



POS 315

Theory and Practice of Administration

Course Manual

Olasedidun Ademola Gbenga

COURSE MANUAL

Theory and Practice of Administration

POS315



University of Ibadan Distance Learning Centre
Open and Distance Learning Course Series Development
Version 1.0 ev1

Copyright © 2010, 2013 by Distance Learning Centre, University of Ibadan, Ibadan.

All rights reserved. No part of this publication may be reproduced, stored in a retrieval system, or transmitted in any form or by any means, electronic, mechanical, photocopying, recording or otherwise, without the prior permission of the copyright owner.

ISBN:

General Editor: Prof. Bayo Okunade

Page layout, Instructional Design & UI Mobile Class Development by EDUTECHportal,
www.edutechportal.org

University of Ibadan Distance Learning Centre
University of Ibadan,
Nigeria

Telex: 31128NG

Tel: +234 (80775935727)

E-mail: ssu@dlc.ui.edu.ng

Website: www.dlc.ui.edu.ng

Vice-Chancellor's Message

The Distance Learning Centre is building on a solid tradition of over two decades of service in the provision of External Studies Programme and now Distance Learning Education in Nigeria and beyond. The Distance Learning mode to which we are committed is providing access to many deserving Nigerians in having access to higher education especially those who by the nature of their engagement do not have the luxury of full time education. Recently, it is contributing in no small measure to providing places for teeming Nigerian youths who for one reason or the other could not get admission into the conventional universities.

These course materials have been written by writers specially trained in ODL course delivery. The writers have made great efforts to provide up to date information, knowledge and skills in the different disciplines and ensure that the materials are user-friendly.

In addition to provision of course materials in print and e-format, a lot of Information Technology input has also gone into the deployment of course materials. Most of them can be downloaded from the DLC website and are available in audio format which you can also download into your mobile phones, IPod, MP3 among other devices to allow you listen to the audio study sessions. Some of the study session materials have been scripted and are being broadcast on the university's Diamond Radio FM 101.1, while others have been delivered and captured in audio-visual format in a classroom environment for use by our students. Detailed information on availability and access is available on the website. We will continue in our efforts to provide and review course materials for our courses.

However, for you to take advantage of these formats, you will need to improve on your I.T. skills and develop requisite distance learning Culture. It is well known that, for efficient and effective provision of Distance learning education, availability of appropriate and relevant course materials is a *sine qua non*. So also, is the availability of multiple plat form for the convenience of our students. It is in fulfillment of this, that series of course materials are being written to enable our students study at their own pace and convenience.

It is our hope that you will put these course materials to the best use.



Prof. Isaac Adewole

Vice-Chancellor

Foreword

As part of its vision of providing education for “Liberty and Development” for Nigerians and the International Community, the University of Ibadan, Distance Learning Centre has recently embarked on a vigorous repositioning agenda which aimed at embracing a holistic and all encompassing approach to the delivery of its Open Distance Learning (ODL) programmes. Thus we are committed to global best practices in distance learning provision. Apart from providing an efficient administrative and academic support for our students, we are committed to providing educational resource materials for the use of our students. We are convinced that, without an up-to-date, learner-friendly and distance learning compliant course materials, there cannot be any basis to lay claim to being a provider of distance learning education. Indeed, availability of appropriate course materials in multiple formats is the hub of any distance learning provision worldwide.

In view of the above, we are vigorously pursuing as a matter of priority, the provision of credible, learner-friendly and interactive course materials for all our courses. We commissioned the authoring of, and review of course materials to teams of experts and their outputs were subjected to rigorous peer review to ensure standard. The approach not only emphasizes cognitive knowledge, but also skills and humane values which are at the core of education, even in an ICT age.

The development of the materials which is on-going also had input from experienced editors and illustrators who have ensured that they are accurate, current and learner-friendly. They are specially written with distance learners in mind. This is very important because, distance learning involves non-residential students who can often feel isolated from the community of learners.

It is important to note that, for a distance learner to excel there is the need to source and read relevant materials apart from this course material. Therefore, adequate supplementary reading materials as well as other information sources are suggested in the course materials.

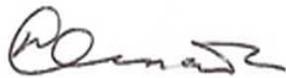
Apart from the responsibility for you to read this course material with others, you are also advised to seek assistance from your course facilitators especially academic advisors during your study even before the interactive session which is by design for revision. Your academic advisors will assist you using convenient technology including Google Hang Out, You Tube, Talk Fusion, etc. but you have to take advantage of these. It is also going to be of immense advantage if you complete assignments as at when due so as to have necessary feedbacks as a guide.

The implication of the above is that, a distance learner has a responsibility to develop requisite distance learning culture which includes diligent and disciplined self-study, seeking available administrative and academic support and acquisition of basic information technology skills. This is why you are encouraged to develop your computer skills by availing yourself the opportunity of training that the Centre’s provide and put these into use.

In conclusion, it is envisaged that the course materials would also be useful for the regular students of tertiary institutions in Nigeria who are faced with a dearth of high quality textbooks. We are therefore, delighted to present these titles to both our distance learning students and the university's regular students. We are confident that the materials will be an invaluable resource to all.

We would like to thank all our authors, reviewers and production staff for the high quality of work.

Best wishes.



Professor Bayo Okunade

Director

Course Development Team

Content Authoring	Olasedidun Ademola Gbenga, Msc.
Content Editor	Prof. Remi Raji-Oyelade
Production Editor	Dr. Gloria O. Adedoja
Learning Design & Technologist	Folajimi Olambo Fakoya
Managing Editor	Ogunmefun Oladele Abiodun
General Editor	Prof. Bayo Okunade

Contents

About this course manual	11
How this course manual is structured.....	11
Course Overview	13
Welcome to Theory and Practice of Administration POS315.....	13
Course outcomes.....	13
Timeframe.....	14
How to be successful in this course	15
Need help?.....	16
Academic Support.....	16
Activities	17
Assessments.....	17
Bibliography.....	17
Getting around this course manual	18
Margin icons.....	18
Study Session 1	19
Meaning of Administration.....	19
Introduction	19
1.1 Meaning of Administration	19
1.2 Types of Administration.....	20
1.2.1 Private Administration.....	20
1.2.2 Public Administration.....	21
1.3 Distinguishing Features of Public and Private Administration	21
1.3.1 Public Domain	21
1.3.2 Ownership	22
1.3.3 Funding.....	22
1.3.4 Yardstick for Measuring Efficiency	22
Study Session Summary	23
Assessment.....	23
Study Session 2	24
Administration and Politics.....	24
Introduction	24
2.1 Definition of Politics.....	24
2.2 Dichotomy between Politics and Administration.....	25
2.1.1 Argument for Politics and Administration Dichotomy.....	25
2.1.2 Argument against Politics and Administration Dichotomy.....	25
2.1.3 General Trend of Politics and Administration	26
2.1.4 Overview of Co-ordination of Politics and Administration in Nigeria.....	27

Study Session Summary	27
Assessment	28
Study Session 3	29
Approaches to the Study of Public Administration	29
Introduction	29
3.1 Scientific Approach	29
3.1.1 Behavioural Approach	29
Human Relation Approach	30
Methods of Human Relation Approach	30
Systems Approach	31
3.2 Institutional Approach	31
3.3 Comparative Approach	31
Study Session Summary	32
Assessment	32
Study Session 4	33
School of Thought in Public Administration	33
Introduction	33
4.1 Scientific Management Theory	33
4.1.1 Taylor's Principle of Scientific Management	34
4.1.2 Henry L. Gantt's Work on Scientific Management Theory	34
4.1.3 Gilbreth's thought on Scientific Management Theory	34
4.1.4 Purposes of Scientific Management Theory	34
4.2 Administrative School of Management	35
4.2.1 Principles of Administrative School of Management	35
Study Session Summary	36
Assessment	36
Study Session 5	37
Bureaucracy	37
Introduction	37
5.1 Definition of Bureaucracy	37
5.2 Features of Bureaucracy	37
Complex Administrative Hierarchy	37
Specialization of Skill and Task	38
Impersonal Behaviour	38
System of Rule	38
Separation of Ownership from Control	38
5.3 Importance of Bureaucracy	38
5.3.1 Red Tapism	39
5.4 Bureaucratic Model	39
5.4.1 Features of Bureaucratic Model	39
Division of Task	39
Hierarchy of authority	39
Formality	40
Career Orientation	40
Training Opportunities	40
Probation Appointment	40
System of Documentation	40

Discipline	40
5.4.2 Disadvantages of the Bureaucratic Model	40
Study Session Summary	41
Assessment	42
Study Session 6	43
Policy	43
Introduction	43
6.1 Meaning of Policy	43
6.2 Features of a Policy	44
6.3 Types of Public Policy	44
6.3.1 Distributive Policy	44
6.3.2 Redistributive Policy	45
6.3.3 Regulatory Policy	45
Competitive Regulatory Policy	45
Protective Regulatory Policy	45
6.3.4 Constitutive Policy	45
6.4 Determinants of Government Policy Choices	45
6.5 Policy Formulation	46
6.5.1 Steps in Policy Formulation	46
6.5.2 Problems of Policy Formulation	46
6.6 Policy Implementation	47
6.6.1 The Features of /Activities in Policy Implementation	47
Interpretation	47
Organisation	47
Application	47
6.6.2 Problems Confronted in Policy Implementation	48
6.7 Policy Feedback and Evaluation	49
6.7.1 Techniques of Evaluation	49
6.7.2 Problems of Policy Feedback and Evaluation	49
Study Session Summary	50
Assessment	50
Study Session 7	51
Planning	51
Introduction	51
7.1 Meaning of Planning	51
7.2 Forms of Planning	52
7.3 Problems of Planning	52
Study Session Summary	53
Assessment	53
Study Session 8	54
Organisation in Administration	54
Introduction	54
8.1 Organisation in Administration	54
8.2 Principles of Organisation	56
8.2.1 Scalar Principle of Organisation	56
8.2.2 Staff and Line Principle	56

Study Session Summary	57
Assessment	58
Study Session 9	59
<hr/>	
Distribution of Power in an Organisation	59
Introduction	59
9.1 Distribution of Power	59
9.1.1 Centralization	59
Reasons for Centralization	60
9.1.2 Decentralization	60
Forms of Decentralization	60
Advantages of Devolution	61
Study Session Summary	62
Assessment	62
Study Session 10	63
<hr/>	
Local Government Administration	63
Introduction	63
10.1 Local Government Administration	63
10.1.1 Features of Local Government	63
10.1.2 Reasons for Local Government	64
Democratic Imperative	64
Promotes an Effective Communication Strategy	64
Need for People's Mobilization	64
Training Ground for Politicians	64
Testing Ground for Government Policy	64
10.1.3 Functions of Local Government	65
10.1.4 Local Government Model	65
Mayoral Model	65
Consular Model	65
Managerial Model	65
10.2 Local Government Funding	65
10.3 Problems of Local Government	66
Inadequate Funds	66
Lack of skilled Labour	66
Suffocating Control Problem	66
Poor Administrative Structure	66
10.4 Local Government Autonomy	67
10.4.1 Structural Evolution of Local Government Autonomy	67
Under Colonial Rule	67
1976 Reform	67
10.3.2 Problems of Local Government Autonomy in Nigeria Federal System of Government	67
Federal Government's Exercise of Control	68
Influence of the State Government	69
Study Session Summary	70
Assessment	70
References	71
<hr/>	

About this course manual

Theory and Practice of Administration POS315 has been produced by University of Ibadan Distance Learning Centre. All course manuals produced by University of Ibadan Distance Learning Centre are structured in the same way, as outlined below.

