving to ensure the public servants' accountability and responsiveness to the public will in democracies.

With the ever-increasing functions and importance of public administration in modern welfare states, the issue of public accountability has assumed great importance. The civil servants not only implement policy but in a large measure are actively responsible for their initiation and formulation. In the Third World countries where the bureaucracy becomes the chief agent of social and economic change and progress, they have to be given a wide range of discretionary authority to perform their functions. No clear norms and precedents exist and in many situations bureaucrats are largely left to themselves to take decisions. In the authoritarian administrative culture, which prevails in many of the Third World countries, an effective system of public control over administration is a growing imperative to curb all kinds of authoritarian tendencies.

A successful system of administrative controls should strike a balance between the effective use of public authority and the democratic rights of the people. The extent and range of public accountability varies according to the constitutional framework of the country. In direct democracies like Switzerland, the control of the people over administration is far more direct and effective than in indirect democracies. In communist countries like the Soviet Union and China, public accountability, in effect, means accountability of the administration to the communist party. In indirect democracies, the major agencies, which exercise control over administration, are the legislature, executive and the judiciary. In the cabinet form of government, as in England and India, legislative control is more effective than in the presidential form. We will be looking at the example of India because Nigeria's public administration has borrowed a lot from it.

Self Assessment Exercise 1; - What is your understanding of the term public accountability.

3.2 Public Accountability control measures.

3.2a Legislative Control in India/Nigeria

In modern democracies people exercise control over the administration through their elected representative in the legislature. It is the legislature, which lays down the policy and sets the administrative wheels in motion. It chalks out the nature and scope of administrative action, determines the number of administrative personnel, besides sanctioning requisite funds for the implementation of government policies. The control of the legislature does not end here. It also continues to supervise, direct and control the implementation of administrative action.

In parliamentary forms of government, it is the political executive, the minister, who is accountable to the legislature for the administrative acts of the departmental heads. The public officials are not personally answerable to the parliament for the official acts though they may have to appear before parliamentary committees to defend certain legislative proposals.

In India, the principal methods of legislative control are of three types, that is, control over (i) policy (ii) departmental acts, and (iii) finances.

The various methods of exercising such control are:

Debates and Discussions

The parliament may exercise control through various debates and discussions, which provide an opportunity for the review of government policies and their implementation. The more notable occasions for discussion among the members during the president's inaugural speech to both houses of the parliament, the budget speech of the finance minister or during the introduction of new legislative proposals.

There are also some other occasions, when various aspects of administration are put up for legislative comment or criticism.

Resolution or Motions

The legislature has the power to pass resolutions on any matter or move motions to ensure a particular minister or the government as a whole. The most important motions are called attention motion, adjournment motion, privilege motion and the no-confidence motion. A resolution is only meant to be recommended or where necessary motions, if passed, make it compulsory for the government to resign.

Questions

In a parliamentary form of government, legislative questions become the most continuous and vocal method of the people's representatives to exercise their scrutiny over the acts of omission and commission of the government.

During the question hour in parliament any member can ask any question seeking information on any matter. The minister concerned replies to these questions with the aid of the bureaucrats and secretaries in his department. If the answer given to a question does not satisfy the questioner, supplementary questions can also be asked to which ministers are expected to give satisfactory replies. The main purpose of the question hour is to ventilate public grievances and to draw the attention of the people towards various facilities of the government. Since the question may cover any field or branch of administration, the public officials are constantly alert, conscientious and responsible for their official acts.

Budgetary Control

In every democratic country, the legislature controls the nation's purses strings. No money can be spent by the executive without legislative sanction. The budget proposals are extensively debated in the parliament before being voted upon. With the ruling party enjoying a majority in the parliament, in parliamentary democracies the demand for grants can neither be rejected nor reduced, but provides an opportunity for a general review of public policy. It is also the duty of the parliament to see that the money sanctioned has been spent economically and in accordance with the guidelines laid down by it. This requires proper audit of government expenditure, which is the duty of the comptroller and auditor general of India. The auditor general while auditing the government expenditure examines whether the money spent had legislative sanction and whether it was spent for the purpose for which sanction was made. It also examines governmental expenditure from the principles of economy and financial propriety.

Parliamentary Committees

Modern parliaments are so overburdened with work that they neither have the time nor technical expertise or knowledge to go into the details of the working of various administrative agencies and governmental departments. Thus, the parliamentary committee system was evolved to act as a watchdog on public administration and governmental functioning. Some of the important committees of parliament in India are Public Accounts Committee, Estimates Committee, Committee on Public Undertakings, and Committee on Subordinate Legislation and so on.

The Public Accounts Committee examines the report of the auditor general regarding the propriety of expenditure incurred by government departments. The Estimates Committee examines the budgetary estimates sent by different ministers to suggest economies in expenditure.

The Public Undertaking Committee is responsible for scrutinizing the reports and accounts of the public sector undertakings in India to see whether the year being managed in accordance with sound business principles.

The main purpose of the Committee on Subordinate Legislation is to exercise a necessary check over delegated legislation which is typically legislative

outgrowth of modern parliamentary systems. The legislature usually lays down the broad principles and outlines of laws delegating authority to the administration to fill in the details. The above commitment in India is charged with the responsibility of seeing whether the powers delegated by the parliament have been properly exercised within the framework of the parliamentary system of delegating such authority.

Limitations of Legislative Control

The relative ineffectiveness of legislative control in the modern age is a universal phenomenon in all democratic countries. Legislatures neither have the time nor the expertise to effectively control all spheres of administration. Their control is sporadic in nature and that too meant to highlight certain acts of omission and commission, which might have been brought to the notice by the public or the press. In the presidential form, congressional control over administration is very limited in nature and scope. In parliamentary countries like India/Nigeria legislative control is considerably reduced and restricted in effectiveness due to the following reasons:

- a) The executive plays a key role in formulating policies. The legislature leader ships therefore rests more with the government.
- b) The expansion in the volume and variety of administrative works has led to the increasing incapacity of the legislature of effectively control the ever-growing bureaucracy.
- c) Budgetary control is also limited by the fact that since voting is always on party lines any government with the required legislative majority can get any demand for grant passed in the parliament. Hence the legislative control over administration is more illusory than real or substantive in nature.

Self Assessment Exercise 2; - Discuss the various aspects of legislative control.

3.2b Executive Control of Public Administration

In a parliamentary form of government, it is the council of ministers that are collectively responsible to the legislature for all the departmental activities. Each minister is also individually responsible for the acts of omission and commission of his department and may have to resign if a no-confidence motion is passed against him any time. In his administrative work, the minister is assisted by the secretary of the department and other high officials who are concerned with the operational aspects of routine administration rather than the minister who lays down the broad administrative policies of the department. The main need for executive control over public administration lies in the fact that under the cloak of ministerial responsibility the powers of the civil servants are growing ever wider, and hence the ministers may find it necessary to keep a check on their powers since the ultimate legislative responsibility is theirs. The chief executive for multiple policies whose implementation depends entirely on the civil servants. The civil servants are often conservative.

Very often the government finds it difficult to implement programmes which in some way or other disturb the vested interests of the civil servants, for example, in the USA during the President Roosevelt's tenure, the bureaucracy was found to be an obstacle in the speedy implementation of the New Deal Programme. In England too, the civil service proved to be an impediment to the socialistic programmes of the Labour Government after the Second World War. In India, the government often complains of the inflexible attitude of the administrators who are accused of being not sufficiently committed to the socialistic programmes of the government.

There are many methods of executive control of administration, but according to ENGLAND, there are three important controls of the executive on the civil service, namely, political directions through ministerial administration, the operation of the national budgetary system and recruitment by an independent authority.

Policy Making

It is the task of the chief executive to frame administrative policies. In the USA, the president determines the broad outlines of administrative policy. He has the power to delegate the policy-making power to various heads of departments within the overall framework of his guidelines without in any way delegating his main responsibility of direction, supervision and control. In a parliamentary government, it is the cabinet which is in charge of policy making, overall direction and coordination of the different branches of administration, besides individual ministers exercising control over public officials in their respective departments.

Budgetary System

It is the executive which is responsible for the framing of the budget, getting the demand for grants passed in parliament, and the allocation necessary funds to each department for expenditure. Every department submits its annual financial demand to the executive before the budget is framed, which has to be first approved by the cabinet before it finds its place in the final budget estimates.

Recruitment

The chief executive lays down the broad principles of recruitment. The ministers themselves select the secretaries and deputies of the important departments. Other recruitment to the civil service are, however, done on the recommendation of an independent recruiting board – the Public Service Commission – in most democratic countries. In the USA the chief executive seeks senatorial approval of the official appointments he makes but he has the exclusive power of dismissal of his cabinet and top aides.

Executive Law Making-

Delegated legislation becomes an important tool of exercising executive control over public officials. Most of the laws passed by the parliament provide a broad framework and the minor details are filled in by the administrators in the daily application of laws. This is an important method of executive control over administration and can be used in controlling

administration by laying down rules and regulations to be observed in the implementation of a particular law concerned.

Executive controls are very important because they are self-corrective and continuous in nature. However, the effectiveness of these controls depends much on the civil service-minister relationship especially in the higher echelons of the bureaucracy. The minister who is an amateur in administration has to depend on the administrative abilities of his secretaries in the departments who are considered experts in the field. Since government comprises both the wings (political and permanent) of the executive, an effective coordination between the two leads to harmonious functioning of the administrative departments. The minister and his administrator colleagues should work together as a team based on mutual trust and understanding. The minister should lay down policies and supervise wherever necessary without interfering in the details of administration. Before taking important decisions the minister should take all representative opinions into consideration though he is not bound by any advice. The civil servants on their part can influence, persuade or advise the minister in whatever way they choose, but it is the irrefractory duty to implement a policy as faithfully as possible once a decision is taken by the minister.

Self Assessment Exercise 3;-Identify and explain the various aspects of legislative control.

3.2c Judicial Control

In democracies, the judiciary plays an important role in upholding the sanctity of the Constitution and protecting the rights and liberties of the people.

LD White explaining the importance of judicial control writes The system of formal external control over officials and their acts falls, primarily into two main divisions—that exercised by the legislative bodies and that imposed by courts. The purpose of legislative supervision is principally to control the policy and the expenditure of the executive branch, the ends sought by judicial control of administrative acts is to ensure their legality and thus- to protect citizens against unlawful trespass on their constitutional or other rights.

The main task of the judiciary is to protect individual citizens whenever the official authority encroaches on their constitutional or statutory rights. The necessity of control has given birth to the doctrine of rule of law, a concept that was made famous by the British constitutional lawyer, A.V. Dicey. In the following passage from; Dicey's book, the realistic exposition of this concept no man is punishable or can be lawfully made to suffer in body or goods except for a distinct breach of law established in the ordinary legal manner before the ordinary courts of the land, no man is above the law, but every man, whatever be his rank or condition, is subject to the ordinary law of the realm and amenable to the jurisdiction of the ordinary tribunals...the general principles of Constitution...are with us the result of judicial decisions determining the rights of private persons in particular cases brought before the court.

Scope of Judicial Intervention

The judiciary can interfere with administrative orders whenever they cause prejudice to the rights of persons due to lack of jurisdiction, patent error of law and fact, and a abuse of power or irregularities of procedure. The causes of judicial intervention can be elaborated a little further.

Leak of jurisdiction: Every public official is to act within the clearly defined limits of authority entrusted to him most often for a certain period and a specified area. If he contravenes the limits of the scope of authority content period/area wise, his actions may be declared unconstitutional by the courts.

Error of law: Judicial remedies may be sought by citizens, if any official misinterprets the law and imposes on the citizen's duties and obligations which are not required by the content of law. A citizen who has suffered on account of an error of law has the right to claim damages in courts.

Error of fact finding: There may be cases in which the official has erred in finding facts and acted on wrong presumptions, which may affect a citizen wrongly, who can bring this matter to light in courts.

Abuse of authority of a public-official abuses his official authority to inflict suffering or injustice on any person, the courts have the power to intervene and punish the official.

Error of procedure: It is the duty of public officials to act according to certain laid-down legal procedures in the exercise of authority. If any public official does not follow the prescribed procedure, the courts have a right to pronounce on the legality of his action.

With the increase in power, number and functions of administrative bodies the rights of citizens are also protected by the quasi-judicial tribunals, which exist in most democratic countries.

Self Assessment exercise 4; - list and explain the causes of judicial control

3.3 Judicial Remedies for Lawsuits against Government and Officials

Judicial intervention can be in the form of suing the government itself; or the public official concerned against whom any citizen may want a redressal of his grievance. The position regarding the suitability of the government and public officials differs in the countries following the system of rule of law from those following the administrative law. The rule of law system prevails in England, the USA and most Commonwealth countries including India. The administrative law system is practiced in France and some countries of Europe.

The rule of law system establishes that the public officials are subject to the ordinary laws of the land and cannot seek official protection or acts performed in their official capacity for which they are personally liable or - suable in courts. However, there are always certain high officials who

enjoy legal immunity for official acts in all countries like the British Monarch, the American president, and the president of India and governors of Indian states. This ability of the state in India is governed by Article 300 of the Constitution, which clearly states that the state is immune for contracts, that is, trading functions and is not liable for tortious acts of its officials. In practice, however, the state is often held responsible for the illegal acts of its public officials.

On the other hand, in the countries where the system of administrative law prevails, the state is liable and liable for all illegal acts of its officials. The errand of officials in these countries are tried not in ordinary courts but in the administrative courts which have the powers to award damages from the public funds to the aggrieved parties.

Extraordinary Judicial Remedies in India/Nigeria

The courts in India have also been constitutionally provided with a number of writs, which may be used by them to protect citizens' rights against arbitrary violation by the government or public officials.

3.3a Habeas Corpus: Habeas corpus, which literally means, "to produce the body of" is a prerogative writ meant to provide immediate relief from arbitrary confinement or restraint and is issued for the vindication of the individual right to personal liberty by scrutinising the legality of the confinement by the court. It is an obligatory power of the courts to issue this writ if there is a prima facie case of supposing that the person detained is unlawfully deprived of his right to liberty. The writ will normally be issued if the court feels satisfied that the detention has not been made in accordance with the procedures established by law (Articles 21 and 22) and the person detained has not been produced before the magistrate, within twenty-four hours of his arrest. However, the Preventive Detention Act in India restricts the overall merit of this writ to a great extent. But even this Act has been hedged in with certain safeguards to prevent its arbitrary use. A person cannot be detained for a period of more than three months unless the cause of detention is investigated by an advisory board consisting of persons of the status of a judge of a high court within that period and the board has upheld the cause of such detention.

3.3b Mandamus; The writ of mandamus is a command issued by a common law court of competent jurisdiction directing any person, corporation or inferior court requiring him or them to do some particular thing specified therein which concerns this or their office and is in the nature of public duty. This writ cannot be claimed, as a matter of right and its issuance is entirely optional and discretionary by the courts. It is a writ issued to a public official to perform an official duty, which he has failed to do, normally, the writ is not issued, unless there is an alternative remedy, which is self-sufficient, beneficial and effective.

3.3c Prohibition: Prohibition is a judicial writ issued by a higher to a lower court for preventing it from usurping jurisdiction which it has not been legally vested with. The writ thus commands the lower court not to

exercise its power and authority over a matter, which is not in its sphere of only against judicial and quasi-judicial tribunals.

3.3d Certiorari: The writ of certiorari means the direction of a superior court to a inferior court for transferring the records of proceedings of a case pending with it for the purpose of determining the legality of the proceedings and for giving more satisfactory effect to them than could be done in the inferior court concerned. The writ can be made available to a judge upon the validity of judicial decisions. This writ usually upholds or nullifies the judgment of the inferior court

3.3e Quo Warranto: The literal meaning of the word "quo warranto" means "what warranty or authority". The writ of quo warranto is issued by the court to enquire into the legality of the claim which a party asserts to a permanent public office or franchise and to remove him from the post if his claim is found to be illegal. The burden of proof to prove his claim lies on the respondent.

It is now clear that the writs discussed above are in the nature of judicial control over judicial as well as administrative acts. The Supreme Court in India has been empowered under the Constitution to issue directions, writs, and orders in the nature of habeas corpus, mandamus, prohibition, quo warranto and certiorari for the enforcement of the fundamental rights of the Indian citizens and the high courts have been empowered within their jurisdiction to issue directions, orders or writs for the enforcement of fundamental rights and for any other purpose. Thus, it would be observed that the powers of high courts are wider to the extent that besides issuing writs they can also issue other directions and orders as may be found necessary not only for the enforcement of fundamental rights but also for any other purpose,

Limitations of Judicial Control

Judicial remedies are no doubt a great bulwark of individual rights and liberties but they are also hedged in with certain limitations, which often restrict their general usefulness. Firstly, all administrative actions are not subject to judicial control. Secondly, even within their sphere of jurisdiction, the judiciary cannot intervene on its own but can intervene only on the request of injured parties who may or may not choose to seek judicial redress. A large fraction of cases of administrative excesses do not even come before the courts because the judicial process being slow, cumbersome and expensive many do not like to take advantage of judicial remedies even though they may be aware of them.

Self Assessment exercise 4;-Identify and explain four judicial remedies in administration.

4.0 Conclusion

We were able to state clearly in this unit that the responsibility of office holders is to be accountable to the people in the discharge of responsibility. Various measures of

accountability have been devised by all democratic states of which we have used India majorly as our example and Nigeria sparingly. This is because public accountability has become so central because of the ever increasing importance and functions of public administration in modern states.

The control of these public organisations comes in the form of; - legislative control, which is done through elected representatives; Debates and discussions, which provide an opportunity to review government policies and their implementation; Resolutions/Motions adopted as control and check of abuse of office; Questions, which is the most contentious means of vocal control of representatives; Budgetary control, where budget proposals are extensively debated before they are voted upon. Public accounts are examined by the public accounts committees to suggest any amendment, correctness and economic accuracy among others.

Public officers and individuals can also seek redress whenever there is prejudice to the rights of such persons due to lack of jurisdiction, payment error of law and facts. Redress can also be sought in situations which range from errors of law, abuse of authority and negligence.

It is important that this unit mention and explain the remedies available to redress some of these administrative lapses to include:-Habeas corpus, which is meant to provide immediate relief from arbitrary confinement or restraint.Mandamus,which is meant to compel public officials to perform an official duty which they fail to perform;Prohibition,is issued to prevent a lower court not to exercise its powers of authority over a matter by a higher court; Certiorari is meant to order an inferior court to transfer its records of proceedings of a case to a higher court to determine its legality , and Quo Warranto is issued by a supreme court to inquire into the legality of claims.

However, these remedies are limited by the fact that, it is not all administrative actions that are subject to judicial control and the judiciary can only intervene on a matter only upon the request by of the injured parties.

5.0 Summary

In this unit, we have been able to successfully explain the entire process of public accountability and control of public offices as a means of safeguarding against the misuse of power and abuse of public authority, which arises out of the ever-increasing functions and importance of public administration in the development of society.

These control range from legislative control; which include debates and discussions, Resolutions and motionsd, questions, budgetary control and parliamentary committees. This legislative though effective is limited by the fact that it neither has the time nor expertise to effectively control all the spheres of administration.

We also discussed the executive control of public administration which lies with the minister, who are responsible for the control of their ministries or departments.This is so because the policies made by the chief executive is implemented by the civil servants. This executive control is exercised through political directions by the minister. It is also exercised through approval of budgets and recruitments.

Judicial control plays an important role in upholding the sanctity of the constitution and protecting the rights and liberties of the people. This control is exercised when there is lack of jurisdiction, errors in law, errors in fact finding, procedure and abuse of authorities.

There are however a range of remedies available for redress in case the control measures do not perfectly fit in, these include; Habeas corpus, Mandamus, Prohibition, Certiorari and Quo Warranto. These remedies are at times limited by a number of factors which include; -The fact that not all government actions are subject to judicial control and secondly the availability and willingness of affected parties to seek redress.

6.0. Tutor Marked Assignment

- What do you understand by public Accountability?
- How does the executive control public administration?