How this course manual is structured

The course overview

The course overview gives you a general introduction to the course. Information contained in the course overview will help you determine:

- If the course is suitable for you.
- What you will already need to know.
- What you can expect from the course.
- How much time you will need to invest to complete the course.

The overview also provides guidance on:

- Study skills.
- Where to get help.
- Course assignments and assessments.
- Margin icons.
- Study Sessions.

We strongly recommend that you read the overview *carefully* before starting your study.

The course content

The course is broken down into Study Sessions. Each Study Session comprises:

- An introduction to the Study Session content.
- Study Session outcomes.
- Core content of the Study Session with a variety of learning activities.
- A Study Session summary.
- Assignments and/or assessments, as applicable.
- Bibliography

Your comments

After completing Theory and Practice of Administration we would appreciate it if you would take a few moments to give us your feedback on any aspect of this course. Your feedback might include comments on:

- Course content and structure.
- Course reading materials and resources.
- Course assignments.
- Course assessments.
- Course duration.
- Course support (assigned tutors, technical help, etc.)

Your constructive feedback will help us to improve and enhance this course.

CourseOverview

Welcome to Theory and Practice of Administration POS315

POS315 is a three unit required course that exposes learners to the meaning and purpose of government, bureaucracy, budgets, governance, and public affairs. It is a study that has developed more systematic patterns of inquiry about the substance of public organisational behaviour, public management, and public policy implementation. The course therefore focuses on the explanation of public organisation from methodological and theoretical perspectives.

The course attempts to equip learners with the knowledge of actions and processes involved in the analysis of structures in the study of public administration. This will give the students an insight into the interplay of political institutions on administrative patterns and behaviours, the study of bureaucracy, personnel administration and decision making.

Course outcomes

Upon completion of Theory and Practice of Administration POS315 you will be able to:



Outcomes

- *discuss* the general trend of politics and administration.
- *explain* different schools of thought in administration.
- *describe* the processes involved in the making of policy within a bureaucracy.
- *identify* the basic features of local government administration.

Timeframe



How long?

This is a 15 week course. It requires a formal study time of 45 hours. The formal study times are scheduled around online discussions / chats with your course facilitator / academic advisor to facilitate your learning. Kindly see course calendar on your course website for scheduled dates. You will still require independent/personal study time particularly in studying your course materials.

How to be successful in this course



As an open and distance learner your approach to learning will be different to that from your school days, where you had onsite education. You will now choose what you want to study, you will have professional and/or personal motivation for doing so and you will most likely be fitting your study activities around other professional or domestic responsibilities.

Essentially you will be taking control of your learning environment. As a consequence, you will need to consider performance issues related to time management, goal setting, stress management, etc. Perhaps you will also need to reacquaint yourself in areas such as essay planning, coping with exams and using the web as a learning resource.

We recommend that you take time now—before starting your self-study—to familiarize yourself with these issues. There are a number of excellent resources on the web. A few suggested links are:

- <http://www.dlc.ui.edu.ng/resources/studyskill.pdf>

This is a resource of the UIDLC pilot course module. You will find sections on building study skills, time scheduling, basic concentration techniques, control of the study environment, note taking, how to read essays for analysis and memory skills (“remembering”).

- http://www.ivywise.com/newsletter_march13_how_to_self_study.html

This site provides how to master self-studying, with bias to emerging technologies.

- <http://www.howtostudy.org/resources.php>

Another “How to study” web site with useful links to time management, efficient reading, questioning/listening/observing skills, getting the most out of doing (“hands-on” learning), memory building, tips for staying motivated, developing a learning plan.

The above links are our suggestions to start you on your way. At the time of writing these web links were active. If you want to look for more, go to www.google.com and type “self-study basics”, “self-study tips”, “self-study skills” or similar phrases.

Need help?



As earlier noted, this course manual complements and supplements POS315at UI Mobile Class as an online course, which is domiciled at www.dlc.ui.edu.ng/mc.

You may contact any of the following units for information, learning resources and library services.

Distance Learning Centre (DLC)

University of Ibadan, Nigeria
Tel: (+234) 08077593551 – 55
(Student Support Officers)
Email: ssu@dlc.ui.edu.ng

Head Office

Morohundiya Complex, Ibadan-
Ilorin Expressway, Idi-Ose,
Ibadan.

Information Centre

20 Awolowo Road, Bodija,
Ibadan.

Lagos Office

Speedwriting House, No. 16
Ajanaku Street, Off Salvation
Bus Stop, Awuse Estate, Opebi,
Ikeja, Lagos.

For technical issues (computer problems, web access, and etcetera), please visit: www.learnersupport.dlc.ui.edu.ng for live support; or send mail to webmaster@dlc.ui.edu.ng.

Academic Support



A course facilitator is commissioned for this course. You have also been assigned an academic advisor to provide learning support. The contacts of your course facilitator and academic advisor for this course are available at the course website: www.dlc.ui.edu.ng/mc

Activities



Activities

This manual features “Activities,” which may present material that is NOT extensively covered in the Study Sessions. When completing these activities, you will demonstrate your understanding of basic material (by answering questions) before you learn more advanced concepts. You will be provided with answers to every activity question. Therefore, your emphasis when working the activities should be on understanding your answers. It is more important that you understand why every answer is correct.

Assessments



Assessments

There are three basic forms of assessment in this course: in-text questions (ITQs) and self assessment questions (SAQs), and tutor marked assessment (TMAs). This manual is essentially filled with ITQs and SAQs. Feedbacks to the ITQs are placed immediately after the questions, while the feedbacks to SAQs are at the back of manual. You will receive your TMAs as part of online class activities at the UI Mobile Class. Feedbacks to TMAs will be provided by your tutor in not more than 2 weeks expected duration. Schedule dates for submitting assignments and engaging in course / class activities is available on the course website. Kindly visit your course website often for updates.

Bibliography



Reading

For those interested in learning more on this subject, we provide you with a list of additional resources at the end of this course manual; these may be books, articles or websites.

Getting around this course manual

Margin icons

While working through this course manual you will notice the frequent use of margin icons. These icons serve to “signpost” a particular piece of text, a new task or change in activity; they have been included to help you to find your way around this course manual.

A complete icon set is shown below. We suggest that you familiarize yourself with the icons and their meaning before starting your study.

			
Activity	Assessment	Assignment	Case study
			
Discussion	Group Activity	Help	Outcomes
			
Note	Reflection	Reading	Study skills
			
Summary	Terminology	Time	Tip

Study Session 1

Meaning of Administration

Introduction

Different activities take place at every sphere of human endeavour. Either in government or private establishment; there are certain agreed goals that need to be met. Materials and human resources are therefore put into use to achieve these goals. What is being done in such instances is called administration. In this Study Session, we will examine administration and policy, the types of administration, as well as their common features and differences.

Learning Outcomes

When you have studied this Study Session, you should be able to:

- 1.1 *define* the term **Administration**
- 1.2 *identify* two types of administration.
- 1.3 *Discuss* the differences that exist between the types of administration.



1.1 Meaning of Administration

Administration The management of public affairs or the affairs of a government.

Administration can be described as the process by which human and material resources are organised to achieve set *goals* in any human endeavour. It is the activities that are involved in managing and organizing the affairs of a company or institution, either private or government. This means that administration is the means to an end while the goal (policy) is the end in itself. In every organised setting, there must be some set goals that need to be attained, the processes or activities that are put in place to attain the goals are called administration.

The second definition is more restricted than the first which is broad. This states that administration is the process of implementing political values, which means the process of accomplishing political objectives or goals. The functions of administrators have been summarized with an acronym, POSDCORB: It involves Planning, Organising, Staffing, Directing, Coordinating, Reporting and budgeting. That means that an administrator is expected to plan his activities, organise both human and material resources, source for adequate and effective personnel that would carry out the work and direct them in accordance to the established rules. He

also engaged in the coordination of activities while reporting to the appropriate channel for an effective policy feedback and evaluation. An administrator also considers the budget of the organisation for maximum productivity.



Administration is the process of implementing political values, which means the process of accomplishing political objectives or goals.

1.2 Types of Administration

1.2.1 Private Administration

One can define the word “private” as that which does not involve government participation. Private administration therefore can be described as the activities that are put in place to achieve the goals and objectives of an organisation in a way that does not directly involve government participation. Private administration takes place when an individual or group engages in the process of attaining set goals.

Capitalism An economic system based on the private ownership of the means of production and distribution of goods, characterized by a free competitive market and motivation by profit.

However, this definition needs to be slightly modified because there is no organisation without government control. The complaints against **capitalism** in the 1970s brought the argument in favour of government intervention, especially in the areas of education, urban planning and provision of security. The basis of the argument was that if the whole system is put in individual’s hands, it could lead to chaos. And that raised the point which stated that government needed to intervene in order to provide for the common good of all its citizens.

Government intervention is therefore necessary in the following areas:

1. **Protective Activity:** Security is being provided by government for all citizens in order to prevent encroachment on peoples’ rights.
2. **Promotional Activity:** Government is needed to grant assistance to social groups (farmers, women, and children) in order to promote their legitimate activities.
3. **Proprietary Activity:** There are certain services such as telephone and electricity that are needed by the people, but which could be used in private hands to exploit common people. Government intervention is therefore needed for this purpose.
4. **Regulatory Activity:** Government establishes different agencies that are needed to regulate the activities of both private and government organisations. Government also provides the enabling environment, rules and standards that regulate the activities of each organisation e.g. National Drug Law Enforcement Agency (N.D.L.E.A). However, just as the private sector manages and directs its activities through administration so also does the public sector. The private and public sectors also

work within the stipulated laws and philosophy of the country, be it socialist, capitalist or mixed economy.

Hint

The functions of administrators have been summarized with an acronym, POSDCORB: It involves Planning, Organising, Staffing, Directing, Coordinating, Reporting and budgeting.

1.2.2 Public Administration

Public administration can be described as being the totality of the state performance in relation to political power. It is the management of public affairs. It could also be defined as a process of managing public resources for the implementation of government policies. It is therefore an instrument for achieving political values or the ability to give direction in the management of government resources.