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MODULE 2: THE BUREAUCRACY AND DEVELOPMENT

UNIT 6:

THE MEANING AND NATURE OF THE BUREAUCRACY

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1.0 Introduction

It is commonly held that the unplanned "anarchic" nature of society and capitalist production necessitates bureaucratic regulation to prevent economic and social chaos. Thus the bureaucracy is merely the by-product of an administrative structure that separates the workers from the actual management of the economy. Since the owners make the decisions, all others must ultimately take their orders from this small group. Since that would be impracticable in an industrial economy, the problem must be handled by a division of responsibility which in turn entails layers of bureaucracy. The government makes the decisions which are then filtered down the bureaucratic pyramid. This means that the workers must wait to be told what to do by their immediate superiors, who in turn must wait for instructions from their superiors, and so on.

It is important to realize that these bureaucratic features are a product of capitalism itself, rather than the nature of large-scale production. Where capitalist property relations prevail, it is futile to fight against bureaucracy. To change the situation it is necessary first of all to eliminate private ownership of the means of production. Bureaucracy was the inevitable consequence of the development of property relations at a given stage in the division of labour and in economic integration. Consequently, it is also inevitable that at some point there will be no further need for an administrative apparatus separated from society, because subjective and objective conditions will be ripe for direct self-administration.

The bureaucracy has come to be known as the public service in most countries of the world and in Nigeria in particular. It has certain features that make for the attainment of organised goals and allot for the effective utilisation of human and material resources for the collective good of society and also for the attainment of common good.

The bureaucracy which has been associated to the works of Marx Weber in trying to explain the organised task can be carried out in society following laid down rules and regulations. This will be the main concern of the unit under discussion and we will try as much as possible to explain also the origin of the Bureaucracy and its main characteristics.

2.0 Aims and Objectives

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

- Explain the origin of the bureaucracy.
- Max Weber's type of Bureaucracy.
- The characteristics of the bureaucracy.
- The types of Bureaucracy and
- The Nature of the Bureaucracy.

3.0 Main Content

3.1 The origin /Definition of the Bureaucracy.

The term 'bureaucracy' may be traced to the French word bureau, meaning a writing table or desk. Bureaucracy, thus, simply means 'desk government'. Following the model of the definition of 'democracy', one may define bureaucracy as government of the bureau, by the bureau, and for the

bur ea us. The te r m was coine d in ei ghtee nth ce ntur y F r ance , and f ir s t appe ar ed i n Engli sh i n 1818 and it ‘ si gnif ie s t he conc entr at ion of adm inis tr a tive powe r i n bur ea us or de par tm ents , and t he undue i nter f er e nce by of f ic ial s i n mat ter out si de the sc ope of s tat e i nte r f er e nce. I n the wor ds of J ohn A. V ie g, “Thr ough di st or tion a nd car i cat ur e, the ter m ‘ bur eaucr a cy’ has com e to i mply bungl ing, ar bi tr ar i nes s, w as te fulnes s , of f ic ious nes s and regi ment ati on. How eve r , som eti me t he te r m is us ed w ith a ppr obation, and a bur eaucr at symb oliz es a ma n emi nent for expe r ience, for know le dge and for res pons ibil ity. For ins ta nce, i n Eur ope t he te r m or dina r ily de notes the body of r egul ar gover nm ent s er va nts and is em otiona lly ne utr al i n cont ext. I t only s hows tha t the ter m is sus ce ptibl e to m ore tha n one mea ning. For stei n M. Mar x indi cat es four se nse s i n whi ch the ter m is use d.

The Oxf ord D ic tiona r y of Pol itics de fine d the bur eaucr ac y as gover nme nt by per m anent of f ice holder s the f ir s t w r ite r to vie w bur eaucr a cy more fa vour abl y was Ma x Webe r . He ar gued tha t w or king to the r ules i n a hi er ar chi cal of f ice of w hich a ppointm ent a nd pr omoti on we nt by mer i t was r ational tha n making appoi ntme nts on other ba si s s uch a s pa tr onage .

The B ur eaucr acy i s a for mal , r ationa l ly or ganis ed s oci al s tr uc tur e w hic h invol ves cle ar ly de fine d pa tte r ns of a cti vity i n whi ch; i deall y, ever y se r ies of ac ti ons i s f unct iona l ly r el ate d to the pur pose s of t he or ganis at ion. I n s uch a n or gani sa ti on t her e i s i ntegr ated a se r ies of of f ic es , of hie r ar chies s ta tus es , i n w hich a number of obl i gat ions and pr i vi leges c los ely de fine d by l imit ed a nd s peci f ic r ules .

B ur eaucr acy as a par ticul ar for m of or ga niza ti on, m ore s peci f ical ly a s ge ner al des ign for a conduct of public adm inis tr at ion P f i f f ner us es the ter m i n this s ens e: “B ur eaucr acy i s t he s ys t emat ic or ga niza ti on of tas ks and i ndi vidual s i n to a pat te r n w hic h can m ost ef f ec ti ve ly ac hieve the e nd of coll ec ti ve ef f or t s. Gla dden too us es the ter m to me an ‘ a r e gulat ed adm inis tr at ive s ys tem or gani zed a s a se r ies of i nte r r el ate d of f ice s.’ A cc or ding to Ma x Webe r (1864- 1920) , det ail ed ana l ysis of bur eaucr acy, bur eaucr atic or ga niza ti on di s pla ys t he f oll owi ng ch aract er i s ti c s:

- (i) as s ignme nt of s peci f ied dut ies to e ver y me mber t o di s char ge the as s igned dut ies ;
- (ii) me thodic al pr ovi si on for the r e gul ar pe r f or manc e of the se duties ;
- (ii i) the bui ldi ng up of the or ga niza ti on hi er ar chi cal pr inci ple;
- (iv) r el ianc e on w r itt en docum ents or r ec or ds;
- (v) f or mul ati on of r ules to gove r n the t r ans act ion of bus ines s ; and
- (x) R ec r uitm ent a nd spe cia l t r aini ng of t he f unct ionar i es .

S elf A s se ss me nt Exe r cis e; - D ef i ne the ter m B ur eaucr acy

3.2 Max Webe r B ureau cr acie s

Max Weber (1864-1920), the German sociologist, was the first sociologist to have systematically studies bureaucracy. Indeed, his name is indissolubly associated with any study of bureaucracy, so much so that it is considered to be rather imprudent as well as impudent on the part of a student of modern bureaucracy not to show acquaintance with Weber's writings on this subject. This, of course, does not suggest or imply that his views are absolutely infallible; indeed, some of his concepts have been meeting with adverse criticism. Max Weber developed a typology of authority and distinguished three 'pure' types - 'traditional', 'charismatic', and 'legal'; - The Charismatic Administration dominated by loyalty to the whims and caprices of one man who is judge over his followers; The Traditional Administration dominated by loyalty to the age-hallowed customs and traditions; - Bureaucratic organizations dominated by the loyalty to impersonal roles and regulations.

Here regarded bureaucracy, sustained and sanctified by the pure type of exercise of legal authority ('rational legal'), formalised and depersonalised administration as the most efficient form of organization. "Experience tends universally to show that the purely bureaucratic type administrative organization ... is, from a purely technical point of view, capable of attaining the highest degree of efficiency and is in this sense formally the most rational known means of carrying out imperative control over human beings." (Machewar, 2005:356)

It is superior to any other form in precision, in stability, in the stringency of its discipline and in its reliability. It, thus, makes possible a particularly high degree of calculability of results for the heads of the organization and for those acting in relation to it. It is finally superior both in intensive efficiency and in the scope of its operations, and is formally capable of application to all kinds of administrative tasks.

3.3 The structure of Bureaucracy.

The ideal type of such formal organization is bureaucracy. It involves a clear-cut division of integrated activities which are regarded as duties inherent in the office. Each of these offices contains an area of imputed competence and responsibility. Official action or dynamically occurs within the framework of pre-existing rules of organization.

The system prescribes relations between the occupants manifested formally, which is integrated in the distribution of authority within the system. This formally facilitates the interaction of the occupants of offices despite their private attitudes towards others, and in a way the subordinate is protected from the arbitrary action of his superior.

Within the structure of hierarchical authority, the activities of trained and salaried experts, governed by general, abstract, and clearly defined rules which preclude the necessity for the issuance of instructions for each specific case. The generality of the rules requires the constant use of categorization, whereby individual problems and cases are classified and are treated accordingly.

In the pure bureaucracy, official appointment is based on the exercise of impersonal competition and technical procedures are followed. Most Bureaucrat officials expect a life long tenure, pensions, and incremental salaries and regularised procedures for promotion to ensure devoted performance of official duties, without regards to extraneous pressures. High premium is placed on technical efficiency, precision and optimal return on inputs.

The structure is one which approaches the complete elimination of personalised relationship and non-rational considerations (hostility, anxiety, affectual involvements, and etc). It keeps valuable information confined from private competitors or from foreign and potentially hostile political groups.

Self Assessment Exercise 2; - Explain the main structure of the ideal type Bureaucracy.

3.4 Characteristics of the Bureaucracy.

Bureaucracy is a form of organization which has certain essential characteristics and the set Weber had himself carefully listed. These are

- (i) separation of office and its incumbent,
- (ii) the official is subject to discipline and control while performing his official work,
- (iii) hierarchy of office,
- (iv) allocation of activities of the organization needed to fulfil its objectives
- (v) allocation of authority requires to discharge these activities, and
- (vi) Strict adherence to rules

Max Weber speaks himself about the purest type of bureaucracy, he opines that; -

The purest type of exercise legal authority is that which employs a bureaucratic administrative staff. Only the Supreme chief of the organization occupies his position of authority by virtue of appointment, election, or of having been designated for the succession. Hence, his/her authority consists in a sphere of legal 'competence'. The whole administrative staffs under the supreme authority then consist in the purest type, of individual officials who are appointed and function according to the following criteria:

1. They are personally free and subject to authority only with respect to their impersonal official obligations.
2. They are organized in a clearly defined hierarchy of offices.
3. Each office has a clearly defined sphere of competence in the legal sense.

4. The office is filled by a free contractual relationship. Thus, in principle, there is free selection.
5. Candidates are selected on the basis of technical qualifications. In the most rational case, this is tested by examination or guaranteed by diplomas certifying technical training, or both. They are appointed, not elected.
6. They are remunerated by fixed salaries in money, for the most part with a right to pension. Only under certain circumstances does the employing authority, in private organizations, have a right to terminate the appointment, but the official is always free to resign. The salary scale is primarily graded according to rank in the hierarchy; but in addition to this criterion, the responsibility of the position and the requirements of the incumbent's social status may be taken into account.
7. The office is treated as the sole, or at least the primary occupation of the incumbent.
8. It constitutes a career. There is a system of 'promotion' according to seniority or to achievement, or both. Promotion is dependent on the judgement of superiors.
9. The official works entirely separated from ownership of the means of administration and without a proprietary interest in his position.
10. He is subject to strict systematic discipline and control in the conduct of the office.

Self Assessment Exercise 3; - Outline the major characteristics of the Bureaucracy-

3.5 TYPES OF BUREAUCRACY

According to Forstein M. Marx, there are four types of bureaucracy:

- (1) The Guardian Bureaucracy,
- (2) The Caste Bureaucracy,
- (3) The Patronage Bureaucracy, and
- (4) The Merit Bureaucracy.

3.5a The Guardian Bureaucracy. Marx cites two examples of 'Guardian Bureaucracy' viz Chinese bureaucracy up to the advent of the Sung period (960 A.D.) and the Prussian Civil Service during 1640 and 1740. This type may be defined as "a scholastic officialdom trained in right conduct according to the classics" (Marx). Such civil service regarded itself as custodians of public interest, but was independent of and unresponsive to the public opinion. It was righteous, incorruptible, efficient, competent and benevolent on the one hand, but authoritarian and responsive on the other.

3.5b The Caste Bureaucracy has a class and 'arises from the class connection of those in the controlling position'. (Marx). Such type is widely prevalent in oligarchic political systems. Under such systems only persons belonging to upper classes or higher castes can become public officials. Thus, in ancient India, only Brahmins and Kshatriyas could

be come high of f i c i a l s . A n o t h e r w a y i n w h i c h s u c h a t y p e m a n i f e s t s i s ' l i n k i n g t h e q u a l i f i c a t i o n s f o r t h e h i g h e r p o s t s w i t h a r r a n g e m e n t s t h a t a m o u n t t o c l a s s p r e f e r e n c e . (M a r x) . T h i s i s w h a t W i l l o u g h b y h a s d e s c r i b e d a s t h e a r i s t o c r a t i c t y p e e x i s t i n g i n E n g l a n d t i l l r e c e n t l y . T h e B r i t i s h r u l e r s i n t r o d u c e d t h e c l a s s c h a r a c t e r i n t h e I n d i a n c i v i l s e r v i c e s a s w e l l . T h e ' c i v i l l i n e s ' w h e r e a l m o s t a l l t h e ' c i v i l i a n s ' l i v e d w a s j u s t t h e c o u n t e r p a r t o f t h e ' c a n t o n m e n t ' i n w h i c h t h e m i l i t a r y f o r c e s l i v e d . C o n c e n t r a t i o n o f o f f i c e r s i n s p a c i o u s b u n g a l o w s i n o n e l o c a l i t y a w a y f r o m t h e c i t y , e x c l u s i v e c l u b s o f o f f i c e r s , a n d d i s t a n c e f r o m t h e p u b l i c , o f f i c i o u s n e s s , a n d l o v e o f p r e c e d e n c e , s e c r e c y a n d f o r m a l i s m w e r e t h e m a n i f e s t a t i o n s o f t h e c l a s s c h a r a c t e r o f I n d i a n c i v i l s e r v i c e . E v e n t o d a y t h e c i v i l s e r v i c e i n I n d i a h a s n o t b e e n a b l e t o s h e d c o m p l e t e l y i t s c l a s s c h a r a c t e r . I n t h e w o r d s o f A p p l e b y , " p e r s o n n e l ... a r e a r r a n g e d s e l f - c o n s c i o u s l y i n t o o f i r m ' c l a s s e s ' a n d t o o f i r m a n d t o o m a n y s p e c i a l ' s e r v i c e s ' w i t h b a r r i e r s b e t w e e n c l a s s e s a n d s e r v i c e s t o o h i g h ... t h e r e i s t o o m u c h a n d t o o c o n s t a n t c o n s c i o u s n e s s o f r a n k , c l a s s , t i t l e a n d s e r v i c e m e m b e r s h i p , t o o l i t t l e c o n s c i o u s n e s s o f m e m b e r s h i p i n t h e p u b l i c s e r v i c e .

A n o t h e r n a m e f o r t h e p a t r o n a g e b u r e a u c r a c y i s t h e ' s p o i l s s y s t e m . T h e r e i s a s u b t l e d i f f e r e n c e b e t w e e n t h e s e t w o t e r m s – p a t r o n a g e , a n d s p o i l s s y s t e m . I n b o t h , t h e r e c r u i t m e n t i s b a s e d o n f a v o u r i t i s m . B u t i n p a t r o n a g e , t h e p e r s o n w o u l d c o n t i n u e i n e m p l o y m e n t w h i l e i n s p o i l s t h e b e n e f i c i a r i e s h a v e t o q u i t w h e n t h e g o v e r n m e n t c h a n g e s . I n c o n t r a s t t o t h e s p o i l s t h e b e n e f i c i a r i e s h a v e t o q u i t w h e n t h e g o v e r n m e n t c h a n g e s . I n c o n t r a s t t o t h e s p o i l s s y s t e m , p a t r o n a g e p r o v i d e s s t a b i l i t y o f t e n u r e . T h e t r a d i t i o n a l h o m e o f s p o i l s h a s b e e n t h e U . S . A . p a t r o n a g e h a d f u l l s w a y i n t h e U . K . , t i l l t h e m i d d l e o f t h e n i n e t e e n t h c e n t u r y .

T h i s t y p e o f c i v i l s e r v i c e e x i s t s w h e r e p u b l i c j o b s a r e g i v e n a s a p e r s o n a l f a v o u r o r p o l i t i c a l r e w a r d . T h e s y s t e m , i t i s i n t e r e s t i n g t o n o t e , w o r k e d d i f f e r e n t l y i n t h e t w o c o u n t r i e s m e n t i o n e d a b o v e . I n t h e U . K . p a t r o n a g e b u r e a u c r a c y m a r c h e d s i d e b y s i d e w i t h a n a r i s t o c r a t i c s o c i a l o r d e r a n d f u l f i l l e d i t s p u r p o s e . T h e p a t r o n a g e i n B r i t a i n w a s u s e d o n l y f o r t h e b e n e f i t o f t h e s c i o n s o f t h e n o b i l i t y . I n t h e U n i t e d S t a t e s , o n t h e c o n t r a r y , t h e s p o i l s s y s t e m w o r k e d q u i t e d i f f e r e n t l y a n d j o b s w e n t a s s p o i l s t o t h e v i c t o r i o u s p o l i t i c a l p a r t y . T h e A m e r i c a n p a t r o n a g e w a s , t h u s , a n e x e r c i s e i n ' d e m o c r a c y ' . T h e s y s t e m o f s p o i l s b e g a n o n a m i n o r s c a l e a n d a p o l o g e t i c a l l y w i t h W a s h i n g t o n , J e f f e r s o n , a n d A d a m s , b e c a m e a t t o r r e n t i n 1829, w h e n J a c k s o n c a m e i n t o o f f i c e , a n d f r o m t h a t t i m e u n t i l 1883, s w e p t t h r o u g h a l l t h e o f f i c e s o f g o v e r n m e n t w i t h o u t l e t o r h i n d r a n c e , a n d m o s t u s u a l l y w i t h o u t m o r a l i n h i b i t i o n s .

T h e c a s e f o r t h e s p o i l s s y s t e m w a s p u t a t i t s b e s t b y P r e s i d e n t J a c k s o n i n t h e f i r s t a n n u a l m e s s a g e t o c o n g r e s s i n 1829. " T h e d u t i e s o f a l l p u b l i c o f f i c e r s a r e , o r a t l e a s t a d m i t o f b e i n g m a d e , s o p l a i n a n d s i m p l e t h a t m e n o f i n t e l l i g e n c e m a y r e a d i l y q u a l i f y t h e m s e l v e s f o r t h e i r p e r f o r m a n c e ; a n d I c a n n o t b u t b e l i e v e t h a t m o r e i s l o s t b y t h e l o n g c o n t i n u a n c e o f m e n i n o f f i c e t h a n i s g e n e r a l l y t o b e g a i n e d b y t h e e x p e r i e n c e N o o n e m a n h a s a n y m o r e i n t r i n s i c r i g h t t o o f f i c i a l s t a t i o n t h a n a n o t h e r " . S u c h a s y s t e m , h o w e v e r , c o u l d n o t p r o d u c e a c i v i l s e r v i c e c o m p e t e n t t o c o p e w i t h t h e e v e r - g r o w i n g c o m p l e x i t i e s o f t h e g o v e r n m e n t a l f u n c t i o n s a f t e r t h e s e t t i n g

in of the industrial revolution. "The patronage system stood condemned as an anachronism for its lack of technical competence, its slipshod discipline, its concealed rapaciousness, its erratic ways, its partiality, and its want of spirit.

3.5c Merit Bureaucracy has, as its basis, merit of the public official and, as its aim, efficiency of the civil service. It aims at 'career openness'. In other words, the attempt is to recruit the best man for the public service, his merit being judged by objective standards. This is the method in vogue in all civilized countries. Appointment to public service is no longer governed by class considerations, and it is no more a gift or favour. Nor is the public servant any longer the self-appointed guardian of the people. The civil servant in a modern democracy is really an official in the service of the people, and is recruited on the basis of prescribed qualifications tested objectively. He owes his job to no one except to his industry, intelligence, and luck.

Self Assessment Exercise 4; - Briefly Discuss the workings of the three types of Bureaucracy explained above.

4.0 CONCLUSIONS

The Bureaucracy is traced to the French word 'Bureau', meaning a writing table or desk. Bureaucracy has since then come to be known as Desk government or government of the Bureau who possess governmental powers. It constitutes a body of regulations defining pattern of activity, in which series of actions are functionally related to the purposes of organizations and defined by specific rules.

The Bureaucracy is characterized by assignment of specific duties which are performed regularly, through a system of hierarchy, written records and a strict adherence to laid down procedures.