However, public administration can be seen as a body of knowledge or discipline of study that involves itself with political enquiry. It is equally a process of organising and managing public affairs. Public administration is extremely important in the improvement of lives in the society. This is because government is committed to the acceleration of social, political and economic development. Public administration therefore remains an instrument used to carry out government activities.



Note

Public administration can be seen as a body of knowledge or discipline of study that involves itself with political enquiry. It is equally a process of organising and managing public affairs.

1.3 Distinguishing Features of Public and Private Administration

1.3.1 Public Domain

Electorate The officially qualified voters within a particular country or area, or for a particular election.

The government sector has a plurality of objectives. It places little emphasis on profit making, but on common interest and welfare of the people. It protects societal values. The private sector, on the other hand, has a singular objective, and that is focused on profit making and private interest. Even though we have non-governmental organisations, their goal is often aimed at attaining their private organisational goals and objectives. The public sector's first goal is to satisfy the people's needs, while the private sector's performance is based on profit making. The public sector is accountable to the **electorate**, while the private sector's accountability is strictly private. That is, private organisations are accountable to their owners or the shareholders of the company.



Tip

It [public sector] places little emphasis on profit making, but on common interest and welfare of the people. It protects societal values. The private sector, on the other hand, has a singular objective, and that is focused on profit-making and private interest.

Again, public administration operates in the political environment while private administration operates in the market environment. Issues like ethnicity and religion are some of the environmental factors that influence public administration. For instance, federal character is a policy that government uses in order to have even distribution of appointment in Nigeria. Private sector may not have consideration for this. The structure in the public sector is often rigid too. And this hinders the sector from adjusting to the immediate needs of the environment. In addition it encourages bottlenecks; it slows down the pace of work. The reason for this is that the structure is backed by laws which are often difficult to change. But, the private sector is easily adjusted to the environment in order to maximize gains. That is, the private sector has a flexible structure. Lastly, the public sector is guided by public laws while the private sector is guided by private laws even though there are general rules stipulated by government to guide the operation of every organisation. By and large however, private sectors have their own private laws or rules that guide their general conduct.

1.3.2 Ownership

The public sector has government that acts on behalf of the state, while the private sector has a management that acts on behalf of the shareholders or individuals.

1.3.3 Funding

The public sector derives its fund usually from the public through taxes, and royalties, while the private sector sources for funds through stocks, bonds, individual capitals and loans.

1.3.4 Yardstick for Measuring Efficiency

The public sector's yardstick for measuring its efficiency and performance is in the satisfaction of the public through high degree of provisions of social amenities; while the private sector's efficiency is measured through the high profit margin secured.



Discussion Activity



Examine the effects of federal character principle on Nigeria's public administration practices.

Post your findings on Study Session One forum page on course website.

Study Session Summary



Summary

In this Study Session, we examined the concept and forms of administration. Administration is the process or a series activities people put their resources into in order to achieve set goals in any organised setting, be it an institution or company. It is divided into two: private and public administration.

While public administration involves government activities that are geared towards the achievement of political objectives and goals, private administration, on the other hand, involves activities or processes that do not directly involve government participation in order to attain set goals.

Assessment



Assessment

Required

Study Session 2

Administration and Politics

Introduction

In the previous Study Session, we examined administration and policy, the types of administration, as well as their common features and differences. In this Study Session, we will relate how administration get involved with politics, and also examine the argument involved in politics and administration dichotomy.

Learning Outcomes

When you have studied this Study Session, you should be able to:

2.1 *discuss* the reasons for the dichotomy between politics and administration.



2.1 Definition of Politics

Politics The theory and practice of government.

Different people have given different interpretation for the term **politics**. One of such interpretation was given by David Easton. He defined politics as the authoritative allocation of values. Harold Lasswell also described politics as the process of determining who gets what, when and how. The Longman dictionary of contemporary English also described politics as the activities of people in a group, organization e.t.c. that are concerned with gaining personal advantage. One possible implication of all these definitions is that politics exists in all social groups e.g. family or companies. This is because there is no, as yet, a human organisation in which the available elements of power are enough to go round. Consequently, there is always some form of contention or struggle over the available power. We must also note that every organisation needs an acceptable mechanism to regulate the inevitable conflicts over power and to efficiently allocate the scarce resources.



Politics and administration involve some activities set in motion to achieve targeted goals and objectives.

In all the definitions of politics given above, together with that of administration that had earlier been explained in Study Session 1, we realize a single fact that politics and administration involve some activities set in motion to achieve targeted goals and objectives.

2.2 Dichotomy between Politics and Administration

There has been debate on the position of politics and administration. And the debate came about because of the following reasons:

1. The different perspectives of scholars as to what politics is to administration.
2. There was the need to make public administration a separate field apart from the main parental body, which is political science.

2.1.1 Argument for Politics and Administration Dichotomy

One of the scholars that raised argument in support of the dichotomy between politics and administration was Woodrow Wilson. He developed certain propositions for his stance and they include:

1. That there is a clear distinction between politics and administration.
2. That politics set the task or policies that the administrators follow; therefore, they are distinct from each other.
3. That administration should be outside the domain of politics.
4. That administrative questions are different from political questions. That is, the questions of administrators are different from those of politicians.
5. That; since policy formulation belongs to politicians, while administrators implement the agenda set by politicians, administrators are confined to the functions of implementing the decisions of politicians.

2.1.2 Argument against Politics and Administration Dichotomy

Some authors have argued against Wilson's propositions. One of such authors was Appleby, 1949. He submitted that the dichotomy between politics and administration was greatly exaggerated because politics and administration are related. To him, as policy and administration interwoven, so also are politics and administration. Also to Finer, a German, the functions being performed by administrators as being similar to those of politicians.

The problems thrown up by these two arguments was on who takes the leadership position between the administrators and the politicians that formulate the policies. It also brought about the question of the enormity of government interference. To many scholars, government intervention

was needed to manage the growing urbanisation, housing, education and security which were considered as the basic needs of man.

Again, politicians are held accountable to the people and they have to formulate good policies that the administrators can implement. When it comes to the importance of one position being superior to the other, both groups are highly essential to the attainment of set goals in the society.

There were, however, some scholars that contested against the idea of the administrators acting under the influence of bureaucratic rationality. For example, Charles Ludlum in 1959 contested that rather than the decision-makers going to the root and gathering all the needed information, what they actually do is to make “marginal decision”. He said that an administrator is constrained by his own limited capacity, time and bias; he is also constrained by guidelines and laid down principles. All these constraints make it difficult for an administrator to change things; instead what they do is to muddle through the process (trial and error). Therefore there is no rationality.



The dichotomy between politics and administration was greatly exaggerated because politics and administration are related. To him, as policy and administration interwoven, so also are politics and administration.

Secondly, it is noted that administrators work to achieve public intervention, and once applied, the organization’s goals become your goals. This then means that administration can develop its own incentives (problems) e.g. nepotism and corruption, the problem that contribute to the interests of the public to traded off. Again, studies have shown that not all public servants operate on organisational rules. Sometimes, they elevate private or personal interests above public interests.

2.1.3 General Trend of Politics and Administration

There are common or general trends that exist in politics and administration. Some of them are examined below.

1. Political sessions go in agreement or inter-mingle with administrative sessions. For instance, administrators have the privilege of taking independent decisions so far they are relevant to the organisational goals.
2. Public administrators are always involved in policy formulation process that is, the analysis and data gathering. In addition to this, the information needed form part of the input to the policy process. The expertise of the administrators cannot be overruled in policy formulation, even though they are involved in policy implementation.
3. In the final analysis of policy implementation, the administrators’ function is very vital. This is because it is the politician that is directly accountable, and the people expect nothing less than the best from the executive (politicians). They need to work hand-in-hand in order to achieve the expected goals. It is therefore wrong

to say that politics can be separated from administration, since they are both expected to work for the common goal of the policy. They are co-ordinates. Policy formulation and implementation should be seen as the two sides of one coin just as Appleby rightly submitted.

2.1.4 Overview of Co-ordination of Politics and Administration in Nigeria

In Nigeria, politics and administration can be observed not to be properly coordinated. The following reasons account for why politics and administration are not coordinated in Nigeria:

1. **Low educational background of political executives:** It has been established that there is low educational attainment for majority of the political executives. In Nigeria the constitution is now being adjusted in order to address this anomaly.
2. **Pre-occupation of the political group with politics and political games:** In Nigeria, like in some other developing countries, there is always a struggle for survival among politicians, since they always want to remain on top of the political hierarchy. This makes them to have little regard for administrative duties.
3. **Pre-occupation with political issues:** The politicians are more busy with political issues and threats, therefore engaging in executive or administrative functions become problematic.
4. **Little access to independent information:** Politicians have to rely on administrators for necessary information and data before formulating any policy.

All the points raised contribute to the reason why politicians still depend on administrators in Nigeria.



In what ways are administrators different from politicians?

Study Session Summary



Summary

In this Study Session, you explored the relationship between politics and administration. Politics and administration work together for the collective goals of an organisation to be achieved.

Assessment



Assessment

Required

Study Session 3

Approaches to the Study of Public Administration

Introduction

In the previous Study Session, we related how administration gets involved with politics. In this Study Session, we shall explore the different approaches to the study of public administration. These are:

- Scientific approach
- Institutional approach
- Comparative approach.



Learning Outcomes

When you have studied this Study Session, you should be able to:

- 3.1 *explain* the methods involved in scientific approach.
- 3.2 *discuss* the institutional approach.
- 3.3 *discuss* the major propositions of the comparative approach.

3.1 Scientific Approach

This approach entails the application of scientific methods to the study of public administration. In this approach, we have the following methods:

- a. Behavioural approach
- b. Human Relation approach
- c. Systems approach.

3.1.1 Behavioural Approach

When behavioural approach is used, that means the attitudes and the behaviours of the individual members of an organisation are put into consideration in the organisation. It does not involve itself with the actual organisation or institution where the individual members display any form of attitudes. This approach makes one to study the internal dynamics of the organisation, especially in terms of the strength and weakness of individual behaviours. It also leads us to the understanding of an individual in the organisation and the impact of the organisation on the individual, especially on how the organisation is able to influence the

character of the individual in a work place. It has been noted that the behavioural approach specifies the behaviours of persons and social groups rather than institutions.

The behavioural approach also involves the systematic gathering and analysis of data to confirm or reject findings. Some of the methods used to gather information include questionnaires, interviews and survey methods.



Note

It has been noted that the behavioural approach specifies the behaviours of persons and social groups rather than institutions.

The behavioural approach has generated much controversy the discipline in of political science. Critics have questioned its basic assumptions and argued that what could be considered as reality only consists mainly of unique elements and that whatever regularities that exist in the study of human behaviour are trivial in nature. It should be noted however that despite its perceived shortcomings, the behavioural approach has greatly encouraged the scientific study of public administration.

3.1.2 Human Relation Approach

This approach was developed to fill the gap created in the behavioural approach. It deals with the situation in which the individual and his aspiration is not in line with the goals of the organisation. This involves the moulding and training of the individual, so that individual differences in an organisation could be harmonized and structured in line with the structure and goals of the organisation. It equally involves the integration of different people in an organisation in order to enhance cooperation and organisational efficiency, so that the goals and aspiration of the organisation can be easily achieved.



Tip

Human relation approach was developed to fill the gap created in the behavioural approach.

Methods of Human Relation Approach

1. Managers must manage the organization in such a way as to boost the ego needs of an individual, so that an individual's aspiration would be compatible with the goal of the organisation. This can be attained by increasing payment, improving shelter and creating higher status for the work-force e.g. promotion to the post of a Chief Driver.
2. The managers must have consideration for the feelings of the subordinates. For instance, suggestion boxes should be provided

to seek people's opinions in order to promote a perfect means of effective communication through which the feelings and reactions of workers can be sampled about the organisation's policy.

3. The managers should promote a sense of belonging and responsibility.
4. The managers should devise a very good policy coupled with effective coordination and control, so as to achieve the organisational goals.

4.1.3 Systems Approach

This approach ensures that the organisation exists within the environment of other functioning systems, units and branches, depending on the structure of the organisation. What this approach stresses is that no organisation or unit of a work place is an island on its own, that is, there are other units that service the main body, and this does not make the units to be less important. All units, sub-units and branches work together with the main body for the attainment of the organisation's goals.



No organisation or unit of a work place is an island on its own, that is, there are other units that service the main body, and this does not make the units to be less important. All units, sub-units and branches work together with the main body for the attainment of the organisation's goals.

The system functions by getting inputs from its environment. Inputs are events in the environment that evoke response from it. The inputs could be in form of demands or supports, that is, expressions of approval for particular decisions. The inputs undergo a conversion process within the system and come out as outputs, which are decisions taken by the organisation's authorities. The output (decision or act) usually affects the environment as outcomes and in turn elicit some forms of feedback that is, change in the intensity and volume of demands and support from the environment of the organisation.

3.2 Institutional Approach

The core area of this method lies in detailed study of the structure, the functioning, rules, and regulations of the executives, legislatures and the departments of the Government. The scholars who practice this approach consider administration to be an apolitical and technical function which lies only in the aspect of policy implementation.

3.3 Comparative Approach

Comparative approach to the study of public administration entails comparing organisational systems in different backgrounds and countries. It equally refers a cross-cultural approach. However, care must be taken

when comparing organisational systems because there may not be a common ground for the study to arrive at as the basis for operational practice. For example, the issue of culture and religion are some of the basic features that need to be considered when applying a comparative approach to the study of public administration. In some Islamic societies, for instance, women are given certain levels of liberty at work place, while there are equally time limits for work in some places because of religious worship.



Read on the institutional and scientific approaches to the study of public administration.

See: <http://www.managementstudyguide.com/institutional-approach-to-public-administration.htm>

Reading Activity

Note your observations in your journal.

Study Session Summary



Summary

In this Study Session, you learnt that Public Administration deals with the totality of human endeavour. And, due to its involvement in the scientific application of finding facts, is necessary to understand various approaches to the study of public administration. Some of the approaches discussed therefore include scientific, institutional and comparative approaches.

Assessment



Assessment

Required

Study Session 4

School of Thought in Public Administration

Introduction

In the previous Study Session, we explored the different approaches to the study of public administration. In this Study Session, we shall examine the different schools of thought that have emerged.



Learning Outcomes

When you have studied this Study Session, you should be able to:

- 4.1 *explain* what scientific management theory entails.
- 4.2 *highlight* the principles of administrative school of management.

4.1 Scientific Management Theory

Theory A set of facts, propositions, or principles analyzed in their relation to one another and used, especially in science, to explain phenomena.

Scientific management **theory** is a systematic and analytical study of work, which originated in the United States around 1900. Its objective was to find the most efficient method of performing any task and to train workers in that method. The most important contributors to scientific management theory are: Frederick W. Taylor, Henry Gantt and Lillian Gilbreth, and Harrington Emerson.

The contributions of Frederick W. Taylor, who is regarded as the “father of scientific management” were significant. Taylor wanted to find the most effective way to use people and resources in the work place. He believed that there was one best way of performing every process and task in any industry. He thought that, to find the best way, workers performance of a task should be examined scientifically, objectively, and in great detail, using an empirical and experimental approach. It only then can a more productive way of doing the job be found. After finding the “one best way” of performing a job, the manager should then teach it to the workers. Taylor thought that an incentive system, rewarding fast workers and penalising slow workers would encourage them to adopt the new system quicker. He believed that scientific methods would eventually replace intuition and rule-of-thumb, which had been used in organisations up until then.

Hint

The contributions of Frederick W. Taylor, who is regarded as the “father of scientific management”, were significant. Taylor wanted to find the most effective way to use people and resources in the work place. He believed that there was one best way of performing every process and task in any industry. He thought that, to find the best way, workers performance of a task should be examined scientifically, objectively, and in great detail, using an empirical and experimental approach

4.1.1 Taylor’s Principle of Scientific Management

1. Develop a science for each element of an individual’s work; this replaces the old rule-of-thumb method.
2. Scientifically select and then train, teach, and develop the worker. In the past, workers chose their own work and trained themselves as best as they could.
3. To foster cooperation among workers and to ensure that all work is done in accordance with the new methods.
4. Work should be divided almost equally between management and workers, that is, division of labour should be encouraged in order to discourage boredom.

4.1.2 Henry L. Gantt’s Work on Scientific Management Theory

Gantt devised his own *Task and Bonus Wage Plan* in 1901. This involves paying workers a bonus besides their regular pay if they are able to complete their assigned tasks in the time allowed. Unlike Taylor’s plan, Gantt’s system did not penalize workers who failed to complete their work in the allotted time. Each supervisor was given a bonus for every worker who met the standard, plus an extra bonus if all workers did so. This plan was the first to recognise the need to give financial rewards to supervisors who taught workers proper work methods.

4.1.3 Gilbreth’s thought on Scientific Management Theory

Frank Bunker Gilbreth (1868-1924) and his wife, Lillian Moller Gilbreth (1878-1972), made their greatest contribution in the area of time and motion study. Their work led to today’s job simplification, meaningful work standards, and incentive pay plans. The story of their lives as theorists and inventors and parents of twelve children is immortalized in a book and motion picture entitled *cheaper by the dozen*.

4.1.4 Purposes of Scientific Management Theory

1. It is to develop management techniques in order to achieve development and higher productivity in a work place.
2. It is to show how individual can be used to achieve the objectives of the organisation, and ensure higher productivity.



Note

The weak point of scientific management theory is that it turns workers to working machine; that is, workers who cannot really express their feelings or needs in the work place.

4.2 Administrative School of Management

This school of thought concerns itself more with the organisation in its entirety. That is, what an organisation does and how it attains its goals.

4.2.1 Principles of Administrative School of Management

1. Objectives that need to be achieved in the organisation- The private sector main objective is profit making, while public sector's objectives are in multiple, but mainly, it is in the provision of goods and services for the common good of all.
2. The objective should determine the nature of work (or what is called departmentalisation) and how to divide the work into units in order to encourage efficiency in a work place.
3. There should be organised hierarchical structure and authority in both public and private sectors. This helps in determining the superior and the subordinates, and the relationship and responsibilities between each level in the hierarchy.
4. There should be a span of control with sufficient sense of delegated responsibility. There should be what is called line and staff relationship or primary (line) and supportive (staff) activities.
5. There should equally be a proper coordination of work-load on individuals. This is a prerequisite to the objective of the organisation. There should also be what is called balance, stability and flexibility as prerequisites to organisational goals. On the issue of balance, it dictates that each unit should be developed in proportion to what they contribute to the organisation, while stability deals with the capacity to withstand all the strains and inadequacies. Flexibility has to do with the capacity of the organisation to adjust to new needs and challenges in its environment.

Study Session Summary



Summary

In this Study Session, we discussed schools of thought in administration, which are, the scientific management theory and administrative school of management. The scientific management theory objective aims to find the most efficient method of performing any task and to train workers in that method, while the administrative school of management concerns itself more with organisation in its entirety.

Assessment



Assessment

Required

Study Session 5

Bureaucracy

Introduction

In the last Study Session, we learnt certain established thoughts on how efficiency can be attained in a work place. In this Study Session, you will learn the features or standards that are obtainable in any formal organisation.



Learning Outcomes

When you have studied this Study Session, you should be able to:

- 5.1 *define and use correctly* the term “bureaucracy”.
- 5.2 *highlight* the basic features of a bureaucratic organization.
- 5.3 *point out* the importance of bureaucracy
- 5.4 *describe* the bureaucratic models.

5.1 Definition of Bureaucracy

Bureaucracy An administrative system, especially in a government, that divides work into specific categories carried out by special departments of nonelected officials.

In a simple term, **bureaucracy** can be defined as the standard of rules or processes of getting work done in a formal organisation. It means the official system used in order to attain the targeted goals of any formal organisation.

The term “bureaucracy” is hereby commonly used in two ways:

1. To describe the form of an organisation that can be termed formal organisation.
2. It is equally used to describe all the negative attributes that are connected to formal organisation.

The bureaucrats are those people that work in a bureaucracy and use official rules very strictly. Bureaucracy also exists in the private sector, but there is a problem of separation of ownership from control.

5.2 Features of Bureaucracy

Complex Administrative Hierarchy

This is a system within an organisation in which people have authority and control over the people in the rank below them, who in turn have

authority over the people below them. For example, in a University system, there is a hierarchical structure that is, Vice-Chancellor, Deputy Vice-Chancellors, Deans, Heads of Department, e.t.c.

Specialization of Skill and Task

This is the division of work load in a work place. It is equally called decentralisation of work in order to enhance efficiency.

Impersonal Behaviour

In a formal organisation, all workers are expected to put up an impersonal behaviour both to the management, co-workers and the clients.

Everybody is expected to work and address issues and personnel in accordance with formal rules.

System of Rule

Any formal organisation is expected to have an established system of rules which greatly help in the attainment of the organisational goals, and this must apply to all workers, either the management or the other co-workers.

Separation of Ownership from Control

In a formal organisation, those who own the organisation may not necessarily be those that control it. E.g. U.A.C.



Bureaucracy can be defined as the standard of rules or processes of getting work done in a formal organisation. It means the official system used in order to attain the targeted goals of any formal organisation.