The term Bureaucracy was systematically used first by a German Sociologist; Max Weber to mean office rule and it has since been adopted by many countries as the best or most way in which public organizations are organized and the way in which government activities can best be delivered. This practice of Bureaucracy usually falls within four types as outlined by Forster; The Guardian, Caste, Patronage and Merit Bureaucracy, with each having its operating principle.

5.0 SUMMARY

We have been able to discuss in this unit the origin of the word Bureaucracy and how it has come to be understood and practiced. Max Weber explained it as the superior form of office management guided by strict adherence to the rules and regulation of the office which operates impersonally.

The Bureaucracy has certain characteristics, which include; separation of office and its incumbent; the official is subject to discipline and control

while performing his official work; hierarchy of office; allocation of activities of the organization needed to fulfill its objectives; allocation of authority requires to discharge the activities, and Strict adherence to rules.

The types of bureaucracy identified and discussed in this unit include; The Guardian Bureaucracy; The Caste Bureaucracy; The Patronage Bureaucracy and The Merit Bureaucracy. Each type in constant Search for rationality, Technical Specialisation, Value system and Impersonation of office from office holder.

6.0 Tutor Marked Assignment.

- Identify and discuss the characteristics of the Bureaucracy

- List and explain the types of Bureaucracy.

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UNIT 7:

THE BUREAUCRACY AND DEVELOPMENT

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Unit 7; Bureaucracy and Development

1.0 Introduction

The Bureaucracy has been referred to in our study as the public service responsible for the attainment of organised goals for the effective utilisation of human and material resources for the collective good of society and also for the attainment of common good. This responsibility conferred on this body the powers to implement policies, in our own case development policies. It will also look at the peculiar challenges of public administration in general, and bureaucracy in particular, in the context of development.

This unit explains the role of the bureaucracy in the development of a country, paying particular attention to the role of the Bureaucracy in developing countries. Outlining the various characteristics of the Bureaucracy in developing countries in the struggle to achieve development.

2.0 Aims and Objectives of the Unit.

At the end of this unit, you will be able to;

- Explain the role of the Bureaucracy in Development
- Discuss the characteristics of the Bureaucracy in Developed countries.

3.0 Main content.

3.1 BUREAUCRACY AND DEVELOPMENT

The topic 'bureaucracy and development' is of profound significance both for the academics seeking to unravel the developmental phenomenon in societies inhabited by nearly two-thirds of the world's total population and for the country as a whole. At the same time, the subject is multidimensional, being amenable to discussion from a variety of angles and perspectives. One should, therefore, turn to the latter to gain a more stable appreciation of the changes demanded in, and challenges encountered by the bureaucracy as well as by the larger political system in the pursuit of development.

Nevertheless, the inescapable truth is that no political executive may expect to accomplish more than it's public administration permits it to do: The bureaucracy is capable of compelling us to initiate timely measures calculated to raise and diversify administrative leadership and capability that could encourage and support development.

The challenging tasks for Nigeria are the enormous exacting demands on public administration, much more on the country's polity. This is because any development plan demands total political support and discipline regardless of federal boundaries. Although the present unit is focused on the bureaucracy and development, mention here must be made of the dependence, in multiple ways and in varying intensities, of public administration on the larger system of polity. The political leadership must set an example to others by:-

- 1- It's devotion to public interest,
- 2- Integrity and hard work,
- 3- sincerity of purpose,
- 4- Austere and firmness, as a target for the development of the country.

As the government in a welfare state inevitably emerges as perhapsthe biggest spender of money and dispenser of social services, the political

Leadership must spell out clearly what it would like to accomplish, and in this articulation there must not be left a ny room for ambiguity or ambivalence.

One may also suggest a suitable strengthening, both qualitative and quantitative, of the political wing of the government. Each ministry should have, in addition to the minister, a few junior ministers, depending upon the nature, variety and volume of work. The political leadership should, with the crusader's zeal, address itself to the task of laying down, in full consultation with the civil service, clearly defined policies, preparing time-bound programmes compatible with these policies, and overseeing their implementation in accordance with the time schedule.

The point regarding need for utmost clarity in the enunciation of policies cannot be overemphasized. It is fairly well known by now that not much headway could be made in implementing the much-talked-about land reforms in the country, the failure for this lying not as much in administrative ineptitude as political indecisiveness, irresolution or which is even more probably disbelieve in the proposed programmes themselves. At the same time, public administration can be expected to remain efficient and sensitive to popular aspirations only when it remains under constant political surveillance, control and guidance.

Full realization of objectives laid down in the country's plan document depends, in decisive way, upon the competence, participation and cooperation of all three levels of government in the country the central, the state as well as the local governments. Although this should look self-evident, it is the age of cooperative federalism, its special mention is absolutely necessary in view of not sufficient attention having been bestowed on this aspect in the past. It is absolutely necessary that each development plan is firmly backed by an appropriate administrative plan dealing measures of strengthening of the administrative apparatus of the land.

The state public administration is necessarily to be called upon to bear brunt of the new tasks, and therefore, will have to be considerably strengthened, both in terms of quality and quantity so that it becomes an apt instrument for undertaking programmes of development. A series of measures are imperative; the states are well advised to scan the reports of the all administrative reforms committees, set up by them from time to time since 1947 to the present, and to see that the urgent reforms are swiftly carried out. The well known tenure system which operates rather erratically at present needs to be enforced more systematically. Not only should a civil servant coming to the central government on a tenure revert to the state (or, service) of his posting after completion of his spell of duty, the tenure system should also be applied in an orderly way within a state itself, ensuring regular exchange of personnel between the field and the headquarters. Meaningful training programmes should be organized for state level personnel in various areas to improve their functional proficiency.

The plan more than any that has preceded it, demands, a wider range of expertise, and skills in public administration. To recruit persons possessing these and to place them in positions without loss of time, suitable structural changes in the civil service would seem urgently called for. A much larger number of experts and specialists will necessarily have to be inducted into the civil service and their role and place in the general administrative system of bureaucracy has to be appropriately reorganised.

Measures towards enhancement of administrative capabilities at all levels of government and all along the hierarchy must be formulated and put in operation right now without any further waiting. Stress may here be laid on the need for experts and specialists acquiring administrative experience and training to enable them to move into positions of administrative responsibilities in various areas and levels of government.

Bureaucracy, at any rate, a considerable segment of it, is under an inescapable obligation to inculcate a disposition towards work in the field more especially in the rural areas and amongst the vulnerable sections of the population. The rural and the social administrator bear a crucial important responsibility in putting through the various development programmes of action. This demands structural and procedural changes in public administration and attitudinal changes in the bureaucracy. A broadening of the social base of the latter would also seem necessary.

For example the Federal government National Economic Empowerment Strategy (NEEDS), is a plan that calls for financial resources on an unprecedented scale, the extra-ctive function of public administration collection of taxes is to be simultaneously accorded the highest importance. Tax administration at all the three levels of government must streamline all possible loopholes to be plugged. Also the prevalent system of financial control, which is evidently out of tune with the needs of a developing economy, stands in need of reform.

Popular urges and aspirations must be continually led into public administration at all levels. Significant in this regard is the need for increased and more meaningful participation of citizens and interest groups in the processes of governmental policy-making and its implementation.

Finally and most importantly, political skill and administrative energy should be ceaselessly directed to convert all conditions that together make a country underdeveloped. This calls for more social discipline, legislation and in particular law observance and enforcement. (Avasathi & Maheshwari, 2005: 485-489)

Self Assessment Exercise 1; Explain the ways in which the public bureaucracy can achieve development.

3.2 Bureaucracy in Developing Countries

S.N. Eisenshtadt describes the growth of bureaucracy from structural functional angle in colonial and non-colonial developing countries. In the

de veloping countr ies whi ch had be en under col onial r ule, the ad minis tr a tive s tr uct ur es we re inher i ted fr om the col onia l per i od. They we re high ly cen tr al is ed w it h sma ll amount of inter na l dif fe re nti ati on. Thei r func tions we re li mit ed to bas ic ad minis tr a tive s er vice s li ke re venue and law and or der . They hel ped to es ta blis h the fr ame wor k of moder n le gal and ad minis tr a tive pr ac tice s. They we re high ly apol iti cal i.e. pol iti cal ly ne utr al. They s er ve d the col onia l mas te r s who we re not polit ica lly re spon s ibl e. The se bur eaucr a tic s tr uct ur es we re inher i ted b y the exc olonia l countr ies when the col onia l r ule r s lef t the m.

Ther e i s a se cond la ye r of the bur eaucr a cie s i n the se countr ies whi ch c onsi st s of th ose depar t ments and s tr uct ur es whi ch we re crea ted af ter the at tai nment of inde pen dence . Her e a new civil s er vice was deve lope d new in per sonne l, goal s, de par tme nts and ac tivi tie s. This dr ew new recr uits , mos t of who had pa r tici pate d in the nati onal mo veme nts . They we re the be ar er s of the new types of goa ls li ke economi c deve lopme nt, socia l and educa ti onal advance ment etc . Mos t of the se new recr uits us ual ly had a mu ch clea rer , mor e ar ticu late polit ica l or ien ta ti on and a s ense of polit ica l re spon s ibi li ty than di d the for me r col onia l civil s er vice . (Ava st hi & Mahe shw ar i ,2005:486)

The bur eaucr a cie s in de veloping countr ies whi ch have not been unde r col onia l r ule exhi bit a s omew hat dif fe re nt pa tter n. A tr a di ti onal bur eaucr ac y exi st ed in the m wher e it was ro yal as in the . Middle E as ter n countr ies or " oli gar chi cal re pub li can" as i n mos t La tin A mer i can countr ies . They domi na ted the pol iti cal sce ne un ti l the end of the Se cond Wor l d War . Some tra di ti onal el emen ts we re mixe d w it h mor e modem ones whi ch we re bor row ed fr om some Eur ope an count r ies . The y usua l ly uphe ld the i nter es ts of the ru li ng oli gar chies and imple me nted ra ther li mit ed ec onomic and socia l obj ec ti ves . The impac t of grow ing mode r niza ti on, inter na l de mocr a ti za ti on and the deve lopme nt of new socia l, polit ica l and ec onomic goa ls caus ed the se bur eaucr a cie s to ex te nd the sco pe of thei r ac tivi tie s and recr uit new per sonnel.

3.2a Cha rac te ris tics of nati onal bu reau cr acies i n the deve lop ing coun tr ies ;

1. The bas ic pa tte r n of ad mi nis tr a ti on is imi ta ti ve ra ther than indi genous ;
2. The bur eaucr a cie s are de fi ci ent i n ski lle d manpow er ne ces sa ry for deve lopme nta l pr ogr am me s ;
3. The se bur eaucr a cie s empha si se or ien ta ti ons that are othe r than pr oduc ti on or ien ted i.e. the y wor k for the rea li za ti on of goa ls othe r than the a chie veme nt' of pr ogr am me obj ec ti ves ;
4. Wi des pre ad di sc re pa ncy betwe en for m and re ali ty;
5. Ope ra ti onal auton om y. The se fea ture s c ombine and mi li ta te agai ns t bur eaucr a tic legi ti ma cy, eff i cie ncy and polit ica l re spon s iveness .

6. Such bureaucratic tendencies tend to be very hierarchical and dominated by a group which is culturally and socially unrepresentative of the population at large.

He suggested several categories of administrative types in the second countries:

Traditional Autocratic; Such as found in Saudi Arabia, Morocco, Paraguay etc. It is traditional in its style of rule. The dominant political elites are drawn from families with monarchic or aristocratic status, and are dependent on civil and military bureaucracy for policy changes. Political elites are little committed (except the oil producing countries) to economic progress and development.

Bureaucratic Elite. Such as in Thailand, Pakistan, Brazil, Sudan, Peru, Indonesia etc. Traditional elites have been displaced from effective power although they retain some presence. Political participation by the people is very limited. Political power is largely in the hands of civil and military bureaucracy.

Polyparty Competitive; such as in Philippines, Malaysia, Costa Rica, Greece etc. Political structures in the second countries resemble those in Western Europe and the United States so far as popular participation, free elections, interest-oriented parties and policy making authority granted to representative government institutions are concerned. There are occasional 'interventions' by military intervention, although that is claimed to be temporary. There is a greater social mobility than in many traditional societies. There are several political elites whose power base is spread among urban middle classes, landlords, military officers, labour leaders and professionals. Government policies are usually pragmatic.

Dominant - Party Mobilization; Such as in Algeria, Bolivia, Egypt, Tanzania, Tunisia, Mali etc. There is little permissiveness in politics. The dominant party may be the only legal party which asserts its position by coercive techniques. The government follows a certain ideology and there are mass demonstrations of loyalty to the government the ruling elites are usually young, urban, ill-educated and secular but often they are led by a charismatic leader. There is a great stress on a programme of development and nationalism.

O. Glenn Stahl lists some factors which continue to influence the public administrations in most of the developing countries. These are cultural constraints, former colonial status, entrenched elites, low prestige of specialists, the brain drain and the government as a mere figure (It means that whether there is no other way of providing livelihood, public jobs become a mode of welfare assistance, whether the jobs are really needed or not).

3.3 Role of Bureaucracy in Developing Countries

It was mentioned earlier that public bureaucracy has come to be the dominant structure in developing countries. In the absence of other strong institutions, the role of public bureaucracy has been of crucial importance.

6. The most important functions are directed towards nation building and economic growth. "The importance of public administration in the emerging countries of Africa and Asia goes beyond directing the organisational processes in economic and social fields. It has the immense task of creating a national unity and national personality capable of surmounting the centrifugal force of tribal and regional rivalries and on the other hand, instilling the ferment of change in traditional societies. Differences of race, ethnicity, language, religion, region and tribe often threaten the unity, stability and progress of many developing countries. Therefore, it is the task of public bureaucracies to either eliminate or at least factually enmesh the sub-cultural differences. This task may prove to be more difficult than economic development,
7. Another area in which public bureaucracies in developing countries may play a critical role, is the establishment of democracy. Most of the new countries lack a genuine commitment to democratic values and processes despite the lip service they pay to them. In some countries like India, Israel and Mexico, democracy ranks with economic development as a major goal. The issue is important because bureaucracy is inherently undemocratic and a strong bureaucracy may be a threat to democracy. (For fuller discussion of this topic, see the chapter on bureaucracy).
8. Eisenstadt observes that bureaucracies in developing countries help to maintain the framework of a unified polity as well as the capacity to absorb varied demands and to regulate them effectively. Not only were they important instruments for unification and centralisation, but they enabled the rulers to implement continuous policy. In addition, they also served as important instruments for mobilisation of resources - taxes, manpower and political support.
9. In many of these countries bureaucracy performs the important function of political socialisation. In many cases, in addition to being administrative arm, it constitutes itself as an effective executive or part of it. It plays a part in setting up, determining and implementing political goals, and establishing major policy directives. In many developing countries, apart from the head of the executive, it is the only body capable of formulating clear political or administrative objectives.
10. Bureaucracy is one of the main channels of political struggle in which different interests are regulated and aggregated.
11. Bureaucracy in most of these countries is also the major instrument of social change. It maintains service orientation to both the rulers and the major strata of society.

Self Assessment Exercise 2; Explain the role of the Bureaucracy in Developing countries.

3.4 Bureaucracy in Developed Countries

Irishanskiy refers to three characteristics of bureaucracies in more developed countries:

- I. Bureaucracies are large, having numerous sub-units with specialised employees which reflect task specialisation and wide range of governmental activities.
 - II. Bureaucracy accepts directions from other legitimate branches of government.
 - III. Bureaucracy is considered to be professional as a sign of specialisation among bureaucrats.
- Further Hady outlines the following characteristics of bureaucracy in the selected countries.

1. The Public Service is large-scale, complex and instrumental i.e. its mission is understood to be that of carrying out the policies of the political decision making.
2. The bureaucracy exhibits a sense of professionalisation in the sense of identification with the public service as a profession, and in the sense of belonging to a narrow field of professional or technical specialisation within the service.
3. The bureaucracy is highly specialised and reflects in its ranks most of the professional and occupational categories found in the society.
4. The role of bureaucracy in the political process is fairly clear and the line of demarcation between the bureaucracy and other political institutions is generally defined and accepted. This is due to the fact that the political system as a whole is relatively stable and mature and the bureaucracy is more fully developed.
5. The bureaucracy is subject to effective policy control by other functionally specific political institutions.

Self Assessment Exercise 3; Identify and explain the characteristics of Bureaucracy in developed countries.

The bureaucracies in more developed countries are, therefore, regarded as more legitimate, efficient and politically responsible. They fulfil a great number and variety of functions. Consequently the interpenetration of society is more extensive. They are more impersonal in their interactions with clients. Their recruitment patterns are achievement oriented.

The changing role of bureaucracy in development administration is characterised in such phrases as 'development bureaucracy', and non-Weberian model of bureaucracy'. What is intended is to make the governmental organisations, structurally and behaviourally, geared to the task of development.

3.5 changes to fit bureaucracy into developmental tasks

1. Structurally there should be de-emphasising of hierarchy to get rid of the conventional organisational pyramid which leads to centralisation and interpersonal conflicts.
2. There is need to redesign organisations to enable cooperative decision-making and promote collaborative problem-solving.

3. Authority should be decentralised to enable the field units to take decisions on the spot as far as possible, without waiting indefinitely for central clearance.
4. Communication or free flow of information unhindered by the status-levels in the organisation should exist for speedy and effective decision-making.
5. Personnel structure of bureaucracy should be based on merit, and that should also be the criterion for work evaluation and promotion in the organisation.
6. Bureaucracy must secure the cooperation and participation of the people in development work.
7. Supremacy of the politician must be accepted and bureaucracy must work alongside him as a co-partner in the development enterprise.
8. Behavioural changes are needed to make the bureaucracy
9. Change-oriented, result-oriented and people-oriented
10. Professional mobility should be encouraged.

4.0 CONCLUSIONS

There are considerable differences in bureaucratic forms and procedures among the more developed countries. These differences reflect the ir peculiar historical experiences. For example, in France and Germany, particularly at the higher levels have achieved a distinct status, from other occupational groups in society. Whereas in Britain and U.S.A. it is not so. However, most of the developing countries face the problem of incorporation in relations between numerous service and regulatory agencies. The problem is created by the enormous number of functional and territorial authorities which design and implement their own programmes at different levels as well as implement programmes designed and partly due to the colonial inherited system of administration.

To transform the society from its relatively under-developed social, economic and political conditions to a well-developed polity, the transformation must be a planned one in which the government (bureaucracy) has to be the principal planner, energiser, promoter and director of accelerated development effort. The governmental organs have to provide incentives for social change and also remove serious bottlenecks and correct imbalances which affect the system.

Administration's role as an agent of institutional, social and economic change has to be realised as the development process has to push ahead in a climate of uncertainty, and at times fluid political and social climate.

5.0 Summary

We have been able to discuss in this unit the Bureaucracy and development. The bureaucracy known for red-tapism, division of work, hierarchical arrangement of offices, formalism, adherence of rights to office etc., is considered central in the achievement of development in the developing countries, though the injection of speedy change to bring about the needed socio-economic transformation.

It's capacity for adaptation to change is very critical as exemplified by the nature of Bureaucracy in development of developed countries. It's role in the development administration has been questioned as most studies of public administration in developing countries have stressed the viewpoint that the band of officials who have been brought up and trained in the colonial administrative culture, invaded to the Weberian characteristics of hierarchy, statism and rigidity in the adherence of rules and concerned mainly with the enforcement of law and order which at times threaten development.

6.0 Tutor Marked Assignment ;

- What are the conditions that exist to enhance the Bureaucracy to achieve its developmental role in developing countries?

- Identify and explain the characteristics of the Bureaucracy in Developed countries.

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UNIT 8

THE STRENGTHS AND WEAKNESSES OF THE BUREAUCRACY

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Unit 3 -The Strengths and Weaknesses of the Bureaucracy

1.0 Introduction

The bureaucracy as an instrument of change in the society has been discussed as indispensable in the administration of government services. It has a lot of strengths and weaknesses. However we will in this unit identify and discuss these strengths, identify and discuss these weaknesses and altogether suggest ways of solving these problems.

2.0 Aims and Objectives

At the end of this unit, you will be able to

- Identify and explain the strengths of the public Bureaucracy
- Identify and explain the weaknesses of the Bureaucracy
- Suggest ways of overcoming these weaknesses

3.0 Main Content

3.1. MERIT OF BUREAUCRACY

Bureaucracy should not be used as a term of abuse or condemnation per se. Its contribution to governmental administration is not insignificant. In fact, Bureaucracy has made administration

- more efficient,
- more rational,
- promotes impartial treatment

- and more consistent in the delivery of services than was the case in earlier times.

As already indicated earlier in this section, bureaucracy is indispensable. These researches in social psychology and the working of different bureaucratic systems have resulted in further refinement of the earlier analysis of bureaucratic organization. In the words of Herbert Morrison, “Bureaucracy is the price of parliamentary democracy”.

Both the good and the bad aspects of bureaucracy were well brought out by Lord Morley, the secretary of state of India in his classical description of the nature of the Indian administration: ‘Our administration would be a great deal more popular if it were a trifle less efficient and a trifle more elastic. Our danger is the creation of a pure bureaucracy, competent, honourable, faithful, industrious, but rather mechanical, rather lifeless, perhaps rather soulless.’ In fine, bureaucracy is not in itself a thing; in fact, some elements of it are indispensable.

What is needed is to guard against its characteristics, defects and to subject it to a continuous stream of instructive and effective criticism. Bureaucracy, in brief, has to be kept under control. Someone has aptly remarked that bureaucracy is like fire – invaluable as a servant, ruinous when it becomes the master. However, it has the following merits; -

- 1- Reutilization of work and procedures is an important aspect of bureaucracy because it leads to specialisation.
- 2- Most bureaucratic offices involve the expectation of life long tenure. This security of tenure ensures devoted performance of official duties without regard to extraneous pressures.
- 3- The chief merit of bureaucracy is its technical efficiency with premium placed on precision, speed, expert control, continuity, discretion and optimal return on inputs.
- 4- The structure of the bureaucracy is one which appraises the complete limitation of personalised relationships and non-rational considerations i.e. hostility, anxiety, affectual involvement to enable room for formalised relationships.
- 5- The bureaucracy entails separation of individuals from the instruments of production which complete layavoids domination, misuse and abuse of office.
- 6- Discipline in the bureaucracy entails devotion to ones duties, thereby encouraging methodical performance of routine activities with a detailed pattern of required behaviour.
- 7- The strict recognition of the limits of authority and literal adherence to rules, rationally determined practices explicitly designed for the fulfilment of functions encourages power to be exercised within agreeable limits.

Self Assessment Exercise 1;

- list and explain the merits of the bureaucracy

3.2. MALADIES OF BUREAUCRACY (AVASTHI MAHESHW)

Many a nd varied have been the criticisms leveled against bureaucracy.

One of the strongest criticisms of bureaucracy was Ramsay Muir, who in his book, how Britain is governed has drawn a graphic picture of the dangers of bureaucracy. In short, in our system of government, the power of bureaucracy is enormously strong, whether in administration, in legislation, or in finance. Under the cloak of democracy, it has thrived and grown until, like Frankenstein's monster, it sometimes seems likely to devour its creator, it has become the most vital and potent element in our system of government, although in the eyes of the law, it wields scarcely any formal authority.

There are other criticisms of bureaucracy too. Thus, Lord Hewart characterizes the power and authority of Bureaucracy as new Despotism. Hugh Keenleyside, a very distinguished national and international civil servant of Canada, thus portrayed the picture of a typical bureaucrat: "A man, rather neatly dressed, who comes to his office somewhere between 9 and 10.30 in the morning, the hour of arrival being nicely adjusted to indicate his particular place in the official hierarchy and the size of his salary; who spends his day in writing letters that become progressively more incomprehensible and more drained of the sap of human nature as practice produces perfection; who will pass on every transferable decision to someone else, and will compose endless minute that will reach no final conclusion; who will postpone every decision in the hope that circumstances will change, or that correspondents, wearied by frustration and delay, will desist from troubling; who when moved by some sudden resolution or unusual circumstance to action or decision will inevitably discover that the pertinent file has been mislaid and thereafter with a sigh of relief will resume his customary rhapsody; who will be subservient to his superiors, intolerant to those below him, and when opportunity offers, will demonstrate what Shakespear described as 'the insolence of office'; who will look upon all other civil servants as dangerous rivals, and upon members of the public as deplorable characters whose complaints and arguments only his unusual endowment of tolerance enables him to endure; who has adopted as his guide the rule of not too much zeal; who after taking two hours for lunch will spend the afternoon in preparing various minor strategies to ensure that none of his subordinates leave the incubator before 5 O'clock and that has himself is able to depart before the clock ceases to strike; who will then proceed home ward, stopping but once on the way to purchase a small container of aspirin; and who, home at last, will seek compensation for the utility of his day by hectoring his children and carping over the meals provided by his wife. The following are some of the main criticisms leveled against it.

Unresponsive to popular demands and desires. Bureaucracy, as shown earlier, tends to regard itself as the self-appointed guardian and interpreter of public interests. It is the public good that is important, not the

public opinion. The charge, however, tends to be exaggerated. According to Piffner and Pretus, Bureaucracy is 'reluctant but responsive ... in matters involving the great objectives of public policy in this century. In both the United States and Britain the social programmes of the New Deal and the Attlee government were carried through. Nearer home, our own civil service has proved its great resilience with the big changeover after independence.

Red tape or undue formalism. Red tape has been defined as 'punctilious exactitude in the observance of regulations. It is, unfortunately, true that bureaucracy perhaps puts too much emphasis on 'procedure through proper channel' and precedents. It must be conceded, however, that some of the tape is absolutely necessary for providing the essential safety and control devices. Government by law requires a strict conformity to established procedures and legal regulations.

Bureaucracy is self-perpetuating. We are all familiar now with Parkinson's Law of the Increasing Pyramid of Bureaucrats. Parkinson's researches points to an average increase of 5.75 per cent per year. He gives, by way of illustration, the statistics of the colonial office.

Year	Staff	Year	Staff		
1935	372	1947	1,139		
1949	450	1954	1,661		
1943	817				

Thus, there has been a constant increase in the staff of the colonial office despite the fact that the work of the office has been steadily decreasing as one colony after another is granted independence. Parkinson explains this phenomenon due to the work of the law of officials, much work is created.

Self-aggrandizement: The power-hungry bureaucrats, it is said, have no inherent lust for power. The permanent civil service is becoming more and more impatient of the sham façade of democracy behind which it works, and is showing progressively greater skill in using the forms of Parliament and the convenient doctrine of ministerial responsibility as a cover for the steady increase of the power of the Department.

Departmentalism or empire-building. Bureaucracy encourages the evil of splitting up the work of government into a number of isolated and self-dependent sections, each pursuing its own needs without any adequate correlation with the rest. There develops a tendency on the part of the units to consider themselves as independent and isolated units. They tend to forget that they are but parts of a bigger whole and regard their own little kingdom as ends in themselves.

Bureaucracy loves tradition and stands conservation. According to Bertrand Russell, bureaucracy everywhere tends to develop “a negative psychology perpetually prone to prohibitions.”

In briefs, maladies from which a bureaucracy can suffer are: arrogance, self-complacency, obsession with rules and routines resulting in ignoring the human side of things, parochial attitude, rigidity in outlook, and indifference to democratic institutions and processes.

Furthermore, the bureaucracy has some other weaknesses as analysed by Polinaidu (2005) to include;

- 1) The search for rationality leads to standardisation, continuity and predictability in its operations. The security leads to unresponsiveness and slow adoption to rapid change.
- 2) Hierarchical structure of bureaucratic organisations discounts the participatory demands of modern democratic society.
- 3) Framework of law makes inflexibility and conservatism
- 4) Bureaucratic value system derives from a simplistic depersonalised and mechanical conception of the nature of man and his needs as well as from the notion of power as synonymous with coercion instead of persuasion.
- 5) Determined rules and procedures offer predictability, but can be frustrating to those who are ambitious and result oriented.

Self Assessment Exercise 2; What are the limitations of the public bureaucracy?

3.3 Ways of Making the Bureaucracy overcome challenges and to become more efficient.

There are several ways in which the bureaucracy can become more efficient and overcome all its challenges; and these ways include;

1- Speedy implementation and execution of policies backed by time bound rules and regulations, and judicial procedures for determining policy. The result will be continuous saving of time and money as against red-tape approach.

2- Procedural protection and the encouragement of participatory management, where all individuals can feel assured that they are part of the making or successes of the organisation and thus put in their best to facilitate speedy and timely delivery of services

3- The immunization of the Bureaucracy from threat to their survival which in itself can be a demerit and a merit. Immunisation gives the office holder certainty of security to pursue and attain organisational goals with the needed zeal and commitment.

4- Encouragement of innovation, which is change-oriented and in line with the current need for organisations who are ready to meet with the changes that happen daily in the society. This enables the bureau to enjoy responsibility for social functions which are normally expanded by societal need.

5- Encourage the public discussion of bureaucratic policies as a panacea to promote accountability and transparency in the actions of government. This approach makes visible to the public what was previously dim and obscure.

Self Assessment exercise 3;

Make suggestions on the ways in which the public bureaucracy problems can be solved.

4.0 Conclusion

The bureaucracy is in no doubt an organised form of administration with certain characteristics such as the formalisation of relationships, a system of rules, authority and hierarchy. This hierarchical arrangement of offices encourages formalisation of routine activities, specialisation and precision.

The bureaucracy though the most practiced form of organisation has its own limitations. For example, a system of determined rules and procedures which might offer predictability can also frustrate those who are ambitious and result oriented. On the other hand, the strict adherence to procedures also exaggerates routine activities leading to time wastage and delays.

However the bureaucratic problems can be handled by encouraging innovations, participatory management and the little allowance for flexibility for the bureaus.

5.0 Summary

We have been able to identify in this chapter the merits of the bureaucracy. These include formalisation of procedures, which helps to cope wastages; routinisation of work which lead to specialisation among others.

The unit also identified the limitations of the bureaucracy, particularly strict adherence to rules and procedures which can lead to frustration to those who are ambitious and result oriented.

6.0 Tutor Marked Assignment;

- Identify and explain five limitations of the public bureaucracy
- Identify and explain five merits of the bureaucracy.

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UNIT 9:

Public Administration (Bureaucracy) and the People

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Unit 9 -Public Administration (Bureaucracy) and the People

1.0 Introduction

The growing use of consultative machinery in advancing the voice of the people is core as a pillar of democracy and good governance. This method is meant to ensure that various viewpoints have been taken into consideration before reaching the decision.

This will also help explain the decision taken by the administration to the non-official or other wise citizens. The method encourages the people to participate in electing the representatives by articulating their demands through these representatives to ensure that policies made are in their best interests. This method of participation is not without its inherent limitations like delay in decisions and operational inadequacies. The secret here is the main trust of this unit on people's participation.

2.0 Aims and Objectives

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

- Explain the main argument for people's participation in administration
- Discuss the ways in which the citizens can participate in the Administration of their country
- Explain some of the problems confronting the participation of people in the administration of their country.

3.0 Main Content

3.1 The Concept of People's Participation in Administration

The need and desirability of mass participation in the political processes of society has been widely proclaimed, time and again, by different writers and philosophers, as divergent in their views as Aristotle and Marx. The entire theory and practice of democratic politics rests on the workability of the notion of an active citizen involvement in the holding and sharing of power and responsibilities of government and public office. The concept of public participation was first operational in ancient Greece where democracy as a form of government originated. In the direct democracies of ancient Greece all important decisions were taken by popular assemblies and the citizens were active participants in the affairs of state. Since then the meaning and content of democracy has both widened and narrowed with the changing nature and role of state. The connotation of democracy has now widened to include the political, social and economic content as well.

Liberty and equality are now the twin goals of a democratic state. Increase in the size and population of modern states has made the operation of direct democracies impossible. Modern democracies now operate on the principle of indirect public participation through representative institutions.

In the modern era of the 'Administrative State' many writers have voiced their concern over the problem of responsiveness of the administrative state to the norms of democratic procedures. To safeguard individual rights and liberties against bureaucratic arbitrariness and increase in people's vigilance and participation in politics is necessary. Modern states should show "concern for individual people in the criteria used in making decisions; as an effort to assign each person needs equal weight in policy deliberations and as an effort to make as broad as feasible the opportunities for people to participate in the decisions that affect them."

Political scientists are unanimously agreed on the fact that the main utility of extensive public participation in politics is to ensure that the vested interests

of the privileged do not prevail over the interests of the majority. To safeguard against such possibilities, adequate measures of public accountability and ventilation of public grievances should exist besides avenues of citizen participation in politics.

Rapid socio-economic development is one of the key goals of most governments, specially developing countries where the administration is involved in the economy in various ways. The government tries to achieve its socioeconomic objectives through the instrument of public bureaucracy, which becomes one of the chief agents of societal change and transformation in these societies. The main problem of administration in developing societies is to reconcile an authoritarian colonial administrative legacy based on a notion of passive political participation to the needs and demands of a goal-oriented administration which needs active public cooperation and support to fulfill main targets of developmental plans and programmes of the government. Without such support, even a well-conceived plan of development is likely to fail. Development administration is administration for the socioeconomic development of the people, by the people and for the people. The ir active cooperation and participation in the planning and implementation processes is vital for its success.

Citizen participation may be used both for support by an agency and as a control device by the law-makers. Participation has both a broad and a narrow connotation. In a broad sense, it implies giving every citizen an opportunity to actively participate in constructive public work (without belonging to any governing or managing bodies), besides the franchise, in a democracy. In a narrow sense, participation would refer to a specific action by which the citizen registers his involvement in public affairs to achieve a particular objective.

Participation may be direct or indirect, formal or informal; it may be political, social or administrative in nature. The effectiveness of mobilized or institutionalized citizen participation in public administration depends on the factors:

- a) With what degree of seriousness the participant body or agency ascertains itself.
- b) Whether public administration consults the body; and
- c) Whether public administration delegates certain functions to that body.

Citizens' participation in administration may take many forms. It refers to all those activities which show the citizen's involvement in the processes of administration, that is, participation in policy formulation and programme planning, implementation and evaluation of policies and programmes meant for development of particular target groups. In developing societies the traditional definition of people's participation (active citizen involvement in the decision-making process) often becomes irrelevant due to lack of time, initiative, and resources of the citizen who fails to show the necessary enthusiasm or cooperation towards governmental programmes meant for his benefit. Therefore, in the second countries participatory activities by citizens have

to be solicited by the government. The state not only plays the key role in attempts at socioeconomic transformation and modernization but also in promoting, what is called institutional participation.

Citizen participation demands certain preconditions, of these; perhaps, the most important are enlightened political leaders, conscientious civil servants and an informed and cooperative general public. Knowledge of mutual problems and difficulties on the part of both officials and citizens is a vital input for successful participation. Participation at all levels – both rural and urban – is a prerequisite for speedy development.

Self Assessment Exercise 1; what is your understanding of people's participation in administration?

3.2 Means of Citizen Participation

Low literacy levels, lack of awareness, poverty and general apathy of the people obviously restrict mass participation in the policy formulation process in India. The citizen can at best, participate in the outlining of directions and policy objectives only indirectly by (a) electing his representatives at the village, block and district levels, to state legislatures, and parliament (b) participation by enlightened citizens in seminars, studies and discussions promoted by political parties, pressure groups, youth forums, universities, voluntary associations; press, planning bodies and government machinery, and (c) by articulation of the needs and demands of people before policy makers and planners through political parties and other institutions.

Citizen viewpoints are also articulated by various agencies such as political parties, pressure groups, press and voluntary associations. Institutional participation refers to the participation of citizens in policy making in government of administrative agencies such as central and state legislatures.

Extensive empirical studies on the nature and degree of citizen's participation in India have revealed that the colonial legacy, social diversity, poverty and illiteracy and the peculiarities of the political process combine to greatly restrict popular participation in the public administration in India. The colonial legacy of limited government by administrative elites stands in the way of the administrators' soliciting extensive public cooperation. Decision-making in all major issues of public policy is monopolized by small politico-administrative elite in India. The social structure is characterized by numerous cleavages along religious, ethnic, linguistic and class lines. Widespread poverty and illiteracy facilitate the dominance of powerful socioeconomic groups in society who monopolized the fruits of development and progress.

With the general passivity and subservience of the masses, it is scarcely surprising that the bureaucracy has become a privileged minority who refuses to share any decision-making power with the people. Community development programmes failed to generate the necessary enthusiasm and rural initiative, and donations in cash and kind were not as forthcoming as

was required to make the movement a success. The fruits of development did not reach the target groups (the rural and urban poor, landless farmers, small artisans, tribal and backward castes) who neither participated in the development programmes nor benefited from them.

The major significance and components of citizen perceptions of administration which are generally considered essential for widespread public participation in development administration are:

1. Adequate citizen knowledge of administrative norms and practices;
2. Genuine public support for the goals, policies and programmes of the government.
3. Positive evaluation of the job performance of governmental officials by the public;
4. Perceptions of the administrative system as sensitive and responsive to the public;
5. Belief in the integrity and honesty of the administrative cadre, rather than a tendency to view it as corrupt or corruptible;
6. Perception of administrators as committed to egalitarian goals and practices;
7. Feelings of efficacy and optimism about citizen action in the political system generally and in the administrative subsystem particularly; and
8. Motivational orientations emphasizing cooperative action with administrative officials in the implementation of developmental goals.

Self Assessment Exercise 2; In what ways can the citizens participate effectively in administration?

All these components are essential for the evolution of a balanced citizen administration relationship, that is, to prevent the dominance or subservience of administration as well as to minimize the ignorance, apathy or helplessness of citizens. Unfortunately, in the present Nigerian context the major components of this relationship are conspicuous by their absence, which in fact is proving to be the main hurdle in widespread and effective public participation in the public administration in Nigeria.

The attitudes of Indian citizens for example towards their government and its administrative officials particularly, are a complex and paradoxical mosaic of support and hostility, of consensus and critique. From 75 per cent to 90 per cent view governmental jobs as prestigious, 90 per cent feel that health and community development programmes are worthwhile, and less than 50 per cent (20 per cent rural) are critical of the job performance of Central Government officials. On the other hand, the majority feels that 50 per cent or more of the officials are corrupt, large proportions (60 per cent urban, 32 per cent rural) say their dealings with officials are unsatisfactory, and being successful in processing their complaints with them are low. Over 50 per cent feel officials in certain agencies are not fair, that the citizen can do little by himself, and from 60 per cent to 75 per cent feel that political pull is important in getting administrative action.

Other studies on citizen-administration relations have revealed various reasons for general mistrust and lack of faith of the public in administration. The reasons for this are:

- (a) Corruption, and unhelpfulness of the bureaucrats
- (b) Indifference to delay in getting the wheels of the administrative machinery in motion
- (c) Citizens' ignorance about procedures and formal rules, and
- (d) Discrimination between the rich and the poor; the rich having easy access to administration, and the general tendency of officials to avoid the poor and underplay their needs and interests.

Citizens become what the leaders make them to be, and administration operates under two forces: leaders; direction from above and citizens' understanding and cooperation from below. Administration is a trustee subject to the watchful eye and the guiding hand of people inside and people below. The emphasis on the public and the administration's relations with it are as important for analysis of bureaucracy as the new techniques for improvement of organizational efficiency.

People's participation in the development process means active cooperation and involvement of the general masses and the targeted public in the various interfaces of the decision-making process in development administration. This calls for their active interests, enthusiasm and cooperation in planning, implementation and evaluation of development programmes at all levels, particularly at the grassroots level. Public participation must become a mass movement, for, it is not only a means to development but in itself a development goal. Public participation is integral to the very process of development, particularly the development of developing democracy like Nigeria.

It calls for both political and administrative decentralization. By establishing institutions of grassroots democracy and of democratic development. Such institutions should be capable of holding elections to the mandated intervals, by developing adequate resources and power to the self-local government institutions, by acceding adequate representation in such bodies to members of weaker sections such as women, scheduled caste and scheduled tribes by compulsory reservation of seats, nomination or co-optation, by eradicating poverty through structural changes in society including more effective implementation of land reforms, increasing production and productivity through modernization, science and technology, generation of employment opportunities and providing a purposeful relevant education to our children and adults and inculcating national unity.