5.3 Importance of Bureaucracy

Despite the fact that bureaucratic principles have generated so many criticisms, there is no organisation that can do without applying bureaucratic rules for the following reasons:

1. Public bureaucracy has become an instrument through which government implement decisions.
2. Much of the skills and experience that modern government needs are usually supplied by the bureaucrats.
3. Bureaucracy bridges the gap between the government and the society, especially, in the area of providing social services for the people.
4. Public bureaucracy is important because it involves itself with data collection for the purpose of decision making.
5. Public bureaucracy and bureaucrats also participate in legislation modalities. This is made possible because the bureaucratic

experts under government administration give advice on the likely bills to be sent for legislation.

6. Bureaucracy is also good at executing government policies.
7. Public bureaucracy and bureaucrats are also involved in what is called house-keeping functions i.e. records keeping.

Hint

Public bureaucracy has become an instrument through which government implement decisions.

5.3.1 Red Tapism

This is the negative description involved in bureaucracy. And, it entails too much inconsistency and inconveniences in an organisation which is caused by:

1. Attention to routine and scrutiny of records.
2. Excessive formalities
3. Conservation of large number of data and making references to those data before taking decisions.

These make work rules to be rigid and irritatingly slow. They are equally referred to as bottlenecks.

5.4 Bureaucratic Model

The bureaucratic model involves those conditions that make an organisation bureaucratic and formal. Again, they are the features that distinguish bureaucratic organisations from those that are non-bureaucratic or informal organizations.

5.4.1 Features of Bureaucratic Model

The Conditions include the following:

Division of Task

This means that the task to be performed for the attainment of the organisational goals must be broken down into units or cells. That is why we have departmentalization, that is, the existence of different departments that perform different functions for the realization of organisation goals. Examples are: Accounts Department, Technical Department, Administrative Department e.t.c. There should also be what is called *rulification*, which indicates that the work is done according to the organisation rules in order to attain the set goals.

Hierarchy of authority

In a bureaucratic organisation, there must be some form of hierarchical structure, starting from the highest to the lowest authority; superior and subordinates. This is important because everybody within the organisation would be conscious of his or her duties and they can be held responsible for the decisions taken and those that are not taken at all.

Formality

Each worker in the organisational hierarchy is expected to perform his duties in a formal way. This is to avoid personality differences that might hinder the easy attainment of the organisational goals. The existence of public relations department in many organisations is necessary to bridge the gap created by the formal ways of doing things.

Career Orientation

Appointments in a formal organisation should always be based on technical qualifications and skills that are related to the nature of the job prescription. Promotion too should always be based on merit and the achievement of every worker. There should also be a way of protecting workers from arbitrary dismissal from service.

Training Opportunities

The levels of competence of personnel should always be maintained through formal and periodic training. New technology and skill being adopted by the organisation need to be passed to the workers through effective training.



Each worker in the organisational hierarchy is expected to perform his duties in a formal way. This is to avoid personality differences that might hinder the easy attainment of the organisational goals.

Probation Appointment

All employers should undergo the stage of probation. This is a period of time used to test the capability of the newly employed workers in an organisation. It is also to practically prove the acclaimed skills and expertise of the newly recruited workers.

System of Documentation

In a bureaucratic organisation, there are documents and records that need to be preserved for the purpose of maintaining the organisational values.

Discipline

When we say that bureaucratic organisations should have a formal mode of work, what we are saying is that there should be a process or procedure of discipline which should be based on reward and punishment. Reward is used to motivate workers while punishment is used to reprimand defaulting workers who act against the established norms of the organisation.

From these bureaucratic conditions, it should be noted that the bureaucratic model operates in both public and private organisations. The only difference is the structure, which can either be rigid or flexible.

5.4.2 Disadvantages of the Bureaucratic Model

1. The bureaucratic model leads to strict rudimentations. This means, work that is done with strict compliance to the established

rules make workers lack initiative, and less impact is contributed to the work done.

2. It is demoralizing. This is because the workers, especially the junior workers find it difficult to express themselves. It makes people become working machines.
3. It is repressive because the command structure that exists makes it difficult for workers to contribute their ideas on how work can better be done for an improved goal attainment.
4. It is costly. Every formal organisation is said to be costly because of the massive number of workers involved in the coordination and control of each units and cells within the organisation. This increases expenditure.
5. There is an isolation resulting from bureaucratic organisations, especially from those organisations that want to move from informal to formal organisational structures. This is true because of the perceived distance of the management from the rest of the work force.
6. It encourages corruption especially in many developing countries, simply because of the complicated structure put in place.



Discussion Activity



How will you justify the feature bureaucratic model in the operation and running of your local government?

Post your response on Study Session Five forum page on course website.

Study Session Summary



Summary

In this Study Session, you learnt that bureaucratic rules are very important to any organisation to promote efficiency. Also, we discussed that bureaucratic models are the conditions or features that help in distinguishing formal organisations from informal organisations. In addition. It has been established that although some disadvantages are recorded against the bureaucratic models, no formal organisation can survive without its application either in part or full.

Assessment



Assessment

Required

Study Session 6

Policy

Introduction

In Study Session five, we discussed the features or standards that are obtainable in any formal organisation. In this study session, we shall explore the concept of policy, the features and types of policy, and the basic determinants of government policy.



Learning Outcomes

When you have studied this Study Session, you should be able to:

- 6.1 *describe* the types of public policy.
- 6.2 *highlight* the stages involved in policy formulation.
- 6.3 *describe* the problems of policy implementation.
- 6.4 *explain* policy feedback and evaluation.

6.1 Meaning of Policy

Policy A program of actions adopted by a person, group, or government, or the set of principles on which they are based.

Policy generally, is a concept about which there is no agreement as to its meaning. Most scholars that have described policy described it as something that is more complex or more intricate than decisions itself. It is often difficult to determine whether any decision is a policy. But what is certain is that, it is not all decisions that are policy; they may interpret or have the effect of various policies, but may not constitute the basic features of policy.

Policy has been described in various ways. For instance, it has been described as a long series of more or less related activities and their effects. It is also described as a conscious decision or deliberate decision and the course that it takes as a result of interrelations among decisions.

Policy has also been described as a purposive course of action followed by the government. In this sense, we talk about health, educational and agricultural policies e.t.c. In this sense, it is whatever the government chooses to do or chooses not to do; action and inaction; intended and unintended actions.

In essence, one can safely define policy as a set of interrelated decisions or actions taken in order to achieve the coordinated goals of the organisation.



Tip

Policy has also been described as a purposive course of action followed by the government. In this sense, we talk about health, educational and agricultural policies. In this sense, it is whatever the government chooses to do or chooses not to do; action and inaction; intended and unintended actions.

6.2 Features of a Policy

A policy is said to possess the following attributes:

1. The decision which translates to policy should always be goal-oriented. What this means is that policy must be targeted at solving certain problem. A policy cannot be said to be a policy if it does not address certain issues related to the organisation's goals.
2. A policy must connote some cause or pattern of action. That means that a policy should have an identifiable action plan that needs to be followed in order to meet up with the required goals of the organisation.
3. A policy must also involve some overt action to solve a particular problem, and if may of which may also involve deliberate in action solving a particular problem. That means a policy may include action and inaction.
4. A policy must be based on constituted rules or laws. This makes a policy to be authoritative to promote certain values or agenda or allocate resources to promote the values of the organisation.



Reflection

A policy must connote some cause or pattern of action. That means that a policy should have an identifiable action plan that needs to be followed in order to meet up with the required goals of the organisation.

6.3 Types of Public Policy

Types of public policy include the following:

1. Distributive Policy
2. Redistributive Policy
3. Regulatory Policy
4. Constituent Policy

6.3.1 Distributive Policy

This is the policy that is designed to create an equal access to the available resources by the people e.g. fuel subsidies, direct grant to agencies or individuals for certain goods and services or for research purposes. It might even be for the purpose of promoting certain social services like free education. This type of policy does not encourage discrimination; everybody seems to be better off.

6.3.2 Redistributive Policy

This policy involves the transfer of resources from one segment of the society to another in order to bridge the gap between the rich and the poor; and to maintain equilibrium in the society e.g. Value Added Tax (VAT). Ironically, despite the effort of the government to bridge the gap, no society has ever maintained the equilibrium or bridged the gap between the rich and the poor.

6.3.3 Regulatory Policy

This is the type that is aimed at setting some standards or preventing negative activities in the society. This policy is to preserve the national value. For example, the establishment of NAFDAC by the government in Nigeria has been to guide against substandard and fake consumable products. We also have the NBC, National Broadcasting Commission that prevents provocative films from being released into circulation. The Code of Conduct Bureau has also been established by the government to ensure the compliance of public servant with the rules of service. Regulatory policy, however, has two major forms:

Competitive Regulatory Policy

This is a deliberate action on the part of the government to limit the numbers of people participating in a particular activity or in producing certain goods and services.

Protective Regulatory Policy

This is what the government uses to guide the activities of actors in order to prevent harmful or negative actions. This may require the government to apply some measure of force to prohibit certain negative actions in the society e.g. armed robbery.

6.3.4 Constitutive Policy

This is a policy that cannot be placed on any of all those types of policies earlier mentioned. This policy is designed to meet the operational and security needs of the government e.g. recruitment policy, minting policy, e.t.c.

6.4 Determinants of Government Policy Choices

This is to highlight those factors that determine the choice of government policy implementation. They include the following:

1. The goals and the resources available to the government.
2. The political and economic environment of the government.

6.5 Policy Formulation

6.5.1 Steps in Policy Formulation

Policy formulation is very important. This is because it is at this level that different things are put into consideration before arriving at a pattern of action to be taken for the smooth running of an organisation. For instance, if the government wants to formulate a policy, it considers the goals and resources at its disposal. The problem government is targeting is equally put into consideration, likewise the population involved.

Policies are not just formulated or arrived at without any purpose; their purposes are to address certain problems or to achieve set goals. What needs to be done at this formulation stage therefore includes the following:

1. Identification of problems.
2. Setting of goals.
3. Determination of the objectives.
4. Selection of the best way among the variables that are available.
5. Estimation the cost of the alternatives through the use of cost benefit analysis.
6. Identification of best alternative process, if possible.

When all these are attained, then there would be policy output. Policy output comes in form of:

- a. Laws.
- b. Policy Statements.
- c. Directives.
- d. Guidelines.

It should be noted that policy formulation is usually preceded by what is called policy agenda. This is the setting up of all the problems that need to be solved and then prioritize the ones that are urgent. This is because all the problems cannot be solved at the same time.



Tip

Policies are not just formulated or arrived at without any purpose; their purposes are to address certain problems or to achieve set goals.

6.5.2 Problems of Policy Formulation

1. Frequent changes of government leads to frequent changes in policy. This phenomenon equally encourages wastages of national resources as the new government may not be interested in the old policy.