3.3. Problems of People's Participation in Developing Countries

The degree and extent of people's participation in the administration of developing countries like India is greatly conditioned by the basic nature and operational peculiarities of administration during the colonial period, when maintenance of law and order and revenue raising were the prime considerations of administration. The administrative apparatus and functions

were then to a great extent, autonomous and accountable to the public. Public participation neither existed nor was solicited by the government. In the authoritarian and unegalitarian political and administrative in which colonial administration functioned, the benefits of administration accrued mostly to the upper and the privileged classes of society. In terms of methods of operation administration was essentially coercive, formal and procedural.

After independence with the adoption of the goals of a social welfare state, the key responsibility for rapid socioeconomic progress and modernization was undertaken by the state, which sought to implement them with the help of public bureaucracy. With the beginning of the process of planned development in India the planners and administrators have repeatedly stressed the need to involve the masses and solicit their cooperation in the tremendous challenge of development administration. To shake free the inertia of the masses that had hitherto been only used to being passive recipients of government aid the government sought to create an institutional infrastructure to promote popular participation. Community development programmes were introduced mainly to solicit popular participation in the development administration of the government. The community development programme was a method of soliciting community participation to assist the government authorities in improving the economic, social and cultural life of the people in the rural areas.

The y include encouraging the village people to become self-reliant, responsible citizens, capable of participating in socioeconomic development and nation-building by proper utilization of the scarce resources, adoption of modern agricultural methods and practices. Utilizing the free time of the village residents in useful community work; extending the principle of cooperation to make the rural families credit-worthy; launching a multi-pronged attack on hunger, disease, squalor, ignorance and idleness and upgrading the social status of the village teachers and assisting them in development programme.

In short, the essence of the concept of rural development is the all round development of the village community with the efforts of the people themselves. Such participatory system was introduced to operationalise the concept of democratic decentralization and devolution of their areas. The need for citizen participation in the plan formulation and implementation processes have also been repeatedly stated in the objective of for example India's Five-Year Plans, the recurring theme of which is to bring about the social, economic and political development of the Indian masses with the active inspiration, participation and involvement of the masses themselves in the development programmes.

Self Assessment Exercise 3; Explain some of the problems affecting citizen's participation in administration.

4.0 Conclusion

The concept of people's participation in administration has been widely proclaimed time and again. This is so because the entire notion of democratic politics rests on the workability of active citizen's involvement in the holding and sharing of power and responsibility of government and public office. The system of citizen participation promotes liberty and equality, encourages the people's voice, their concerns, and promotes the interest of the majority and to safeguard accountability and ventilation of public grievances.

The citizen's participation can be formal or informal, direct or indirect, and it can take so many forms from policy formulation and policy evaluation all aimed at promoting good governance and speedy development.

There are certain problems that have inhibited the participation of citizens ranging from lack of awareness, poverty and general apathy of the people. But most importantly, they can overcome these problems by electing their representatives at the local, state and national level, participate in enlightenment programmes, joining and actively participating in political parties and institutions.

Therefore the people themselves need adequate knowledge of administrative norms, genuine support for the public goals and positive evaluation of government efforts. It is also important to beware that over the years these citizens' efforts have been threatened by corruption, citizen's ignorance and discrimination. Thereby making the citizens to become what the leaders want thereby denying them the benefits of participation and development.

5.0 Summary

We have been able to discuss in this chapter the concept of people's participation in administration as core to the promotion of development and as a means of ensuring accountability in governance. The unit also explained the means of ensuring the participation of the citizens in administration either formal or informal.

It is quite clear from our explanation that the participation of the citizens is not without its problems, but most importantly the advantages of participation far outweighs the problems that have limited the effective utilisation of this means.

6.0 Tutor Marked Assignment;

- Identify and explain the means of citizen's participation in Administration.
- Discuss the significance of people's participation in the Administration of its country.

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UNIT 10:

THE MEANING OF THE CIVIL SERVICE, SIGNIFICANCE AND MODERN TRENDS.

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Unit 10 ; The meaning of the civil service, significance and modern trends.

1.0 Introduction

The civil service is popularly referred to as the bureaucracy in most countries particularly Nigeria. This is because countries that have tried to adopt this system in the running of its administration believe is the best form in which large organisations can be organised. This is why we want to in this unit look at the origin of the civil service and its meaning. We will also explain the significance of the civil service in the day to day running of organisations.

The unit will explain the recent trends in the civil service to enable you have a good footing for the subsequent module on the civil service in Nigeria.

2.0 Aims and objectives

At the end of this unit, you will be able to;

- Explain the origin of the civil service
- Explain the significance of the civil service, and
- outline the modern trend in the civil service discuss.

3.0 Main content

3.1 The meaning of the civil service

The term ‘Civil Service’ coined by the East India Company, has come to signify non-combatant branches of the administrative services of the state. The credit for coining the term “civil service” thus goes to India. The East India Company (1600- 1858) had its employees who were called servants. Those servants who were working on the civil side in contrast to those employed for military including naval duties were called ‘civil servants’, and the term was formally adopted in the year 1785.

The Oxford English Dictionary defines the term as ‘The permanent professional branches of state administration excluding military and judicial branches of state administration and elected politicians. The term has holders of political or judicial offices, who are employed in a civil capacity, and whose remuneration is paid wholly and directly out of monies voted by parliament.

An analysis of this definition shows that the term excludes persons in defence forces, persons holding political or judicial offices, and persons who work for government in an honorary capacity or are not paid out of public revenues. In brief, the civil services are a “professional body of officials, permanent, paid and skilled. Of late a new category has been added to the civil services, namely industrial workers. A sum or more or more enterprises industrial and commercial come under public sector, the number of such workers increase.

Herman Finer has classified the British civil service into three categories – Administrative, Technical and Manipulative. The administrative officers are occupied in the general task of helping in the formulation of policies and executing them. The technical officials lend the aid of specific scientific knowledge and training, like doctors and engineers. The officials also belonging to manipulative category execute or derse hand down by the first two are classes by common physical activity. It is necessary here to point out that the two terms ‘civil service’ and public service are not interchangeable. A civil servant is a public servant but a public servant is not necessarily a civil servant. Similarly, judges are public servants but are not civil servants. Public servants are those who receive their salary from taxpayer's money but those who work on the civil side (not judicial and military side) are civil servants.

Self Assessment Exercise 1;

What do you understand by the term ‘civil servant’?

3.2 The Significance of the civil service.

The importance of civil service in the modern government has been succinctly explained and time and again it is believed that, “The work of the government would never be done if there were only the secretaries of state and other

heads of departments, the presidents of boards, in other words, the minister – to do it.

The se people cannot be expected to collect taxes, audit accounts, inspect factories, take censuses, to say nothing of keeping accounts, delivering mail, and carrying messages. Such manifold tasks fall, rather, to the body of officials and employees known as the permanent civil service.

It is this great body of men and a woman that translates law into action from one end of the country to the other and brings the national government into its public eye than the ministry; this army of functionaries is necessary to the realization of the purposes for which the government exists.

Self Assessment Exercise 2; What is the significance of the civil service?

3.3 Modern Trends in the Civil Service

Six main trends are visible in the civil services of any countries in modern times

- (1) Rapid growth in numerical strength;
- (2) Growing diversification by the employment of more and more scientists and technologists;
- (3) Continuous extension in the powers of the civil service;
- (4) Shift from negative to positive work;
- (5) Changes in the traditional concept of civil service neutrality; and
- (6) Increasing emphasis on morale and professional standards.

A dynamic personnel administration has to devise means to cope with the problems created by these trends. We shall now discuss the trends one by one.

Numerical strength: We are all familiar now with Parkinson's Law or the Rising Pyramid of Bureaucrats. Parkinson's researches point to an average increase of 5.75. Percent per year of civil servants in most countries. The following statistics regarding growth in the civil service in Britain, in the U.S.A. and in India will illustrate the point.

The following figures show the growth of the non-industrial civil service in Britain during 1797 and 1988.

Year	Staff
1797	16,000
1914	281,000

1918 418,000	
1934 370,000	
1945 701,000	
1957 637,423	
1973 422,400	
1988 530,300	

In the case of the United States, we find that in 1817, when Monroe was inaugurated as President, federal employees numbered no more than 6,500. When President Eisenhower took his second oath of office in 1957, the number of federal civilian employees had swelled to 2,300,000. Thus employment at the end of May 1957, totalled 2,281,238 with about one-half employed in the defence establishments.

As regards India, the number of central government employees on April 1, 1948, was 14.45 lakhs. The number rose to 17.73 lakhs in 1957, as reported by the second Pay Commission. According to the fifth pay commission, the central government employed 38.76 lakhs in 1994. The following table shows the bureaucratic growth in the central Government.

Positive Nature of the civil service. A great change has taken place in the approach to the civil service. The old negative approach has given place to positive one. The 19th century concept of the civil service was negative in two ways. In the first place, the government being based on the laissez faire philosophy, the functions of the civil service were largely preventive in nature. Secondly, the main concern of the personnel administration was with safeguarding the rights of the public servants and protecting the civil service from the evils of patronage and 'spoils'. Today, a more positive theory of personnel administration has come to the forefront which believes in creating positive motivation among officials which would enable them to give in their best to the public service. The aim is to make public officials competent, loyal, satisfied and interested. A new type of administrator is called for if our planning is to be a success.

The new administrator has to be action-minded to the point of even becoming aggressive to push the schemes through; human relations oriented i.e. caring more for the people than for the regulations and procedures; dynamic i.e. not content with merely pushing the files; public-spirited, i.e. yearning always for the public interest; and persuasive, i.e. able to win public approval, consent and cooperation. The civil servant can no longer command the people; he has to persuade them and win their consent.

Civil services neutrality: One of the important traditional virtues of civil service has been its neutrality. In the words of the Masterman Committee, "The characteristics which have long been recognized in the British administration and extolled as a special virtue is his impartiality, and, in his

public capacity, a mind unhinged by political prepossessions. The main ingredients of the British concept of civil service neutrality may be listed as : (i) public confidence in the freedom of the civil service from all political bias; (ii) ministers' confidence that promotions and other rewards do not depend upon political origins or partisan activity but on merit alone. The American concept of civil service neutrality, as described by the Hoover Commission, is :

- They should keep clear of all political activity; preserve their neutrality in matters of policies.

- This means that they must avoid such emotional attachment to the policies of any administration that they cannot accept, change and work in harmony with new leaders.

- Senior civil servants would necessarily refrain from all political activities that would affect adversely their ability to perform the irrefragable duties faithfully, or that would tend to identify them personally with a political party or its policies.

- The traditional concept of neutrality, however, has been challenged on many grounds. In the first place, the concept is based on a belief in 'politics, administration dichotomy'. 'Now, the traditional idea of ministers or political executive to that of collaboration with it. Policy formulation, today, is an all pervasive process and a cooperative endeavour.

One of the most important aspects of civil service neutrality is the position in respect of political activities by civil servants. The problem involved here is that of striking a balance between two conflicting interests. (i) in a democratic society it is desirable for all citizens to have a voice in the affairs of the state and for as many as possible to play an active part in public life, and (ii) the public interest demands the maintenance of political impartiality in the civil service and of confidence in that impartiality as an essential part of the structure of Government.

Note: Different categories of public employees.

The term 'public employees' includes employees of the central and state governments, officials of local bodies and industrial workers. A new category has now been added in the form of the employees of public enterprise. Let us, now, take a brief look at the position obtaining in certain important countries in other parts of the world and then analyse the position obtaining in India.

A 'restricted' category which is denied all political rights except voting and passive party membership. However, even to these permission is to be given to the utmost extent possible to take part in local government and political activities in the local field, subject only to the condition that they would act with moderation and discretion, and that they would take care not to involve themselves in matters of political controversy, which are of national rather than local significance.

Self Assessment exercise 3; List and explain the modern trends in the civil service in recent times .

4.0 Conclusions

The civil servants are referred to the permanent professional branches of state administration excluding military and judicial branches of state administration and elected politicians. The term has holders of political or judicial offices, who are employed in a civil capacity, and whose remuneration is paid wholly and directly out of monies voted by parliament.

The qualities to be looked for in civil servants are brains, personality, effectiveness, judgment, integrity and human sympathy. The whole blended into a sane and balanced individual by a process of education. The sequential qualifications help them to better cope with the rapid growth in numerical strength in the sector; Growing diversification by the employment of more and more scientists and technologists; Continuous extension in the powers of the civil service among others.

Considering the importance as a body that translates laws into actions in a dynamic personnel administration, it has to devise means to cope with the problems created by these trends.

5.0 Summary.

We have been able to explain in this unit the meaning of the term civil service and who constitute a civil servant. They are a professional body of officials who are paid, tenured and skilled and it excludes the military and elected officials.

We also explained that these civil servants are responsible for doing the work of government which include collection of taxes, auditing of accounts, and carrying messages among others.

The civil servants in modern day have certain visible trends. Some of which include the growth in numerical strength, shift from the negative to the positive work and the promotion of professional standards.

6.0 Tutor Marked Assignment;

- Explain the term civil service and clearly explain the categories referred to as the civil servants
- List and explain the trend of the civil service in a modern world.

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MODULE 3:

UNIT 11:

THE NATURE OF THE CIVIL SERVICE IN NIGERIA

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MODULE 3:

Unit 11 -The Nature of the Civil Service in Nigeria

1.0 Introduction

In a broad sense, public Administration refers to the art and science of managing governmental affairs. It denotes the means, arrangements and processes by which policies, programmes, purposes and goals of governments are fulfilled. Public Administration takes place at all levels of government- Local, National and International. It is a body of officials who are concerned with the organization and functioning of governmental administration in a state that is, the civil service state.

The civil service designates the entire body or specialised part of the executive arm of government whose primary responsibility is the implementation of the policies and programmes of the government.

The employees of the government who carry out these functions, that is administrative and executive duties are called civil servants. A British scholar defines them as those servants of the crown, other than holders of political or judicial offices, who are employed in the civil capacity and whose remunerations is paid wholly and directly out of monies voted by parliament.

2.0. Aims and Objectives

At the end of this unit, you will be able to;

- State and explain the origin of the Nigerian Civil Service
- Explain the peculiarities that came with the expansion of the civil service
- State and explain the functions of the civil service
- State the role of the civil service in national development
- State how the civil service performance is measured
- And explain the ideals of the civil service.

3.0. Main Content

3.1 The evolution of the Civil Service in Nigeria

The civil service in Nigeria is a colonial heritage of public administration. During colonial rule, the upper echelon of the civil service was dominated by Europeans on who were concentrated executive, judicial and legislative powers. What became a major attempt in establishing a central public service emanated from the acceptance of the Nigerianisation Report of 1st January,1949.Later a caretaker central Public Service Commission was constituted on 3rd May,1952 under the provision of Section 169 of the Nigeria Order-in-Control(Constitution) of 1951.

The Federal Public service (Civil service) was established on the 1st of April, 1954 through a provision under section 174 of the Nigeria Order-in-Council of 1954.

Thus, this could be regarded as the genesis of our present day civil service. And with the evolution of the modern state and the adoption of the concept of separation of powers, the civil service emerged as an organ of the executive responsible for advising the executive on policy directions and the implementation of decisions.

- The civil service is thus in this light is suppose to assist the government in the formulation of policy by providing the necessary data.
- To implement the decisions, that is the approved policies of government without fear or favour
- To ensure that when advising government, the civil servant sets out the wider and more enduring considerations against the exigencies of the moment so that the conveniences of today does not become the embarrassment of tomorrow.

Self Assessment Exercise 1; Explain the evolution of the civil service in Nigeria.

3.2 Definition and composition of the public service.

The public service refers to all organisations that exist as part of government machinery for implementing policy decisions and delivering services that are of value to citizens. It is used to describe a service rendered by government institutions to the public for the promotion of the common good. It is a mandatory institution of the state under the 1999 Constitution of the Federal Republic of Nigeria, as outlined in chapter VI of the Constitution under the title: Executive, Part 1(D) and part II (C) which provides for a public service at the Federal and state levels of government.

The public service in Nigeria comprises the following:

1-The civil service often referred to as the core service consisting of line ministries and extra-ministerial agencies.

2-The public bureaucracy, or the enlarged public service, made up of the following:

- a) Services of the state and national assemblies
- b) The judiciary
- c) The armed forces
- d) The police and other security agencies
- e) Paramilitary services (immigration, customs, prisons, etc)
- f) parastatals and agencies-including social service, commercially-oriented agencies, regulatory agencies, educational institutions, research institutions.(Public Service Reforms,1999)

3.3 The structure of the civil service in Nigeria during the colonial era.

The structure of the civil service during the colonial era was that of a central Agency responsible for managing various governments functions into departments i.e. Public works, Treasury, Trade, e.t.c. The major purpose of government then was the provision of security and limited social services. These were provided timely and efficiently. However, with the attainment of political independence in 1960 and the eventual transition into a Republic in 1963, these departments transformed into ministries and Extra Ministerial Establishments with greater responsibilities. This was the position until 1967 when the Nigerian civil War commenced.

With the end of the Civil war in 1970, there emerged the period of the oil boom that gave Nigeria sudden wealth through multiple foreign exchange earnings on the sales of crude oil. Nigeria also was confronted with the problem of rehabilitating its war devastated economy. In an attempt to do this, the Policy of Reconstruction, Rehabilitation and Reconciliation was introduced.

This meant;

- Increase in government responsibilities
- Increase involvement of government in the provision of social and economic services
- Diversification, expansion and erection of new infrastructures, such as roads, schools, hospitals, industries and housing, e.t.c.

This resulted in the expansion of government Ministries and the creation of so many extra-Ministerial Establishments, some of which became branded parastatals. These parastatals were largely the creation of the military and they were often made through Decrees that granted them enormous autonomy in the management of their day to day functions.

Consequently, by 1999 when the last military regime left office, the Federal Public Service consisted of about 26 Ministries and over 400 Extra-Ministerial Departments and Parastatals. They were divided into two categories ;The civil Service with a workforce of about 273,392, while the Extra-Ministerial Departments/Parastatals had a work force of about 1.8 million. The public service then had a total workforce of about 1,433,392 Public Servants, servicing a growing population of 120 million people up-till the year 2003, when its recent reforms commenced. Only 26% of these workforces were civil servants under the control of the Federal Civil Service Commission.

Since then the population of the civil servants increased and the number of ministries and parastatals grew considerably. A peep into the distribution of these government Agencies called parastatals indicated that the Federal Ministry of Health had 77 of them, Federal Ministry of Science and Technology had 40, Federal Ministry of Education had 41, Federal Ministry of Agriculture had 34, while the Federal Ministry of Power and Steel had 27 to mention a few.

The result of this growth reveals some facts, that;-

- 1-Managing these parastatals had become a problem
- 2-Most of them were either over-bloated, or not properly staffed
- 3-There was duplication in the mandate/Functions
- 4-They were unable to provide timely and efficient services for which they were set up
- 5-They became a major source of waste of public funds
- 6-They became cesspit of corruption, resulting in the over-bloating of contracts, loss of public confidence and great out cry for something to be done urgently.

Self Assessment exercise 2; What are the major challenges that came with the growth and expansion of the civil service?

3.4 Characteristics of the Nigerian Civil Service

The civil servants are servants of the government. They are found in various ministries of government, headed by political heads called ministers or commissioners. They are responsible for planning, advising on and implementing policies not for making them. The term civil servant cover the official's of local government and public corporations. The definition also excludes holders of political office, ministers, and holders of judicial office and members of the armed forces. A general term which embraces the officials in both the civil service and those in the other government services is public servants.

Members of the civil service recognise themselves as belonging to a unified service. A number of factors contribute to this idea of unification. These are outlined below:

1. Recruitment follows similar line throughout the administration and is governed by a single body-the civil service commission.
2. General control is exercised by the treasury. This is done through its supervision of the recruitment, promotion and training of civil servants. The treasury also keeps the records of all members of the administrative class.
3. Arrangements are made by the cabinet office for the coordination of the activities of the ministries.
4. The idea of a single civil service is fostered by the establishment of common professional and social institutions.