2. Lack of adequate information and reliable data.
3. Difficulty in selecting national interest. Many requires often find it difficult to meet the needs of the people adequately. In a heterogeneous society like Nigeria, for instance, it would be an up-hill task for government to satisfy every interest group in the country through its policy formulation.
4. Poor communication among government units and departments.
5. Time Constraints. For the fact that the bureaucrats have specified time limit for prompt decisions to be taken, the luxury of time to explore every avenue for resources and information is lacking.
6. Problems associated with external pressure or forces are equally prominent in policy formulation. For example, in many developing countries, economic policies are often tied to the IMF and other external donors' conditionality.

6.6 Policy Implementation

When policies are formulated, they are meant to be implemented or put into practice, especially after the policies have been transformed into laws and guidelines. The actions and interactions that take place in order to attain the set goals is called policy implementation. It is therefore the activities directed at putting programmes into effect. It is the heart of the policy process.



Tip

The actions and interactions that take place in order to attain the set goals is called policy implementation.

6.6.1 The Features of /Activities in Policy Implementation

Policy implementation involves three sets of activities:

Interpretation

This involves giving meaning to an idea, which is, translating and reducing the issues to an acceptable and visible direction.

Organisation

This means the establishment of systems and methods of putting a programme into effect.

Application

This is the routine provision of services, payments, benefits and other objectives of the programme to the beneficiary.

Interpretation and organisation are the instruments of the application because people are expected to see the result of the programme interpreted and organised.

The following factors must be considered when talking about policy implementation:

1. The policy must be implementable. Thus means that it must follow certain pattern of action, and it must not be ambiguous.
2. The target population must be identifiable.
3. The agencies that would implement the policy must be identified. This is to discourage conflicting interests or functions among government agencies.
4. The resources that are needed for the policy implementation must be identified.
5. The resources for the policy implementation should be systematically mobilised.

6.6.2 Problems Confronted in Policy Implementation



Note

Many of the policies formulated by politicians often suffer when it gets to the implementation stage. This is not because the bureaucrats are unwilling to perform; it is but because there is lack of political will to implement the policies on the part of the politicians. The environment itself is saturated with corruption, which is one big societal ill.

1. Many policies can only be implemented by many agencies; so there is an improper multiplicity of the agencies involved in policy implementation, which therefore results in lack of communication and coordination.
2. Policy implementation suffers because of the existence of clash of interests among government agencies for example the existence of both the Nigeria Police Force and Civil Defence Corps creates the problem of clash of interest.
3. The goals and objectives that are associated with government policies are often ambiguous, and this creates problems for policy implementation.
4. There is often lack of monitoring and supervision of government policies; this hinders policy implementation.
5. An economy that is badly managed can also contribute to the problem of policy implementation. The inability to mobilize required resources in a bad economy can lead to the problem of policy implementation.
6. Harsh political environment often creates problems for policy implementation. It has been noted that many of the policies formulated by politicians often suffer when it gets to the implementation stage. This is not because the bureaucrats are

unwilling to perform; it is but because there is lack of political will to implement the policies on the part of the politicians. The environment itself is saturated with corruption, which is one big societal ill. All these create problem for policy implementation.

6.7 Policy Feedback and Evaluation

Feedback takes the form of information generated from the effect of policy. The information goes back to the system; it is recycled and used to provide better policies. It is equally through the impact of the policies implemented that evaluation is made. Evaluation of the policy therefore, means the assessment of the policy actions to check whether the policy was actually achieved the desired goals.

In essence, feedback is important for it helps in re-examining the effect of the work done. It is through this process that the defects noted are corrected for better policy formulation in future.

6.7.1 Techniques of Evaluation

- A. Techniques that measure the relationship between of cost, the benefit and the utility of the policy (Cost-benefit analysis).
- B. Techniques that measure output or performance.
- C. Techniques that use experiments to evaluate policy in a programme. That is done while the programme is on-going.

The reasons for techniques in policy evaluation are the following:

1. It increases accountability.
2. It provides the basis for policy planning and control.
3. It provides information for post-implementation.
4. It helps in strategic management.
5. It provide basis for staff appraisal.



Note

Evaluation of policy means the assessment of the policy actions to check whether the policy was actually achieved the desired goals. In essence, feedback is important for it helps in re-examining the effect of the work done. It is through this process that the defects noted are corrected for better policy formulation in future.

6.7.2 Problems of Policy Feedback and Evaluation

1. Given the environment we find ourselves, there is lack of techniques facilities to assess policy implementation. Fortunately, the Federal Government has strengthened a number of institutions whose duties are to assess government policies and submit their findings to the appropriate quarters e.g. Nigeria Institute for Social and Economic Research (N.I.S.E.R.).

2. Lack of adequate information and data also constitutes problem for policy feedback and evaluation. This problem often creates policy misjudgement.
3. Caged Press: In many developing countries, journalists are often denied freedom. The press which is considered as the “Fourth Estate of the Realm” would have been very effective if only the government had given journalists free access to information and data. This would have made information available for policy feedback and evaluation.



Discussion Activity

Present ‘policy’ as a business of government in a chart.

Post your chart with comments on Study Session Six forum page on course website.

Study Session Summary



Summary

In this Study Session, we examined the concept of policy. Even though there is no agreeable definition of the term policy, the term consists of a set of interrelated decisions or actions taken to achieve organisational goals and aspirations. We noted further that the policy circle entails policy formulation, implementation, feedback and evaluation, which are the processes involved in the making of policy.

Assessment



Assessment

Required

Study Session 7

Planning

Introduction

In the previous Study Session, we discussed policy and policy circle. There is a general saying that he who fails to plan already plans to fail. This indicates that no organisation plans to fail. It is in light of the importance of planning that we will discuss the various forms of and steps in planning in this Study Session.



Learning Outcomes

When you have studied this Study Session, you should be able to:

- 7.1 *define* the term planning.
- 7.2 *point out* different forms of planning.
- 7.3 *describe* the problems associated with planning.

7.1 Meaning of Planning

Planning A method of doing something that is worked out in advance.

In a simple form, **planning** is regarded as a process of thinking before embarking on any action set to achieve the desired goals. It is a systematic procedure for achieving goals and arranging those goals, selecting the causes of actions in order to achieve the goals. It involves the following:

1. Course of action to be taken.
2. Arranging those goals in order of the levels at which the actions are to be taken.

Planning therefore forms the bedrock of development to which any organisation or nation wants to embark upon. It is an essential tool or a roadmap for policy formulators.



Tip

Planning is the bedrock of development to which any organisation or nation wants to embark upon. It is an essential tool or a roadmap for policy formulators.

7.2 Forms of Planning

Planning can take many forms and some of them include the following:

1. It could be based on a given time frame; either long term, medium, or short term planning by which result is expected within a limited period of time. There is Annual term planning i.e. the budget of a country. Other plans that have time frame includes the following:
 - a. **Sectoral Planning:** This is meant for different sectors of the economy, e.g. industrial and Social sector.
 - b. **Regional Planning:** This is for the regions within the country. This is because the needs of each region within the country may be different.
 - c. **Project Planning:** This planning engages itself with certain projects that are useful at a time, and for which resources are provided. E.g. road projects.
 - d. **National or Comprehensive Planning:** This kind of planning covers the whole plan for the country. It is more or less like a country's mission.
2. It is also expected that the plan must have objectives that must be pursued.
3. There should be some selected methods to be used in achieving the objectives.
4. There is need to estimate the effectiveness of each method or cost of each alternative.

7.3 Problems of Planning

1. The low capacity to plan well due to lack of coordination among different government agencies and sectors of the government.
2. The low quality of information or data which are essential in successful planning.
3. Politics and political instability create the problem of misplaced priority in planning. For example, giving sensitive positions to inexperienced political attaché will hinder the process of planning.
4. Lack of adequate funds for planning. In many developing countries, for instance, that is much dependence on funds from external agencies and donors such as World Bank and IMF. These agencies often attach their support to conditions, which make it difficult for the beneficiary to have an independent planning procedure.
5. Ineffective monitoring and control system hinder a nation's planning procedure.

6. The communication gap between the policy analysts and the planners makes planning difficult. In Nigeria for example, the system of 6-3-3-4 in the education sector has been largely faulted due to poor implementation. The system was never intended to be run as it's being run presently. That is why the policy is undergoing fresh scrutiny from the government as a way of adjusting it so as to comply with the original model.



Politics and political instability create the problem of misplaced priority in planning. For example, giving sensitive positions to inexperienced political attaché will hinder the process of planning.

Because government realizes the importance of planning to national development, it has now established the National Planning Commission and Ministry that help in gathering data for nation building.

Study Session Summary



In this Study Session, we noted that for any organisation to achieve her goals and objectives there is need to arrange these goals in order to attain the required result, following certain pattern of action. This means that, planning is the bedrock of development. It is expected that a good plan/strategy should have time frame, objectives and methods to be used to achieve the objectives.

Assessment



Required

Study Session8

Organisation in Administration

Introduction

Organization is one of the most important elements or aspects of administration. We shall therefore explore the concepts of organization and its principles in this Study Session.



Learning Outcomes

When you have studied this Study Session, you should be able to:

- 8.1 describe the association between organization and administration.
- 8.2 explain the principle of organization.

8.1 Organisation in Administration

In a simple term, organization means arranging a series of things in a coherent and functional way. This implies the existence of structure and composition of agencies, departments and other constituent parts, putting them to use for the attainment of set goals. As a matter of fact, one can submit that organization is rudimentarily related to administration as anatomy is to medicine. It relates to the systematic arrangement of persons and materials that are involved in the attainment of common goal. It includes the human relation element being put into use so as to serve the desired objective with the least friction or crisis and maximum satisfaction for all concerned.



Tip

Organization is rudimentarily related to administration as anatomy is to medicine. It relates to the systematic arrangement of persons and materials that are involved in the attainment of common goal.

Different writers have highlighted different aspects of organization. It has been described as the form of every human association for the attainment of common purpose. It is equally viewed as the arrangement of personnel for facilitating the accomplishment of agreed purpose through allocation of functions and responsibilities. Organization is also described as a planned system of co-operative effort in which each participant has a recognised role to play and duties and task to perform. Essentially, an organisation comes into existence when explicit procedures are

established to co-ordinate the activities of a group in the interest of achieving specified objectives. For set goals to be accomplished, one of the salient functions of an administrator or administration is organising, which entails the grouping of the activities necessary to carry out plans into administrative units and defining the relationship among the executive and workers in such a unit. Regardless of the kind of categorisation of the vision of administrative act or action, organisation is certainly a very important, if not most important element in administration.

Strictly speaking, organising consist of;

1. dividing and grouping of tasks to be done;
2. establishing relationship among personnel; and
3. identifying the sources of authority.

Hint

For set goals to be accomplished, one of the salient functions of an administrator or administration is organising, which entails the grouping of the activities necessary to carry out plans into administrative units and defining the relationship among the executive and workers in such a unit.

These relationships do not preclude other forms of informal and social relationship over which the administrator has little impact. Organisation, like administration, is not a process in a large organisation alone; it is essential even in a small organisation. Any organisation has to distinguish between those departments or units that are responsible for the performance of major operation and those auxiliary or supportive units; whose existence is justified only if they assist the operating department (Line and Staff relationship). Organisation is more than mere organizational chart; it is an instrument for directing, coordinating and controlling of the whole system. It is indeed the foundation of management. Without an effective organisation, the aim of the whole enterprise may be unattainable.

In order to identify some of the principles of orgainsation, we must start by what orgainsation entails. Basically, three kinds of work must be performed whenever organisation takes places.

These are:

1. Division of labour.
2. Identification of sources of authority.
3. Establishment of relationship among personnel.

If an enterprise is to operate effectively, division of labour is categorically imperative. This involves a division of the total tasks to be done so that each one in the enterprise does a bit of what is required for the attainment of the set goal. Also the division of labour ensures that there is absence of duplication or overlap in the work being performed. The implication of a badly organised institution is very negative for goal attainment. Whatever happens, no administration can operate without an organizational structure of whatever sort.



Organisation is more than mere organizational chart; it is an instrument for directing, coordinating and controlling of the whole system. It is indeed the foundation of management. Without an effective organisation, the aim of the whole enterprise may be unattainable.

Organisation, therefore, remains very important in utilising or fixing together individuals and their tasks. It is therefore a very important process for informing an individual where he/she fit in and assigning to each those elements of the total administration for which he/she is to be responsible. Why is it important to assign responsibility? The answer lies in the fact that man differs in natural capacity and skill. Sometimes, in some organisation, lines of authority are hopelessly confused. With this type of situation, personnel seek refuge for non-performance in absence of a clear-cut or properly delegated allocation of responsibilities.

8.2 Principles of Organisation

Organisations are of varied sizes and also have varied goals. It is therefore important to know that *there is no formula or universal principle that can be applied uniformly to all organisations*. However, there exist some general principles that are applicable to any organisation.

8.2.1 Scalar Principle of Organisation

The Scalar principle or hierarchical principle, deriving from scale, denotes a series of steps. Within an organisation, it means the grouping of duties not necessary in terms of duties or functions, but in terms of responding to the degree of authority and corresponding responsibility. This is what is called scalar chain. It is erroneous to think that this principle only applies to a vast organisation, military organisation or industrial concern. The truth is that whenever there is an organisation even of two people, the scalar principle applies. This principle constitutes the universal process of coordinating through which the superior coordinating authority becomes effective throughout the entire structure. Through the scalar principle, an organisation is able to preserve the practical precept of an organisation, such as the need for unity of command, and the requirement that authority should be commensurate with responsibility.



This principle [Scalar principle]constitutes the universal process of coordinating through which the superior coordinating authority becomes effective throughout the entire structure.

8.2.2 Staff and Line Principle

In the realm of organisation, one of the most frequent concepts is that of staff and line. Through is concept, administrations supplement their

vertical hierarchy of authority, which is the scalar principle of organising personnel and positions within the organisation. An organisation hinges on through major model of organisation that is line and staff. Line and staff concept is best understood by way of illustration. The army is to be taken as an illustration because the army is said to have originated a line and staffing organisation. Line organisation is a simple mathematical subdivision within the army. There is Major General divided into Brigadiers; under Brigadiers there were regiments each regiments is further divided into battalions; each battalion is into divided into company under the Captain, a Squad under Corporal. The line of authority and responsibility runs continuously through the body from the top to the bottom. Alongside this arrangement is the staff organisation, which is divided according to functions e.g. Emergency, Supply, and Transport Departments, etc.

Line and staff are coordinated and co-operate; they do not stand against each other or to one another in any order of hierarchical authority. The function of line and staff are therefore non-antagonist, they are not alternative or rival system or organisation between which one may choose. Line organisation is essential for discipline and for the continuous existence of the whole organisation. Staff organisation is important for efficiency. It helps in playing certain critical roles like assembling fact, summarising or integrating fact or information; recommending courses of actions, developing enthusiasm and provision of information and advice to operating units.



Note

Line and staff are coordinated and co-operate; they do not stand against each other or to one another in any order of hierarchical authority. The function of line and staff are therefore non-antagonist, they are not alternative or rival system or organisation between which one may choose.

Strictly speaking, line organisation executes while the staff plans and render many essential services. It is important to note that staff and line are complementary rather than antagonistic features of any organisation. Again one should understand that the actual administration activities sometimes do not always fall into the two categories; it is possible for an employee to perform the staff and line function. *Organisation is the most important part of administration*

Study Session Summary



Summary

In this Study Session, you learnt that organisation provides the structure where different activities, such as planning, controlling, directing and coordination of resources take place for the collective attainment of goals. It also involves dividing and grouping of work in a systematic way in order to have a well coordinated result. And lastly, we noted that there are different principles of organisation.

Assessment



Assessment

Required

Study Session 9

Distribution of Power in an Organisation

Introduction

For any organisation that wants to achieve good results, there must be stages and levels of power and influence for proper coordination and planning. This Study Session is therefore devoted to discussing different models or levels of power distribution in an organisation.



Learning Outcomes

When you have studied this Study Session, you should be able to:

- 9.1 discuss the three modes of distributing power in an organization

9.1 Distribution of Power

There are three modes of power distribution in an organisation. They include the following:

1. Distribution within the centre (centralization).
2. Vertical Distribution- This involves power distribution from the centre to local units e.g. deconcentration.
3. Horizontal Distribution- Distribution of authority by reference to functions being performed e.g. devolution.

9.1.1 Centralization

Centralization The concentration of control, especially political control, in a single authority.

Most developed and developing countries have at one time or the other had highly centralised administration. This involves the *concentration of power* in an individual or centre. For example, monarchical rule which was a form of **centralization** is practiced in Europe and Africa.

Centralisation can therefore be viewed in the following areas:

1. **Political Perspective**- absence of competitive political parties.
2. **Institutional Perspective**- the power is concentrated in the hands of an individual or few people.
3. **Economic Perspective**- the role of government to the private sector, which involves total economic control. The bulk of the revenue is raised by the government and its agencies.

Reasons for Centralization

1. It is believed that centralisation will facilitate growth and development.
2. It promotes even development because the resources of the country are harnessed for common good.
3. It encourages integration and unity of purpose.

9.1.2 Decentralization

Decentralization An administrative arrangement in which power is transferred to sub-national units of government.

Decentralization is considered as an alternative strategy to development. This is because with this system, authority is granted to units from the centre so as to build them towards national stability. Decentralisation is therefore a political arrangement where organisation or government activities are transferred from the centre or headquarters to the sub-units of the central government. It could also mean the transfer of resources and responsibilities to agents established for certain purposes by the central government. This that means decentralization could be seen as an administrative measure or a political arrangement in which power is transferred to sub-national units of government.

Decentralisation is also the delegation of legal and political authority to plan, make decisions and manage public functions from the central government to the field agencies, area wide or regional authorities, autonomous local government, and subordinate units of central government.

In a simple term, decentralisation is the transfer of power and responsibilities from the central government to the sub-national units of government.



Tip

Decentralisation is a political arrangement where organisation or government activities are transferred from the centre or headquarters to the sub-units of the central government.

Forms of Decentralization

Deconcentration

This is the redistribution of responsibilities from the central government to sub-units of government. It equally means the transfer of responsibilities in a hierarchical order to the field administrator. It is also referred to as the intra-organisational transfer of power. This is because it involves the transfer of workload from the central government to the field units of central government or local administration. The main objective of deconcentration is to allow the local units take decisions to suit some local exigencies, which the central government may not be aware of. This power can be withdrawn by the central government if it is abused.

Delegation

Delegation refers to a situation where the central government transfers responsibility for decision making and some other functions to semi-autonomous bodies, especially public corporations or public authorities, e.g. P.H.C.N. These bodies are specially established and given power over certain areas within their jurisdiction, while the central government retains the absolute control.

Divisionalisation or Departmentalisation

This is the splitting of a large bureaucratic organisation to semi-autonomous units. Each unit is given the power or necessary requirement into manage responsibilities within its own jurisdiction. It is also referred to as intra-governmental units. The only difference here is that transfer of power is more specific. In departmentalisation, divisions are created to perform a specific type of function and not more than that function. For example, in an organisation, there are different departments such as: Administrative, Account or Finance and Store.

Devolution

This is the transfer of power to local units of government which operate as independent sub-national units of government, outside the direct control of the national or central government. Each unit has their own structure, appointed or elected officials, raise revenue and expenditure. The units also have the right to take its own independent decisions. However, when there is however a conflict between the central and sub-national units over decisions taken, the central government's decisions always supersede the sub-national units. A very good example is local government administration in Nigeria. The power and responsibilities that exist between the central and different sub-units can be measured in the following ways:

- a. Legal status given by the constitution.
- b. Accountability-That means who is accountable to who.
- c. Autonomy- whether fully independent or partly independent or not independent at all.

Advantages of Devolution

1. When power is devolved, the participation of people is increased in the local affairs.
2. There is an increase in the commitment of the people to the stability of government.
3. It enhances the relevance of the services rendered at the local level in relation to the needs of the people.
4. It is a good strategy for bringing heterogeneous society together towards nation-building or extracting some form of loyalty to the national government.



Activity

Make a critique of the argument for distribution of power and functions in Nigeria's public service.

Post your response on Study Session Nine assignment page on course website.

Study Session Summary



Summary

In this Study Session, you learnt that power is distributed into different stages of bureaucratic organisation. The essence of distributing power and responsibilities is to promote efficiency. Power is distributed between units and sub-units can however be measured through autonomy, accountability and legal status.

Assessment



Assessment

Required

Study Session 10

Local Government Administration

Introduction

While discussing devolution of power in the previous Study Session, I made mention of the local government as a very good example of devolution. It is in light of this development that we want to discuss local government administration in this Study Session.

Learning Outcomes



When you have studied this Study Session, you should be able to:

- 10.1 *highlight* the different models of local government.
- 10.2 *discuss* the sources of local government funding.
- 10.3 *analyze* the debate on local government autonomy.

10.1 Local Government Administration

The local government has been described as a lower level of government in a political unit. It is a political division constituted by law and charged with the responsibility of administering local affairs in a country.

10.1.1 Features of Local Government

1. The body that constitutes the levels of government is either selected or elected.
2. It has a specific territory within the country.
3. It has a population over which it legislates.
4. It has a structure which makes it institutional.
5. It is a legal entity, that is, it is backed by law.
6. It has a range of powers and functions.
7. There is a measure of autonomy.



It is a political division constituted by law and charged with the responsibility of administering local affairs in a country.