Furthermore, the civil servants are encouraged to join their staff associations, which all have professional, cultural and recreational features. These are:

- a) Permanence
- b) Neutrality
- c) Anonymity and
- d) Impartiality.

Permanence

Civil servants are career government employees, rated and employed under a merit system in which the principle of Federal character is also applied. Their jobs are tenured, that is permanent, in contrast to those of political appointees which start and end with the individual administrations i.e. elected political office holders. The continuity of the civil servants job helps administration in carrying out government policies effectively. Governments come and go, but the civil service remains.

Neutrality

This is the basic concept underlying the civil service system. The philosophy is that civil servants are politically neutral and will remain loyal and dedicated to the ruling party of government of the day. They are expected to perform their duties without showing favour or sympathy to any party or group.

Civil servants are not allowed to engage in partisan politics. Although they may belong to political parties and vote at elections as citizens demonstrating their civic rights, but their views should not affect the loyalty with which they serve governments of the day. Those who are interested in partisan politics are required by the civil service rules to resign their appointments from the service.

Such political neutrality is necessary to retain public confidence in the administration and to prevent the victimisation of known political opponents. When there is a change of government, no civil servant is dismissed merely because his political views are contrary to those of the new government.

Impartiality

This refers to the principle that the civil servants are expected to serve all parties fairly, showing no bias or favour to any particular groups or party. To ensure that no doubts is cast upon their impartiality, civil servants may not write or speak on controversial public issues. Under the official Secrets Act information gained by civil servants in the course of their duty must not be divulged.

Anonymity

Civil servants are not held responsible in relation to the discharge of their duties. They do not receive any praise or blame for any good or defective policy. Ministers are constitutionally responsible to the presidency for all the acts of the officials of their departments done in the course of their duties. In some cases, ministers may be forced to resign their appointments for any defective policy designed by civil servants under them. It is the convention that no mention should be made in the House of Representatives, of a minister's permanent subordinates (That is, the civil servants), either by way of praise or of criticism.

3.5a Functions of the Civil Service

1-The civil service assist in the formulation of policy. The political head i.e. the minister or commissioner looks to his career officials to provide them with expert technical and administrative advice. While the minister is ultimately responsible to the cabinet and legislature for his/her departments, they must depend considerably on the experience and wisdom of senior civil servants i.e. the permanent secretary, directors, deputy directors and assistant directors.

2-The civil servants are in charge of the administrative machine. They give the necessary directives which put the decisions of government into effect. Once

government policies are known, the higher civil servants ensure that the policies are implemented.

Self Assessment exercise 3; Explain the following features of the civil service;
Permanence; Neutrality; Anonymity; and Impartiality

3.5 b Role of the Public Service in the Growth and Development of Nigeria.

The role of the Nigeria Public Service as a Bureaucracy include;

- The formulation, sustenance, Transformation and realisation of government objective within the realms of our polity and the international Community.

- They are also involved in institutional transformation and infrastructural development

- Development of Human resource capacities

- Delivery of required services

- The Management of our environment to mention a few.

3.5 c Functions of the civil service in modern time.

The duties of the civil service today are many and varied and include;

- 17- advice to ministers on all matters of policy;

- 18- supervision of all aspects of the government scientific research;

- 19- Carrying out the social service; and numerous routine functions, like collecting taxes, keeping accounts and selling postage stamps.

The public officials, today, perform various kinds of functions.

- 1- Their first function is the implementation of government's policies.

- 2- Secondly, they have quasi-legislative (delegated legislation) and quasi-judicial (administrative adjudication) functions.

- 3- Thirdly at the higher level, they advise the political executive on policy matters.

- 4- Fourthly, public relations have become an important part of official duties. In addition, the officials, in certain positions, are expected to explain the government policy to the people and to win their cooperation in its implementation.

All these functions of the public officials are exercised in the context of parliamentary democracy in India, and he is accountable directly to the political executive and indirectly through him to the people.

3.6 Measuring the performance of Public Service

The Performance of the civil service can be measured through the established criteria on global minimum standard for measuring the performance of state bureaucracies and capacities. These are:-

- Demonstrable ability and capacity to deliver goods and services to the people of Nigeria in cost- effective, efficient and timely manner,
- Existence of state institutions that are guided by high ideals of the public service in carrying out their mandates in a fair, equitable, transparent and accountable manner,
- Perception by the citizens that the state institutions are respectful of citizens rights, interest and generally demonstrate respect for the laws of the land.
- The legitimate use of physical force and coercion,
- Safe and secured environment that allow citizens to carry out their daily routines without fear, encumbrances and hindrances other than those imposed by law,
- General perception that justice is dispensed justly, fairly, equitably and in a very timely manner
- And legitimate enforcement of laws. Rules and regulations that is not selective or perceived to be tainted with bias.

3.7 The role of the civil service in national development include in the areas of:-

- Strict obedience to the rule of law and due process.
- Political and economic stability of the country
- Sustenance and integration of our rich cultures
- Maturity Capital and financial Markets
- Cooperate governance
- Availability of core competence
- Favourable investment climate

The civil service in the word of Amb Ahmed Al-Gazali chairman of the civil service commission in 2007, said Nigeria has taken a lot of giant strides in the development of the country, while apportioning failures where necessary. These moves are as follows;

- 1-The sustenance of the Nigerian nation as an entity, as well as it's unity in diversity, is a bond which the civil service nurtured, despite deep ethnic and cultural diversities of the component units.
- 2-Through the instrumentality of the civil service bureaucracy, the colonial creation known as Nigeria in 1914,became transformed to the present 36 states structure of a federal system of government in response to the yearnings and aspirations of the multi-ethnic groups that constitute the Nigerian State.
- 3-During the colonial era and immediately before Nigeria independence in 1960, the purpose of the service was the provision of governance for revenue collection, provition of security and limited social services, such as health care, education, sanitation and pipe born water in selected cities of the country, these was provided by the public works department, health department, education department e.t.c to a limited population who then constituted the elites.
- 4-With the attainment of independence and the emergence of oil boom in the 1970's,the civil service was able to provide expansion in its scope of activities in the areas of construction of new infrastructures,education,health,housing,agriculture,other social services and increase in national income, as well as per capita income.

5-Government and in particular through the civil service was a bureaucracy was able to attain visible strides in the expansion of state capacities to provide for its citizens literacy level, more colleges and universities were built, several thousands of kilometre roads were constructed including new airports and aerodromes, human capital development were vigorously pursued, new cities were developed and conscious urban renewal efforts were made.

He explained further that the civil service was able to perform these functions effectively because;-

-The civil servants were assured of the fact that their political bosses would not get at them for taking the right and correct actions that might not be politically correct or palatable to the powers that be.

-In Britain for example, this type of protection for the civil servant was guaranteed with the institution of public service commission which was introduced in the country in 1853, but in the United States of America, the political executive controlled the power of recruitment, promotion and discipline in the public service. The system which emerged in the United States became known as the "Spoils or patronage" system as opposed to the "merit system" in practice in Britain of, which we inherited at independence.

4.0 Conclusion

The civil service during the colonial era was strictly driven by the observance of efficient and dynamic rules and regulation to enable it perform its primary responsibility; which is the protection of life and security. Its evolution can be traced to the Nigerianisation report of 1st Jan, 1949 to the order-in-council of 1954.

As an organ of the executive, it is responsible for advising the executive on policy directions and implementations. In Nigeria it comprises of the public bureaucracy, parastatals and agencies.

The scope of the civil service in Nigeria increased significantly with the oil boom of 1970's to include the provision of social services, which led to the establishment of several departments and parastatals that have to cope with the expansion and increased responsibility.

There are certain features of the civil service which have come to define its existence; Permanence; Neutrality; Anonymity and Impartiality. These features aid in the civil service in the performance of its functions particularly in the modern world; quasi legislative functions and public orientation functions. But most importantly, their performance can be measured in terms of ideals, perceptions, observance of laws and due process.

5.0 Summary

We have been able to look at the origin of the public service in Nigeria and their functions from the colonial era to the present day. The civil service in the past performed very limited functions in terms of providing security and safety of life. But with the oil boom of the 1970's, its functions enlarged to include the provision of social services and quasi-judicial functions.

6.0 Tutor Marked Assignment;

- Identify and explain the modern functions performed by the civil service in Nigeria.
- Describe the means in which the performance of the public service can be measured.

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UNIT 12:

THE CIVIL SERVICE REFORMS

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Unit 12-Civil Service Reforms

1.0 Introduction

Various countries reform their civil service from time to time in line with particular needs of such countries. It is therefore, difficult to generalise about reforms in civil services. Africans

have demonstrated a great passion for revising and reorganising the structural bases for their governments. This has been brought about by the natural desire to render government more efficient and also accommodate the new services expected by the public. Demand for these change have been promulgated under the title of reforms and in many instances the need for reforms have been supported by logic and practical needs.

The problem at hand is if these reforms have resulted into the anticipated benefits.

Note; The willingness to engage continually in experimentation in this field is evidence of ongoing operational inefficiencies and a faith that more suitable combinations may one day be found. However, the mere legality or constitutionality of administrative action does not guarantee acceptability by the public.

We shall, therefore, limit ourselves to the 1988 reforms of the civil service in Nigeria. This is because Nigeria had it's major civil service reform referred to as the Dotun Philips Civil Service Review Panel in that year, though the committee for the review was set up in 1985 by the Federal government. We shall make further attempts to itemise other reforms in terms of their contents for comparism purposes.

2.0 Aims and Objectives

At the end of this unit, you will be able to;-

- State the reasons behind the civil service reforms in Nigeria.
- Identify and explain the main content of the civil service reforms.

3.0 Main Content

3.1 Conceptual definition of the Civil Service Reforms

Reforms connote a deliberate and planned change. It refers to any intervention which is aimed at producing fundamental change in the public service in it's conduct and operation. Examples of such interventions are administrative actions. While they may produce short term quantitative improvements, public service reform is a systematic intervention aimed at improving the structure, operations, systems and procedures of the public service to enable its transformation as a multi-faceted agent of change, and as in our case Nigeria, as a veritable instrument of national cohesion and socio-economic development.

Reform is neither a quick fix nor a random injection of solutions. Reform is a sustained process that is people-focused based on the realisation that while it's target is the people, it's tool for achieving the desired change is also the people, an aspect of good governance we talked about earlier.

3.2 The principle underlying the public service reform.

The principle underlying past and ongoing reforms of the public service are that:

- 1-The Nigerian Public Service is crucial but deficient;
- 2-The public service faces enormous problems and challenges which must be addressed;
- 3-A reformed service is key to meeting the development challenges of the 21st century;

4-Nigeria's dream of a better future can only be realised by modernising the machinery of government-the public service;

5-Reform provides the platform for applying a combination of strategies and approaches to resolve the crisis of governance and undevelopment.

6-It is aimed at reinvigorating the public service and revitalising it.

7-The need to halt the erosion of public confidence in government and fulfil the heightened expectations of the citizenry in the delivery of democratic dividends.

8-Pressures arising from regional and global development initiatives.

9-Pressures from international development partners for reforms as conditionality for winning their support and for access to their grants.

10-Emergence of civil societies exerting additional pressures on government to adhere to tenets of good governance.

Self Assessment exercise 1; what are the major principles underlying the public service reforms?

3.3 Chronology of Administrative Reforms to Re-invigorate the Public Service.

Successive administrations in Nigeria instituted various administrative reviews and reforms to reinvigorate the public service, some of which predated Nigeria's independence. From 1945 till date, the initiatives range from installing more appropriate structures and conditions of service to issues of improving the efficiency and effectiveness of the service and lately ensuring service delivery improvements. The salient features of each initiative are listed below:

1-Tudor Davis Commission, 1945;

-Reviewed wages and general conditions of service.

2-Harragin Salary Review Commission, 1946;

-Reviewed wages and general conditions of service; and

-Divided the civil service into senior and junior service (2 distinct compartments)

3-Gorsuch Commission, 1951;

-Reviewed Remunerations and structure of the service, noted absence of viable middle category and created 5 main grades.

4-Hewn Committee, 1959;

-Proposed integration of Ministries and Departments

-Defined the roles and functions of Permanent Secretaries

5-Mbanefo Salaries and Wages Commission, 1959;

-Reviewed Salaries and Wages.

6-Morgan commission, 1963;

- Reviewed salaries/wages of junior staff of federal government and private establishments
- Introduced for the first time the minimum wage in Nigeria on geographical basis.

7-Elwood Grading Team , 1966;

- Examines anomalies in the grading of the posts to proposed uniform salaries for officers performing identical duties.

8-Adebo Salaries/Wages Commission, 1971;

- Proposed establishment of a public serviced review commission to examine: the role of the public service commission; structure of the civil service; conditions of service and training agreements.**

9-Udoji Comm ission.1972;

- Focused on the issue of increasing efficiency and effectiveness within the context of meeting the challenges of a development oriented society;**

- Introduce a new conception of management which is results oriented, concentrating attention and resources on identified priority action;

- Introduced open Reporting System for performance evaluation;

- Established a unified Grading and Salary Structure covering all post in the service; and

- created a Unified senior Management Group for Administrative and professional Cadres for central management of career.

- Recommended a new single public service staffed and led by professionals and officers possessing the requisite knowledge and skills who can apply the acquired knowledge and skills in establishing goals and achieving targets.

- Underscored the need for every public service manager to be trained in project management, management by objective and programme budgeting.

- Recommended the adoption of project management as a tool for interministerial task execution for broadening of skills and competences and ensuring better integration of government services.

- Recommended more delegation of human resource management functions to ministries, Departments and Agencies.

- Recommended decentralisation of machinery for staff consultation and negotiation.

- Recommended speedy treatment of disciplinary cases arising in the face of complicated disciplinary procedures and canvassed for the recognition of civil service.

- Recommended the institution of an ombudsman at the federal and state levels for reviewing administrative decisions which are considered unjust.

Self Assessment Exercise 2; What are the major components of the Udoji's Reform of 1972?

10- The Dotun Philips 1988 Civil service reforms

The element of the 1988 civil service reforms are;-

1-The minister not the permanent secretary, becomes the chief executive and accounting officer of his ministry. If there were anything suspicious about payments to be made by the minister as the chief accounting officer, the auditor general was empowered to alert the president to warn the minister about the possible misappropriation for which the minister would be liable or responsible. This was to ensure proper accountability.

2-The permanent secretary was now called Director- general and his appointment was entirely political i.e. he would retire with the government that appointed him. He might, however, be reappointed by a new administration. Any one so appointed had the right to reject such appointment and remain in service if he did not wish to retire.

3-Another result of the reform was the professionalization of ministries. Each officer made his career in the ministry or department of his choice. The system of centralised pooling of administrative, executive and clerical officers was discontinued. Each civil servant spent his entire career in a ministry, thus ending the inter- ministry transfer of officers.

4-Each ministry was responsible for the appointment, discipline and promotion of its staff, under the general guidelines provided by the Federal Civil Service Commission. The Federal Civil Service Commission was given the power to appoint staff from grade level 07 to Grade Level 10; the ministries appointed officers of Grade level 11 and above in their departments.

5-By virtue of the reform, the Federal Civil Service Commission:

- a) Spelt out the responsibilities of the employees of the ministries;
- b) Monitored the ministries to ensure compliance with the guidelines and general existing civil service rules;
- c) Served as an appellate body on all personnel matters and kept records of employees of the entire civil service;
- d) Trained civil servants, with emphasis on specialisation and professionalism
- e) Reviewed the organisation and method, grading and pay, and general management services of the entire civil service; and
- f) Managed the pension scheme, pending the reorganisation of the civil service pension scheme.

6-The horizontal structure of the civil service was based on three departments:

- a) personnel department
- b) finance department
- c) planning department

A ministry may have five additional operations departments for handling of its basic functions. The total number of departments must not exceed eight.

A vertical structure in a ministry, designed to further professionalism and specialisation, consisted of divisions, which could be broken down into branches. These branches could be further broken into specialised sections.

7-each ministry set up its own personnel management board, with its committees. Its composition must be shown a fair geographical spread. The principle of Federal Character was applied in the recruitment of officers from GL 07 to 10. Merit was the criterion for promotion of officers from GL 07 to GL 10. From GL 11, promotions became political. The civil service commission, however, remained an appellate body for an aggrieved or dissatisfied officer.

8-The central bank and the ministry of budget and planning were located in the office of the president, while the productivity, prices and incomes board was located in the ministry of finance and economic development.

9-The office of the head of service was abolished at the federal level. The secretary to the government remained wielding considerable undisputed political and administrative powers.

Following the restoration of democracy in Nigeria on May 29th, 1999, the civilian government of President Olusegun Obasanjo quickly overturned the 1998 civil service reforms –to the relief of Nigerians. With this action, the full functions of the civil service commissions were restored. Other significant effects of the reversal were that:

- 1-The office of the head of service was restored.
- 2-The title permanent secretary, was restored, (in place of the Director- general) and the position was entirely insulated from politics.
- 3-The permanent secretary become, once again, the chief executive officer of his ministry
- 4-The so-called professionalization of ministries was discontinued, with the restoration of centralised pooling staff.
- 5-Merit was fully restored as the criterion for the promotion of officers at all levels. (Oyediran et-al, 2005:117/118).

11-The Ayida Review Panel, 1995;

-Recommended the abrogation of the Civil Service Reorganisation Decree No.43 of 1988 and a return to the status quo.

Self Assessment Exercise 3; What are the measure components of the 1988 Civil service reforms?

4.0 Conclusion

We have been able to analyse in this unit that reform is a journey not a destination, which requires careful planning and diligent implementation. This is because the public service is

very important as an instrument for change and implementing government policies and should be given the deserved high priority.

For reforms to succeed, it requires building new capacities for effective management, broad collaboration and broad support to enable it cope with the 21st century challenges and deliver services effectively and efficiently. This is because the public service needed to be altered considerably in order to inject some confidence in government by citizens who have helplessly watched the declining fortunes of the nation over the years.

This is necessitated by the fact that nations are moving from government to governance and the public service has to reflect that change. And since the role of government has changed considerably, it requires the transformation of the public service along the pattern of change.

5.0 Summary

We have been able to look at the definition of the civil service reforms particularly the one that emphasise planned actions aimed at inducing improvement in the system. The unit also outlined the underlying principle for public service reform to include but not limited to meeting up with the challenges of the 21st century.

The unit was able to identify and state the major content of reforms from 1945 to 1995 in order to help you clearly understand the changes that took place over the years. The unit concluded that the civil service is the only instrument responsible for moving government to its required state.

6.0 Tutor Marked Assignment.

- What are the underlying principles of the public service reforms.
- What are the distinguishing features of the 1988 Dotun Philip Civil Service Reform?

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UNIT 13:

THE CIVIL SERVICE AND GOVERNANCE

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Unit 13-The Civil Service and Governance

1.0 Introduction

Good governance is a relatively new term that is often used to describe the desired objective of a nation-state's political development. The principles of good governance, however, are not new. Good governance is, in short, anti-corruption whereas authority and its institutions are accountable, effective and efficient, participatory, transparent, responsive, consensus-oriented, and equitable. These are the major characteristics of good governance as outlined by the United Nations. The World Leaders at the 2005 World Summit concluded that good governance is integral to economic growth, the eradication of poverty and hunger, and sustainable development. The views of all oppressed groups, including women, youth and the poor, must be heard and considered by governing bodies because they will be the ones most negatively affected if good governance is not achieved. For good governance to exist in both theory and practice, citizens must be empowered to participate in meaningful ways in decision-making processes.

Governance as it relates to the civil service forms the central theme of this part. It begins by giving different definitions of the concept of governance from various perspectives. Having defined governance, the various functions of governance. The above functions of government cannot be adequately and effectively executed without the government embracing the principles of good governance. In recognition of this fact, the unit also explains the institutional conditions necessary for good governance. We will also attempt to highlight its principles and various dimensions as well.

2.0 Aims and Objectives

At the end of this unit, you will be able to;

- To define the broad principles of governance.
- To identify the statutory functions of government.
- To highlight impediments to the realization of good governance.
- To highlight the role of the people towards securing good governance.
- To define the perspectives and measures of good governance.
- To offer suggestions on ways to bring about good governance to the civil service in Nigeria.
- Identify and explain the institutional conditions for good governance.