Tip

10.1.2 Reasons for Local Government

Democratic Imperative

Local governments encourage people at the grassroots to participate in government. They equally encourage local self-rule for democratic solution. The aspiration and needs of people at the grassroots are easily met in the local government. It equally prevents the concentration of power in a group of people or central government. The nearness of local government to the people at the local level makes them contribute their own quota to national development.

Promotes an Effective Communication Strategy

It has rightly been observed that local governments encourage two way-channel of communication between the centre and the local government. For example, in Nigeria, when federal government initiates a policy, it is the responsibility of the local government to interpret the policy for the understanding of the people at the grassroots. The views and demands of people are equally channelled back to the federal government through the local government.

Need for People's Mobilization

Local governments are created because there is need to mobilise and sustain the goals and initiatives of government for development. Local government is essential when it comes to implementing national programmes at the grassroots.

Training Ground for Politicians

National politicians have used the local government as a launching ground to national politics. Politicians can easily mobilise and assess their positions easily at the grassroots levels.

Testing Ground for Government Policy

Local governments have been used as an avenue to test the policy of the government. This means that can be described as the socio-political laboratory of government policies. It is easy to test policies at the grassroots level because the impact of the success or failure of the policy could be minimal than when it is tested at the national level.



The nearness of local government to the people at the local level makes them contribute their own quota to national development...it is also the socio-political laboratory for government policies.

10.1.3 Functions of Local Government

1. They make laws for the purpose of carrying out their duties. In Nigeria, we call local government laws bye-laws.
2. They perform social service functions, e.g. controlling environmental pollution.
3. Local governments engage people in community development.

10.1.4 Local Government Model

Mayoral Model

This model exists where the structure put in place is headed by the elected representatives. The elected representatives are elected separately for a fixed period of time. Under this model, there are chairmen who serve as the chief executive officer. There are equally other elected members that form the council. This model is what we practice in Nigeria.

Consular Model

In this model, councillors are elected, but they in turn elect the chairman who acts as the executive head of the council and at the same time the speaker of the legislative council. He also has a constituted committee whose members are drawn from the legislative council. The ward is therefore the constituency of the councillors unlike in the mayoral model where the whole local government area becomes the constituency of the chairman once he is elected.

Managerial Model

Here, the council has selected council members who in turn appoint managers from the members of the public. The appointed managers then assume the management of the local government administration. The appointments of the managers are based on experience and knowledge. They perform the overall activities of the local government. For example, they initiate and monitor the local government activities. They also have the vested power to appoint staff who help in the day-to-day running of the local government administration. Their decisions are based on management rationality. The United States of America is said to be operating this model.

10.2 Local Government Funding

1. The principal source of funding for local government is through statutory grants. These are, grants from the federal government. This is what is called inter-governmental grant. It could be block grant, which consists of certain amount of money is given to the local government for a specific project. The other grant is marching grant. This grant is made up of part contribution of the governments at different levels.

2. Local government generates fund through user charges, e.g. people renting local government halls for occasions.
3. Loans-The local government borrows money from banks or international organisations for developmental projects.
4. Local taxes, usually called rates, form another means of generating funds for local government.
5. Returns from investment, e.g. transportation services and shares. The local government should be encouraged to invest in business ventures, which would at the same time discourage corruption; through this more money would be realised for local governments.
6. Local governments also receive gifts from individuals or philanthropic organisations.

Hint

The principal source of funding for local government is through statutory grants. These are, grants from the federal government. This is what is called inter-governmental grant.

10.3 Problems of Local Government

Inadequate Funds

Many local governments, especially in Nigeria often complain of the lack of adequate funds. On many occasions, most local governments barely get enough to embark on capital projects after the payment of workers salaries. The problem is also compounded by the arbitrary deduction of local government funds by the state government.

Lack of skilled Labour

It has become an open secret that local governments have become a dumping ground for school drop-outs and other unskilled workers. It is rare, if not impossible, to find experts and professionals in different fields working in the local government. That also contributes to the low productivity being experienced in local government administration.

Suffocating Control Problem

The issue of autonomy for local government has generated heated debate in the recent times. This is because the suffocating control local governments experience from both the central and more importantly, the state government slows down the pace of work and the capacity of the local government.

Poor Administrative Structure

In many local governments in Nigeria today, units and department are not fully created on the basis of technical experience. Even when they are created, there are no sufficient professionals to head such departments.

10.4 Local Government Autonomy

Firstly, autonomy is referred to as the self-governing nature or status of a particular body of an organisation or government. It is a legal status of an organisation, and it explains the levels of relationship, authority and control exercised by one higher authority over the other. Local government autonomy therefore is the self-governing status and authority that is peculiar to local government administration. In other words, local government autonomy is the power with which local governments hold the monopoly.

10.4.1 Structural Evolution of Local Government Autonomy

Local government, as it is known today, is different from the other forms of local administration that existed both before and during the colonial period in Nigeria. Before the advent of British colonial administration in Nigeria, there was already in existence in various parts of the country, some forms of local administration. These political institutions were structurally diverse. But behind this diversity, a general basis for local government existed. It was on this basis that indirect rule system was developed as a British administrative policy. The issue of autonomy for local government has passed through some stages from inception:

Under Colonial Rule

The colonial government regarded local governments essentially as agents of central administration and by implication undermined their capacity for autonomous action. Between 1966 to 1976, civilian and military regimes had embarked on a number of reforms of the local government structure.

1976 Reform

The 1976 nation-wide local government reform stands out in many respects. It formally recognised the local government as a distinct level of government with defined boundaries, clearly stated functions, and provisions for ensuring adequate human and financial resources. The reform however failed to address the issue of their finance, as the financial instability of local government councils somehow reduced them to mere structural decorations as they are not able to perform adequately the various functions they are charged with. This contributed to their failure to optimally perform actions.

10.3.2 Problems of Local Government Autonomy in Nigeria Federal System of Government

In most federal systems, the political imperatives of federalism recommend exclusive allocation of certain functions to specific levels of government, and by implication the performance of such specific functions without reference, from the legal point of view to any other level of government.

In Nigeria, the federal structure that is in operation created three distinct levels of government. These are the federal, the state and the local government. Each of these has its own share of functions and responsibilities. The federal government controls the exclusive legislative list; the state government has control over the concurrent legislative list, while the local government functions are earmarked under the residual list. The problem noticed with this arrangement is that, whenever there is conflict between the federal and the state or between federal and local laws, the federal and state government laws prevail. This, in a sense, suggests that the constitution that created protection for the lower levels can also be used by the higher levels (federal and state) through various means. This arrangement makes the autonomous status of local government unstable.



Note

The constitution that created protection for the lower levels is also being used by the higher levels (federal and state) to relegate local government to a through various means. This arrangement makes the autonomous status of local government unstable.

Federal Government’s Exercise of Control

Sensitive areas through which federal government exercises massive control over the local government include the following:

Finance

The federal government provides the highest grant for local government. The general saying of “he who pays the piper dictates the tune” becomes the simple explanation here. It is easy for the federal government to dictate and control the activities of the local government because its greatest fund comes from the boss- federal government.

Legal Sovereignty

In Nigeria, legal sovereignty resides with the central government. It means that the existence of the local government is subject to the whims and caprices of the federal government.

National Legislation

The law that has established the local level of government is derived from the national legislation. This gives the federal government the liberty to regulate local government activities. Even in a situation where local governments make bye-laws, they are always secondary to the laws of the central government who can abrogate the laws passed.

Administrative Measure

The federal government can delegate administrative functions to the local government and at the same time specify the methods of application. The local government is provided with technical staff occasionally for the administrative activities by the federal government.

Policy Implementation

Some decisions taken by the local government are subject to the federal government's ratification. For example, the federal government sets standard on health and education. Any policy formulated must be in consonance with federal government's policies. Occasional central imposition of functions without the commensurate funds creates problem' for local government autonomy.

Hint

The law that has established the local level of government is derived from the national legislation. This gives the federal government the liberty to regulate local government activities.

Influence of the State Government

In the 1999 constitution, the power, functions, compositions and structure of the local government have been transferred to the state government. With this development, the state government now has relative authority over local government administration in Nigeria. Some areas where the influences of the state government become more noticeable are as follows:

Payment of Primary School Teachers

Since it has become the responsibility of the local government to pay the salaries of primary school teachers in Nigeria, the fund earmarked for the local government is often given a massive cut by the state government under the pretence of helping the local government pay the teachers. The remaining fund left in the hands of the local government is usually barely enough to embark on developmental project at the grassroots.

Joint Account

Closely related to the first point raised is the issue of joint account that has generated so much controversy between the state and local government. Here is a system, which allows the state and local governments to operate a joint account or common concerning, where the federal allocation. The local government is always at the receiving end because the state government often short-changes the local government.

Tenure of Chairmen

Since the tenure of the chairmen and councillors in the local councils has not been stated in the 1999 constitution, the state government has powers to decide the tenure of the chairmen and the councillors. This, in a way, gives the state government some measure of control over functioning of the local government.

Conduct of Local Government Election

Another area through which the state government exercises control over the local government is in the area of election into the local government through the State Independent Electoral Commission. It has become a common knowledge that the state government always has interest in who becomes the local government chairman at every election conducted.

Creation of Local Government

In the 1999 constitution, it is in the power of the state government to create more local government although with the National Assembly's approval. With this development, the overall status and powers of the local government can directly be influenced by the state government.

Study Session Summary



Summary

In this Study Session, you learnt that local government is a political division constituted by law and charged with the responsibility of administering local affairs in the country. Despite the wide criticism that its existence has generated, it would be counterproductive to scrap it because of its closeness to the people at the grassroots. It equally encourages local participation and support for government at the centre. We also noted that a reasonable measure of autonomy needs to be given to it so as to meet up with the challenges of nation building within its jurisdiction.

Assessment



Assessment

Required

References

- Balogun, M. J. *Public Administration in Nigeria: A Developmental Approach*. 1993.
- Heath D.C. and Company, 1988. *Journal. Management*. Western Kentucky University.
- Hughes, O.E. 1994. *Public Management and Administration: An Introduction*.
- Leloup, L.T. 1991. *Politics in America: The Ability to Govern*.
- Nwachuckwu C. C. 2007. *Management Theory and Practice*. Revised Edition.
- OluAjakaiye, Solomon Akhere Benjamin (ed) 1999. Issues in the review of the 1999 Constitution of the Federal Republic of Nigeria (NISER).
- Patrick Mbieli. 2006. *Public Administration. A Broad View*.
- Roskin, M. G. 1994. *Political Science: An Introduction* (5th edition).
- Sam C. Ugwu. 2007. *Introduction to Public Administration*.
- Sammark, P.; Pool, D.; Tordoff W. (1993) *Third World Politics: A Comparative Introduction*.
- Turner, M.; Hulma, D. 1994. *Government Administration and Development*.
- Wallis, M. 1989. *Bureaucracy: Its Role in Third World Development*.