3.0 Main Content

3.1 Definition of Governance.

The term governance has been variously interpreted to suit legal systems, political systems, economic systems or ideologies. However, one string that runs through the definitions is that governance has to do with the relationship between the government and the governed.

Various institutions and agencies have also given their own definitions of the term 'governance'. These have been done in such a way as to either give credence to its (agency's) operations or its goals. The following are good examples:

- i. Governance has been described as: “the set of values, policies and institutions by which a society manages economic, political and social processes”.**
- ii. Governance has also been described “as the manner in which power is exercised in the management of a country's economic and social resources for development”. Other definitions include:**

- iii. **The process of decision-making and the process by which decisions are implemented.**
- iv. **The framework of rules, institutions and practices that set limits and provide incentives for the behaviour of individuals and organisations.** (Agbakoba & Ogbonna, 2004)

3.1 a Rights-based definition:

Governance has been described as: the process whereby public institutions conduct public affairs, manage public resources and guarantee the realization of human rights”.

In this regard, governance is seen as the process through which those charged with the regulation of people’s conducts and the management of resources have as their basic guide and target, the guarantee of basic rights of those that are led.

The rights – based approach to governance is meant to integrate the norms, standards and principles of international human rights systems into the plans, policies and processes of development. The norms and standards are those enshrined in international (including regional and sub – regional) treaties and declarations.

Essentially, this approach has its foundation in the Universal Declaration on Human Rights which proclaimed human rights “as a common standard of achievement for all peoples and all nations”.

It is worthy to note that countries have their own human rights laws and standards too.

These are expressed in their respective constitutions. They are equally given different names. But these notwithstanding, countries are under obligations arising from their acceding to various human rights treaties “to respect, protect and fulfil” all human rights, civil, political, economic, social and cultural.

In effect, this approach tends to emphasize the fact that governance worldwide should be measured or assessed on grounds of its political, social and economic policies complying with both local and international human rights obligations. To this end, public resources should be managed in such a way and manner as to guarantee the basic civil, political, economic, social and cultural rights.

Self Assessment Exercise 1; Define governance from the human rights perspective.

3.1 b Economic-based definition:

This perception tends to view governance as a means whereby the resources of a people are managed towards development. It recognizes government as an institution that oversees these resources, makes laws governing their uses and allocation; and above all channel these resources to engender the needed development.

This approach to governance is championed by international financial institutions, donor and economic development agencies. It has thus been opined by the

International Monetary Fund (IMF) that:

“The concept of governance is concerned with the management of the development process, involving both the public and private sectors. It encompasses the functioning and capability of the public sector, as well as the rules and institutions that create the framework for the conduct of both public and private business, including accountability

for economic and finance performance, and regulatory frameworks relating to companies, corporations and partnerships.”

In every legal or political system, there are rules guiding resource allocation and exploitation. This is to ensure even distribution of resources. Taxes and other revenues are imposed and collected for or by the government. In this same system also, there are natural and human resources which are to be harnessed by the government. The manner in which the government does the above for the overall benefit of the people and to enhance development is known as governance.

3.1 c Political/Administrative definition:

Governance in this guise is seen as an administrative process through which the State (institutions of governance) administers its human and natural resources for the benefit of the people. Towards this end, the UNDP has stated that:

“Governance can be seen as the exercise of economic, political and administrative authority to manage a country’s affairs at all levels. It comprises the mechanisms, processes and institutions, through which citizens and groups articulate their interest, exercise their legal rights, meet their obligations and mediate their differences.”

The main drivers in this approach to governance are government institutions and the Civil Service. This definition is predicated upon the fact that the constitution confers legislative, executive and judicial powers upon certain persons and institutions, the exercise of which will either constitute good or bad governance. Governance in this respect being the ability of the concerned institutions of government to play creditably, their rightful roles of legislating for the order, peace and good governance of their area of operation; executing government policies for the public good and creating a forum for the adequate redress of wrongs.

Another important area is that of creating opportunities for interest articulation and aggregation. Individual members of any given society should be able to form groups or elect to join any of their choice. Governance entails government being able to make good use of these diverse interests for the benefit of the society at large.

3.2 Elements of Good Governance

1. Public Participation:

Good governance presupposes the participation of the citizens in the art of governance and decision making. It is the modern form of decentralization of powers, this time the recipient being the citizens. Participation in local governance will not only involve access to decision making but also access to information.

2. Accountability and transparency.

It is important that the affairs of governance are conducted with as much openness and sincerity as possible. This will not only give the citizen the desired trust in government but also check improprieties and allow for the needed development. The case of the local government becomes more special because of its proximity to the people. Thus, it is important for leaders at the local government level to observe the tenets of accountability and transparency. Doing otherwise will lead to loss of faith in democracy and further underdevelopment.

3. Respect for the rule of law and Human Rights:

Good governance entails the recognition of the rule of law and its corresponding pillars of separation of powers and respect for human rights. There cannot be good governance without constitutionalism and by extension, the respect for fundamental freedoms. Each arm of government should be independent with distinct powers.

4. Efficient and effective public sector management:

An efficient Civil service is the foundation of any successful government. The civil service is responsible for implementing and executing government's policies. If the civil service is weak and corrupt, then the ends of governance will be defeated.

The local government should ensure that its manpower at every time is highly motivated and efficient. Regular training and re – training should be embarked upon and anti – corruption measures put in place to check corruption.

Self Assessment Exercise 2; List and explain the elements of good governance.

3.3 The Three Access Principles of Governance.

Access to Information is defined as the ability of citizens to obtain governmental information in possession of public authorities. the information referred to here relates to any issue of governance affecting the citizen in any way.

this includes (but not limited to) the right to know government expenditure and revenue (the budget), information on the wealth and sources thereof of a public official, access to documents that affect his rights like court documents or those of a commission.

Access to Participation is defined as the opportunity for citizens to provide informed, timely, and meaningful input and influence decisions on general policies, strategies, and plans at various stages of either formulation or implementation by the government or the community in which they live in. individuals may for instance, engage in electoral processes, testify at hearings and meetings, serve on advisory committees, have direct contact with public officials, express views and opinions through the media, or engage in some form of protest action.

Access to Justice is defined as the ability of citizens to turn to impartial arbiters to resolve disputes over access to information and participation in the decisions making. Such impartial arbiters include mediators, administrative courts (commissions) and formal law courts amongst others. The citizen can for instance sue the government over an act of a public official or an unfavourable or unlawful policy.

The citizen can also proceed against a fellow citizen for any violation of right. Access to justice does not stop at suing but includes a favourable climate to prosecute the case, i.e., the cost and duration of litigation. Litigation must be affordable and speedy. Governance ends attain fundamental change in order to prevent gross instability in the system.

3.4 Dimensions of Good Governance

1. Political Dimension:

Governance as we have seen involves the exercise of powers by an elected few over other persons. Good governance is that in which citizens have input in the business of government. Such participation usually begins with the involvement of the citizens in the electoral process. Since the local government is the closest to the people, it becomes imperative for local government councils to ensure mass participation in governance through the engagement of the civil society in decision making.

The political dimension of good governance also entails that people be allowed to form political groupings through which they canvass for elective positions. In the same vein, it presupposes that citizens be guaranteed the right to vote and be voted for in elections. Such elections should be periodic, free and fair.

Another manifestation of good governance is in the area of prevention and management of conflict. Good governance entails that government of the day should be able to hold forth and be in total control of the lives of the people. Government should be able to curtail the excesses of the masses, whilst not infringing their fundamental freedoms.

Conflicts of ethnic, linguistic, political or religious characters are prevalent in any given human society. In entrenching good governance, government should be able to prevent these conflicts by harmonizing all the diverse interests and also, manage these conflicts so as not to endanger the peace and corporate existence of the society.

The local government will find a veritable partner in the traditional institutions in the task of conflict prevention. It is, therefore, suggested that though the local government wields political power, it should involve traditional rulers in taking decisions that will affect the lives of the people or in settling disputes.

2. Economic Dimension:

The primary object of enthroning any government is to provide for the welfare of the people and the needed economic development. Good governance thus requires government to formulate credible economic policies targeted at the realization of these objectives. The true test of good governance is not, however, in the beauty of these but in their end results, which is, the translation of the policies into development. Thus, good governance should be able to provide the much-needed development, attain the desired goals and affect progressively, the lives of the citizens. The local government should ensure prudent management of its resources so as to attain the desired goals. It should evolve a scale of priorities and set targets for achieving them. No matter the policy it chooses at a particular time, the effect on the lives of the people should first be borne in mind.

3. Human Development Dimension:

In any political system, the target of government is to create conducive environment for all to live a happy, fulfilling and long life. Human development is that development that results in enhancing the capacity of people to live long healthy lives, acquire relevant skills and knowledge that will enable them to access employment, earn higher incomes, increase their productivity and improve their quality of life.

Good governance seeks to attain human development by placing high premium on the citizens and the future generations.

The human development dimension of governance is also aimed at eliminating poverty, promoting human dignity and rights and providing equitable opportunities for all through the observance of the basic tenets of good governance. The central themes of human development are building human capacity, promoting human dignity and the realization of all human rights, economic, social, cultural, civil and political.

The importance of human development is expressed in the annual evaluation of

Human Development Index (HDI) published annually by the World Bank. The HDI contains measures in Gross Domestic Product (GDP), per capita income, life expectancy and adult literacy level.

Human development in most developing countries is still being assaulted by factors such as poverty, illiteracy and HIV/AIDS. Good governance aims at eliminating these retrogressive factors.

Just as in other tiers of government, human beings form the foundation of the local government. However, unlike other tiers of government, the local government is the closest to the people. Every person lives in a local government be it rural or urban.

Human development should thus be the aim of every local government. This may prove to be a herculean task for the local government due to funds. But suffice it to say that with the involvement of the other stakeholders like the civil society, the local government will find itself on the right path towards attaining its goals.

4. Gender Equality:

Equality between men and women has come to be recognized as a human right, a democratic and economic imperative. Women still constitute the bulk of the poorest households; have limited access to productive resources, power and decision-making, education and training as well as adequate health services.

Good governance will seek to recognize women's worth and equality with men. This must be complemented with various policies and legislations aimed at enhancing women's living conditions, access to employment, political participation, and better access to credit and other productive resources as well as inheritance rights.

In a nutshell, the notion of gender equality is aimed at eliminating the marginalization of women and eliminating the discrimination that is prevalent in our societies.

The local government as the cradle of democracy should evolve policies that will eradicate obnoxious customs and traditional practices which set to relegate women and other individuals to the background.

3.5 Institutional Conditions for Good Governance.

Stable policy environment: Unpredictable policies, risk of economic disruption has a negative influence on the ability to deliver good governance. Whereas continuity of political leadership, adequate degree of institutional independence, clear and functional division of task between the political arm and the administration and an equitable legal framework to secure human rights, including freedom to work, organise and express opinions.

In this context transparency and accountability will be ensured in the use of public resources, which is a strong condition for the attainment of good governance and industrial harmony.

Clear Delineation of the role of the state: The idea of the state as primarily a facilitator of production and growth is predicated on the fact that the state provides institutional infrastructure (organisations, human and legal elements e.t.c) within which the economy and the private sector could more effectively operate as a facilitator of growth and developoment.This is a panacea for responsible governance and sustained development.

Adequate indigenous institutional structures for development policy formulation and implementation: The lack of adequate indigenous institutional machinery for development policy formulation and implementation has militated against the evolution of structures appropriate for the promotion and management of development in each country and Nigeria in particular. Public institutions have to be equipped in order to manage development policies effectively through the promotion of popular commitment to government activities, standards of institutional effectiveness and managerial capacity, proper policy analysis, appropriate information and proper planning.

These efforts will all be sustained through adequate development of indigenous institutional structures that have the capacity to deal effectively with external agencies.

Popular participation: An increasing number of African countries subscribe to the concept of popular participation. Thus, the need to develop an institutional framework that promotes such .This process has to promote the involvement of the masses at all levels of policy making, and the ruling class should also imbibe the culture of transparency and accountability to the people as part of their entire process of good governance.

Popular participation implies greater role of peoples and institutions whether or not they are called non-governmental organisations .Getting more popular participation in its various forms into the system is an element to achieve good governance, because it encourages political authorities to change attitudes and be ready to listen and that helps achieve accountability.

Self Assessment Exercise 3; List and explain the Institutional conditions for good governance.

4.0 Conclusion

The critical importance of good governance and adequate institutional capacity to support the realisation of sustainable and equitable growth cannot be overemphasised. This is because Good governance is seen as the first prerequisite for the realisation of sustainable and equitable development. Equity is a cornerstone for good governance which can be achieved through equitable sharing of the burden of adjustment cost and a reduction in the prevailing levels and patterns of elite consumption.

Good governance require that the government makes consistent efforts to promote the welfare of the people through policies aimed at achieving equitable and sustainable growth in per capita income while providing safeguard for national and personal security. Good governance further requires broad popular involvement in the formulation and implementation of government policies. Good governance is important for the removal of distortions of fiscal reforms and is an important step towards sustainable and equitable growth.

One very important element of modern thinking is the universal recognition of the fundamental importance of existing institutional capacity to the achievement of sustained and sustainable development. The need for the public sector and particularly the civil service to manage the process of structural adjustment has also increased enormously.

Several examples were given to illustrate the critical importance of institutional capacity to deliver good governance. For instance, consensus can be reached among policy makers on the need for exchange rate devaluation. This would have to be decided upon on the basis of the institutional capacity to administer a structure of multiple issues.

The process of enhancing sustainable institutional capacity for development policy management is however complex but can be achieved through good governance and improvement in manpower, procedures, structures and organisation of the civil service in order to enhance overall institutional infrastructure will depend on the adoption of a long term multi-dimensional and integrated approach towards indigenous institutional development.

During the last Century also, there has been a considerable rethinking on the ways the governments now conduct their business. They are now looking more and more towards innovative solutions to respond to an increasing number of new and complex environmental and global problems and pressures, which are further accentuated in a developing, multi-linguistic, and a multi-cultural country like Nigeria for example, having diversity of social and religious systems and tremendous ecological, cultural and external constraints. It is thus natural that students of good governance and public administrationists all over the world, more specifically in Nigeria must now concern themselves increasingly with more vital issues beyond the realm of mere regulation and maintenance of law and order, to Citizen Participation in Governance.

5.0 Summary

The civil service plays a central role in the governance of any country as the main discussion of this unit. It is the process whereby public institutions conduct public affairs and manage them in a way that encourages citizen's participation and guarantees their rights.

The Unit was able to explain the elements of good governance, and these include;-public participation, Accountability and transparency, respect for the rule of law and human rights and effective and efficient public sector management. These elements can be achievable if the access points of good governance are properly secured viz: Access to Information, Access to participation and access to justice.

The unit also explained in details the various dimensions of good governance to include;- Political dimension, Economic dimension, Human development dimension and gender equality among others. The unit concluded by outlining the required institutional conditions for good governance which include; - Stable policy environment; Clear Delineation of the role of the state; Adequate indigenous institutional structures for development policy formulation and implementation; and Popular participation.

6.0 Tutor-Marked Assignment

1. What is your understanding of Governance?

7.0 References/Further Readings

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Unit 14-International Public Administration and Domestic Public Administration

5.0 .Introduction

Public Administration as a way of carrying out governmental activities does exist in both the developing and developed countries of the world. The nations of Western Europe, North America and English speaking dominions of the British Commonwealth are usually recognized as developed societies. The newly independent poor countries of Asia, Africa and Latin America are called developing countries. We should be aware in mind that public administration is ecological and culture bound. Hence, the nature and role of public administration are greatly influenced by the environmental conditions of the society in which it functions, be it developed or developing. For this reason the role played by public administration in developed countries differs from the role played by it in developing countries.

This unit is going to look at the role played by public administration in both developed and developing countries. The unit also explains the characteristics of public administration in the developed and developing countries, the characteristics of public administration in developing countries and further stresses the differences between them and areas of inter-relationship.

2.0 Aims and Objectives

At the end of this lecture, you should be able to:

- Explain the characteristics of Public Administration in developed and developing countries.
- Explain the characteristics of Public Administration in Developing countries.
- Examine the differences between public administration in developed and developing countries.
- And point out the areas of interrelationships.

3.0 Main Content

3.1. The main differences in the roles of public administration in the developed and developing countries are as follows:

1. In the developed post industrial societies administration plays a limited role. In these societies the highly developed and widespread infrastructure is owned and managed by private organizations. The public administrator regulates private sector to promote accelerated development and to provide services to the people efficiently. In the

developing countries public administration has a major and significant role to play in bringing about the much-needed socio-economic changes in society. In the developing societies the government is required to create the necessary infrastructure and manage it. Agencies and organizations have to be established by governments for rendering social welfare services. There is high degree of reliance on public administration as an instrument to achieve developmental goals.

2. In the developed societies public administrators have to tackle the problems of increasing crime and serious social problems such as rape, violence, drug addiction, etc., which pose threats to the public's welfare. They deal with complex problems, which demand complex solutions. They have to solve such problems with the help of advanced technological techniques. They have to perform increasingly complex managerial tasks. In other words, the difficulties faced by public administrators demand unprecedented expertise and sensibility on the part. Contrastingly, the problems faced by public administration in the developing societies are quite different. They include such problems as poverty, unemployment, poor health, low agricultural and industrial productivity, etc. The problems have "posed a formidable challenge" for public administrators of the developing societies. Usually the bureaucratic are deficient in skilled manpower for development programs.
3. Public administration of the developed societies is influenced by developments of science and technology. Hence, public administrators have to familiarize themselves with fast changing scientific discoveries and technological techniques for managing human affairs. In the developing countries public administration is greatly influenced by developed economy and the challenges of socio-economic development. The developing countries depend on the government for all crucial decisions regarding economic developments. These societies have limited material and human resources for development. Because of scarcity of resources, governments of the developing societies intervene in social life by laying down major priorities and goals of government.
4. Public administration in developed societies is pragmatic and production oriented. Public administrators are loyal to the organization and committed to achieve its objectives. Bureaucracy no longer conforms to the traditional Weberian model. It is passing through the post-Weberian phase of development. Bureaucracies in the developing societies emphasize orientations that are other than production oriented. Much of the bureaucratic activity is diverted towards the non-developmental goals and non-productive operations. Loyalty to the organization or its mission is not powerful

Self Assessment Exercise 1; Identify and discuss the differences in the administration of Developed and Developing countries.

3.2 The major characteristics of public Administration in Developing countries

The countries referred to as developing are so called developing because of what they do and have in common. They exhibit the following common features.

1. Commonly shared colonial past: The developing countries commonly share a colonial past. As a result of the projected colonial and imperial exploitation, these countries have underdeveloped economies and are in the grip of a deep crisis. In these societies, the national income per head is very low.
2. Facing similar problems: The developing countries are facing similar problems such as poverty, unemployment, illiteracy, population explosion, social stagnation, poor health, malnutrition, and low agricultural and industrial productivity. These problems have "posed a formidable challenge for the governments" of the developing nations.
3. Majority of the rural peoples are in the early stages of development: The vast majority of the rural masses in the developing countries are in the early stages of socio-economic development. The developmental processes, which is usually an unbalanced one, favour the urban elite or the dominant rural groups. It does not give much importance to the vast majority of the rural poor.
4. Political instability: Political instability continues to affect social and economic development in the developing countries. Political instability is caused by economic frustrations and feelings of discrimination among diverse religious, linguistic, caste, ethnic, and tribal groups. The state and government of these countries have a responsibility of dealing with the stark forces, which are threatening the social fabric and blocking their economic development.
5. Heterogeneous picture of administration: The developing societies present a heterogeneous picture of old and new, traditional and modern in organizational forms and administrative behaviour. The developmental processes reflect this division.
6. An instrument of developmental goals: In the developing societies, there is a high degree of reliance on public administration as an instrument to achieve developmental goals: socio-economic progress and nation building. The political leaders of these countries widely share a commitment to these goals. They aim at progressive transformation of their societies through public administration. Hence, government centralizes the processes of development.

POLINAIDU in a similar vein simply observed that the characteristics of public administration in developing countries have been inherited from their ex-colonial rulers. Public administrations in the developing countries have certain general features, which are indicative of its nature. The most important of the same briefly dealt with as under:

The imitative pattern of public administration : The basic pattern of public administration in the developing countries is imitative rather than indigenous . Usually, the administrative system of a developing country resembles that of its ex-colonial ruler of western nation. The inherited administrative system is authoritarian, elitist, and distant from people .

An acute shortage of skilled and trained manpower : The bureaucracies are deficient in skilled manpower necessary for developmental programmes . There is an acute shortage of trained administrative staff with management capacity, developmental skills, people-oriented outlook and technical competence .

Bureaucracy is very much concerned with non-productive operations : Much of the bureaucratic activity in the developing countries is diverted towards the non-developmental goals and non-productive operations. Loyalty to the organization or its mission is not a powerful ethic among the bureaucrats . They use administrative methods to extend their personal power without reference to the goals of the organization.

Widespread discrepancy between form and reality in administrative practice : The widespread discrepancy between form and reality, i.e . between the formally prescribed forms and their practice. Riggs has labelled this phenomenon as “Formalism” Because of “formalism” the official behaviour of public officials does not correspond to the legal statutes although public officials insist on following laws , rules and regulations. Thus , bureaucracy in the developing countries is Weberian in form but not in content.

Operational autonomy: Bureaucracy in the developing countries enjoys an unusual degree of operational autonomy. This is because of bureaucratic monopolies on technical expertise in administrative matters. The bureaucrats enjoy maximum power without effective control over it. This is because constitutional accountability system in the developing countries lacks implementation due to the politicization of administration.

Over-lapping in the political and administrative functions : There is also overlapping in the political and administrative structures and in the functions . In the developing countries , it is not uncommon for bureaucrats to interfere in political policy-making. This privilege they enjoy because they monopolize some central functions and become the major interest group.

An administrative system having the above bureaucratic traits was strong enough in the performance of regulatory and extra-ctive functions of colonial governments . But it was found to be ineffective and inefficient to carry out promotional and developmental tasks .

Self Assessment Exercise 2; List the unique challenges of public administration in developing countries.

4.0 Conclusion

In the developing countries the administrative system inherited from the ex-colonial rulers was resolutely efficient in serving the interests of its colonial master, namely, to dominate and oppress the natives, and to perform functions mostly of a regulatory and extractive nature. The inherited administrative system is characterized by (i) rigid organization structures, (ii) cumbersome procedures, (iii) elitists, authoritarianism, conservative outlook, (iv) corruption (v) aloofness from the common people (vi) lack of necessary technical skills and competence and found to be grossly inadequate and unsuitable for developmental tasks. Further, public administrators stepped in the colonial administrative traditions and rigidly tied to the notions of bureaucratic status and hierarchy may be less useful. Development administrators in the post colonial administrative traditions who are rigidly tied to the nation's bureaucratic status and hierarchy may be less useful as development efforts in rural areas is guided by neither any concern for the poor nor any clear-cut social purpose.

For the reasons stated in the preceding paragraph, the inherited administrative system is not suitable for the purpose of developing an efficient public administration. For the same reasons, the problem of big gap between the policy and its implementation, the promise and its performance exists in almost all developing countries of the Third World.

The preceding discussion clearly shows that the administrative system in the developing countries is a source of frustration for the policy makers and the public alike in achieving developmental objectives. Hence, there is urgent need to phase-out the entire system and to promote a fundamental change and structures that can be ecologically adapted to our peculiar case.

This change is needed to increase the integrity, efficiency and effectiveness of government officials and make them truly motivated and community needs oriented.

5.0 Summary

We have been able to discuss in this unit the differences between the public administration in developing countries and developed countries. In the developed post industrial societies, administration plays limited role since infrastructure is owned and managed by private organizations while in the developing societies the government is required to create the necessary infrastructure and manage it.

We have explained the characteristics of public administration in developing countries to include commonly shared political past, population explosion, unbalanced development and political instability among others.

The unit further explains the importance of public administration in developing countries to include setting the right development goals, utilizing material and human resources, support for development efforts, developing a sense of nationhood and helping democracy to survive.

The problems of public administration in developing countries can be overcome through flexible action-oriented initiatives, professionalising tasks,

atitudinal change and the simplification of rules and regulations that will reduce red-tapism.

6.0 Tutor-Marked Assignment;

- 1- Identify and discuss the commonly shared characteristics of Administrative development countries
- 2- What are the major differences in the administration of developed vs. developing countries.

7.0 References/Further Readings

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UNIT 15:

THE PROBLEMS OF PUBLIC SERVICE IN NIGERIA/SUGGESTED WAYS OF SOLVING THEM.

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Unit 15 -The Problems of Public Service in Nigeria/Suggested Ways of solving them.

1.0 Introduction

The Nigerian Public sector just like any other in the world has faced several problems. Some of these are general and can be found in almost all public administrations, while some are peculiar to the third world countries. The civil service has witnessed a number of problems. Some of these problems are manmade, in other words they are avoidable, while some are structural due to colonial inheritance and years of military rule where rules and regulations are suspended. The civil service has thus witnessed series of suggestions to better improve the effective and efficient delivery of services. The problems will be discussed in our main content below including the suggested solutions to these problems These countries have an administration that is not transferred to them from their colonial masters and without any semblance of the local needs of the people nor is it borne out of any local initiative.

Thus, with the increase in government responsibilities, the public sector was faced with a lot of problems ranging from those inherited from the colonial masters and those that arise from the day to day running of the system itself.

Government on its part has made several attempts to solve these problems. But this unit will enumerate some of them and also allow room for you to identify others you have noticed that are not necessarily mentioned here.

6.0 Aims and Objectives

At the end of this unit, you will be able to understand the following:-

- Origin of the problems in the Nigeria Public Administration
- The main problems of Public Administration in Nigeria, and
- Suggested ways of solving them.

3.0. Main Content

3.1 The public administration problems.

The problems of public administration worthy of mentioned include:-

1. One central problem of public administration according to Rodee et al (1983; pg 230) is the modern democratic state of increasing the efficiency of governmental performance without sacrificing the basic democratic principles of government and making its officers and employees to remain responsible to the sovereign people.

2. The constitution confers immunity upon the president (and Governors) for any act done in the exercise and performance of the powers and duties of his office. He can, however, be impeached by parliament. No criminal proceedings can be started against him, nor can he be arrested or imprisoned. Civil proceedings can, however, be instituted against him during his term of office in respect of any act done in his personal capacity after a two month notice in writing. Serving governors and senators in Nigeria also enjoy such immunities alike. This means they cannot be treated like ordinary citizens because of the office they occupy.

3. The judicial officers are immune from liability, as provided for in the constitution. This means that no judge, magistrate, justice of peace, collector or other person acting judicially shall be liable to be sued in any civil court for any act done or ordered to be done by him in the discharge of his official duty, whether or not without the limits of his jurisdiction, provided that he at the time, in good faith, believed himself to have jurisdiction to do or order the act complained of.

As regards the non-judicial officials the position is that they are not personally liable in respect of any contract or assurance made or executed for the purposes of this constitution or for the purposes of enactment relating to the Government of Nigeria. A public official incurs liability for torts and illegal acts unless he has acted in good faith in the exercise of some statutory power. Civil proceedings can be initiated against him after two months notice in writing. For example, the criminal liabilities of any official as an ordinary citizen are defined by the Indian Penal code, thus: "Nothing is an offence which is done by a person who is or who by reason of a mistake of fact and

not by a mistake of law in good faith believes himself to be bound by law to do it. This provision provides a wide protective umbrella to public officials.

Self Assessment Exercise 1; Discuss the structural problems of administration.

3.2 The criticism of the civil service.

The civil service has been a target of attack by critics on the following grounds:

1- Slowness in taking decisions: Civil servants delay action on matters referred to them, because of bureaucracy or red tape. This means over-devotion to precedents and official routines. They cannot act promptly on cases before them because their actions have to be strictly guided by existing rules and regulations, in order to achieve uniformity and avoid undue mistakes.

2- Lack of Initiative and Imagination: Civil servants seldom take decisions independently. They are, therefore, often criticised for being conservative and lacking initiative. They have little or no opportunity to exercise individual judgement and cannot bend existing rules to adapt to changing circumstances. They are often unwilling to take responsibility or introduce new measures.

3- Poor attitude to work: Civil servants are often accused of lack of dedication and devotion to duty, caused by poor conditions of service and insecurity of jobs, leading to poor morale.

4- Ineffective organisation, wastefulness and misuse of manpower: Records are often not well kept, while documents such as files and important letters can usually not be found when they are most needed. Offices and duties are often duplicated in the various ministries, with no effective coordination among them. Added to this, many civil servants with declining productivity due to old age and poor health are retained in the service, while healthy and well-trained youths remain jobless. The result is a waste of manpower and scarce economic resources, leading to overall inefficiency.

5- Remoteness from the rest of the service: Civil servants are often inaccessible to the public. The officials treat members of the public impersonally and are sometimes impatient with or rude to them.

6- Opportunity for Tyranny; this is associated with the delegation of additional powers to civil servants over legislative and administrative matters. The exercise of these powers by the civil servants may be abused. (Oyediran et al, 2005:116 & 117).

Furthermore, the Nigeria Public Service is largely dominated by conditions accentuated by the existence of bad public service. Some of the problems that make it bad include the following:-

1. Lack of Good Leadership; The ruling class of ten times do not have a clear agenda of what they want to pursue and es timated time of achieving such. In other words, it is a leadership without a vision and thus cannot elicit the support or unleash the potentials of the followers.

2. Lack of Political and Economic Stability; Nigeria as a country has faced series of change in governance with the military ruling for a great proportion of its years since independence. The semi military regimes too have not been stable as government can be changed in a short time as Six months. This long term instability has come to affect the nature in which government activities are carried out.

During the military regimes, the entire constitution of the country is suspended and the use of decrees which has no regard for human face in administration is often introduced. This trend made it difficult even for the few moments of civil rule up to the present time where elections are unstable and erratic.

3. Cultural and Social Inequalities. Nigeria has over 250 ethnic groups and each clamouring for a place at the federal public service. Such struggle for representation which is based on quota system and at times based on the fact that each group wants to be long to the service. Such situations have come to question the very need for merit and efficiency as appointments are no longer based on merit.

4. Lack of favourable economic environment for both domestic and foreign investment. This situation in the economy is brought about by incessant industrial strike action by public workers in demand of improved conditions of service. Wars and conflict particularly the recent Niger - Delta militancy activities which have reduced Nigeria's oil earnings by 40%.

5. Other problems include high poverty levels, high illiteracy levels, inadequate infrastructure, and heavy dependence on foreign aids and foreign technical support. And because of the dependence, local initiatives are killed and usually not appreciated.

6. Corruption. This has eaten so deep into the public sector, as contracts are inflated and bad behaviour goes unpunished. This, therefore, encourages the abandonment of tenets of commitments and a sense of service to the nation becomes a mirage.

7. Inadequate infrastructures to facilitate productivity. Industries have learnt to produce with obsolete equipments, while the situation in tertiary institutions are such that science students are only thought theory without practicals. And the result is the production of half-baked graduates.

8. The Nigerian experience in trying to bring about transformation of its public service appears to be muddled up between the presidential and parliamentary systems of the public service. The result is that, political interference in the service has brought about the emergence of half-baked

bur e aucr at s to mana ge t he public s er vice at va r ious tie r s of gove r nment .
C ons eque ntly, t he pr es enc e of ill - gr oomed, i nexper i ence d and inc ompet ent
bur e aucr at s in the se r vice.

Self Assessment Exercise 2; List and explain the problems of administration.

3.3 Action Plan by Government for the Revival of the Civil Service

The Obasanjo Administration has developed an institutional framework for the implementation of the reform agenda and revival of the civil service in the period 2003/2004. The outline of the plan is as follows:

- 1- The establishment of the National council on the Reforms chaired by the president to oversee the reform process.
- 2- The establishment of the steering committee on reforms chaired by the minister of finance.
- 3- Establishment of the bureau of public service reforms to serve as the coordinating and operating hub secretariat of the public service reform process.
- 4- Establishment of the service delivery unit to monitor adherence to the service delivery charter to be developed by all public sector institutions.
- 5- Establishment of the policy and programmes monitoring unit, in the office of the president, to build a comprehensive policy database for monitoring the process of implementation of government policies and programmes.

3.4 Suggested ways of solving the public service problems.

Though hi st or y has show n tha t the re is no s yst em t ha t wo r ks sa tis fa ct or il y, it is i mpor ta nt to me ntio n be f o r e we pr oce d t ha t it is not good to ha ve a publ ic s er vice t ha t is unde r t he cont r ol of t he exe cu ti ve and f o r t he appoi nt me nt s to cha nge ac co r di ng t o t he t ur n of poli ti cal whee l. Thi s ha s of te n le d to i ns ta bi li ty and i n so me co un tr i es t he s yst em ha d pr ove d nea r l y fa t al . The publ ic s er vice mu s t be re fo r me d i n o r de r t o att ai n t he publ ic s er vice of ou r dr ea m t ha t ca n ri va l i t' s co un te r - pa r t s i n o t he r co un tr i es of t he wo r ld.

Thi s ca n be a chie ved i f t he fo ll owi ng i dea l s a r e uphe ld;-

1. A Publ ic S er vi ce t ha t i s pr oa ct i ve, a nt i ci pa te s pr obl ems and pr ovi de s we ll co nsi de r e d i ndi ge no u s so lu ti ons and co mpe te nt t o e va l ua te f o r e i gn ba se d so lu ti ons u su a l l y pa c ka ge d t hr ough expe r t s /co nsu l ta nt s o r by w ha te ve r o t he r de si gna ti on know n.
2. A publ ic se r vice i n w hi ch co r ru pt i on i s a t Ze r o to l e ra nce l evel .i.e w he r e co r ru pt i on i s ne a r a bs e nt o r i ns i gni fi ca nt t o a ff e ct t he goa l s of t he se r vice .
3. A publ ic se r vice t ha t pr ovi de s s t r uc t ur es and wo r ki ng co n di ti ons t ha t cr e a te s s pa ce f o r mo ti va ti on, gr ow t h, e ff i ci e nt ma na ge r i a l s ucce s si on

and fulfillment of the needs of the employees and not based on sectional interest or tribal affiliations.

4. A public service that pursues unity by keeping the country together, and committed to finding lasting solutions to the Niger Delta and other ethnic nationalities.
5. A public Service that attracts and retains some of the best brains and core competent holders that would render efficient and timely service.
6. A public service that is strictly driven by the observance of efficient and dynamic Rules and Regulations.
7. A public service that is appropriately enumerated, and
8. A public service that is confident in its people and institutions that can withstand changes in our democratic processes.

3.5 a Other ways of Improving the Administrative Problems

The various administrative reforms commissions have suggested various measures for improving the administrative systems. They broadly indicated reforms in the following lines:

1. The development work, which is most of the institutional, needs some flexibility from a strict observation of rigid rules and regulations. The referee, the rigid rule bound bureaucracy should be changed into flexible action-oriented and more responsible instruments of social change. The bureaucrats have to be positive, persuasive and innovative.
2. The civil service must be made fully professional, dynamic, and equal to the task through appropriate methods of recruitment and training. The civil servants should combine administrative skills with modern management techniques for greater effectiveness and responsiveness in administration.
3. Creating right values and attitudes in the administrators. They are required to be less oligarchic and closer to the ordinary people. Thus, what is required is change in the behavioural orientation of public administrators.
4. Simplification of rules, regulations, procedures and reduction of red tape in the implementation of developmental policies and programmes. This is a necessary for the convenience of the public, the cutting edge level of public administration.

To be more precise, the following are some of the important recommendations made by the expert committees and commissions for restructuring the administrative system of a developing society like India which can be applicable to Nigeria and other developing countries:

- (a) De-emphasising hierarchy in the administrative structure
- (b) Collegiate decision-making

- (c) Giving precedence to the achievement of goals over strict adherence to rules and regulations
- (d) Decentralization of authority
- (e) Democratization of administration
- (f) Creation of new work culture, and encouraging creativity
- (g) Elimination of archaic office procedures, and the use of such technological devices as fax, personal computer and the electronic mail in administration.
- (h) Adoption of modern management techniques such as management by objectives.
- (i) Elimination of corruption so as to secure clean, honest, impartial and efficient administration.
- (j) Effecting the needed attitudinal and behavioural changes in the bureaucracy through proper recruitment system and orientation training
- (k) Securing integrity of administrators
- (l) Promoting efficiency, economy, and public cooperation
- (m) Specifying tasks and responsibilities for better implementation of plans and programmes, and
- (n) Facilitating expeditious dispatch of government work.

Self Assessment exercise 3; in what ways can the administrative problems be improved?

3.5b The responsibility of government

The government has a major responsibility to play in ensuring that the civil service remains focused and results oriented through:-

- 1- Ensuring that the public service commission is insulated from politics and that the provision of appointments should not only make it's independence a reality but also be clearly understood to be so.
- 2- The appointment, promotions, transfer, termination of appointments, dismissal and disciplinary control of public officers should be vested in the commission. It should be a criminal offence to interfere or attempt to interfere with the public service commission or for a member of the commission to compound or to be a party to such interference. There should be constitutional provisions setting out the scope of the offence.
- 3- The government should ensure the immediate restoration of, and respect for, the political neutrality of the public service.
- 4- The authority of the civil service commission must extend to all public officers rather than staff whose appointments is vested in some other authorities.
- 5- Government should also respect the time-honoured practice of engaging in negotiations through the normal channels between the government and its employees, because this approach appears to have collapsed and since has been replaced by hostility of government towards its employees.

4.0 Conclusion

In view of the foregoing, the Nigeria public service has witnessed a lot of successes through the establishment of unity in the appointment, promotions and establishment of a strong and

virile service in the sustenance of the Nigeria Nation as an entity. The civil service has through its quota system ensured unity in diversity despite deep cultural and ethnic diversities of the component units.

Government and in particular through the civil service as a bureaucracy was able to attain visible strides in the expansion of public service capacities to provide for its citizens several social services such as water, electricity, roads, transportation and even human capital development.

Unfortunately, corruption, ethnicity, civil unrest, conflict, incompetence, overdependence on foreign support, coupled with limited insight on the part of the leadership of the sector crept in and has been responsible for the rapid retrogression into a near failed sector. These also deteriorated the entire public system and gradually abandoning the tenets of commitment and service to the people, with the huge sector investment wasting and in some cases vandalised by those placed under its care.

For the public service to effectively play its role it must embrace impartiality, anonymity and confidence in hard work must be restored. The public service must serve as the bastion of continuity and development driven. It must not be politicised in order to allow it successfully play its role.

The public servant must be provided with an option available in the shaping of policies. It is important that the public service be insulated from politics and career civil servants should be allowed to perform traditional functions of implementing government policies and programmes without fear or favour in accordance with approved procedure.

5.0 Summary

In this unit, we have been able to identify and discuss the problems of the public service particularly in Nigeria. These problems range from corruption, civil unrest, ethnicity and bad leadership among others.

We have clearly identified the ways in which these problems can be solved. These include a proactive public service, a committed public service and that which is driven by observance to dynamic rule and regulations. A public service that motivates its workforce and is also committed to solving conflicts by promoting unity in the country.

6.0 Tutor- Marked Assignment

- List and explain five problems of the Nigeria public service
- How can the problems of the public service be solved?

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BLURB

BHM 776: Public Administration and Governance is a core course which carries two (2) credits units. The course is designed for Post Graduate students (PGD) of Corporate Governance. The course is taught in the first semester to enable the students have a firm understanding of issues relating to administration in National Development. The programme is found in the school of Business and Human Resource Management at the National Open University of Nigeria.

The course is structured into fifteen (15) study units and a course guide to enable students locate with ease topics in the study, all about the course, the course materials that a student should use/and will be using and how they can work through these materials.

Most importantly, the course is to expose students of Corporate Governance to the emerging issues in the study and practice of governance learning from past experiences. It also exposes the students to the issues of Reforms of the civil Service in a modern world and the changing role of Socio-Economic and political transformation of Domestic Public Administration aimed at making the civil service a dynamic instrument for change.