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# 21<sup>st</sup> INAUGURAL LECTURE

*Topic:*

**PUBLIC PERSONNEL ADMINISTRATION IN NIGERIA:  
CONCEPTUAL AND BACKGROUND ISSUES**

**by**

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### Protocols

The Vice Chancellor,  
Deputy Vice Chancellor (Academic),  
Deputy Vice- Chancellor (Administration),  
Registrar,  
Bursar,  
University Librarian,  
Provost of College of Health Sciences,  
Dean of Postgraduate School,  
Deans of Faculties and of Students,  
Directors of Centres and Institutes,  
Heads of Department,  
Respected Colleagues,  
My Lord Spiritual and Temporal,  
Great Nigerian Students,  
Gentlemen of the Press,  
Invited Guests,  
Ladies and Gentlemen.

I give glory to God Almighty for giving me the opportunity to be counted among the living and to stand before you today to

deliver the 21<sup>st</sup> inaugural lecture of the University of Abuja, Abuja; titled “Public Personnel Administration in Nigeria: Conceptual and Background Issues”.

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Public personnel administration is pivotal and crucial to the survival of an enduring public service. Since independence, efforts have been made to achieve sound public personnel administration practice. Have these efforts been realised? Fortunately, the answer to the above question formed the basis of the major areas of my academic pursuit through which the university pronounced me a Professor and by implication the central theme of this inaugural lecture for which we are all gathered here today.

There is a need to state clearly that this intellectual discourse is unique in the sense that it is the first of its kind in the Department of Public Administration and also Faculty of Management

Sciences of the University of Abuja. It is the first by a Professor of Public Personnel Administration in this university. It is being delivered by a professor of eight years ranking.

### **Conceptual Underpinnings Public Administration**

Public administration is an aspect of a more generic concept of administration. To understand the meaning of public administration, we need to understand the meaning of the word 'administration'.

The English word 'administer' is derived from a combination of two Latin words *ad* and *ministrare* meaning 'to serve' or 'to

manage'. Literarily, the term 'administration' means management of affairs – being it public or private.

Administration is a universal process and occurs in diverse institutional setting. Administration is divided into public administration and private administration. The former refers to the administration which operates in a governmental setting, while the latter refers to the administration which operates in a non-governmental setting, that is business administration.

Public administration is an aspect of the broader field of administration. It exists in a political system for accomplishing the goals and objectives formulated by political actors. It is also called governmental administration because the adjective 'public' in the term 'public administration' means 'government'. Hence the focus of public administration is on administrative organisation of the government.

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The definitions given by eminent scholars can be broadly classified into different categories on the basis of importance they attach to different aspects of administrative functioning (Ekhaton: 2006:3). There are those who stress the function of implementation of public policy. For example White (1955:1) observes that, "public administration consists of all those operations having for their purpose the fulfilment or enforcement of public policy". In the same vein, Hodgson

(1969:1) opines that "public administration comprises all activities of persons or groups in governments or their agencies, whether these organisations are international, regional or local in their scope, to fulfil the purposes of these governments or agencies". Scholars like Pfiffner and Presthus (1960:3) lay more emphasis on the coordinating role of administration. In their opinion, "public administration consists of getting the work of government done by coordinating the efforts of the people so that they can work together to accomplish their set tasks". There are others who emphasize administrative function of implementing the law of the country. In the words of Walker (1950:5) "The work which the government does to give effect to a law is called administration". All these definitions manifest one fact that public administration is government in action. In common usage, it is concerned with the executive, operative and the most obvious part of the government. That is to say it is mainly concerned with the executing and implementing part of governmental activity with the question as how law should be administered with equity, speed and without friction.

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It should be noted that Willoughby (1958) distinguished between executive power and administrative power and restricted the use of the word 'administration' to the activities of the administrative branch only. That is to say he gave administration the position of a 'fourth branch' of government (other three being legislative, executive and judiciary). Abert Lepawsky observed,

“Willoughby's recognition of administration as the fourth branch of government is the most extreme, but probably the most logical result of the strict separation of administration and politics advocated by Wilson (1887)”.

### **The Nigerian Public Service**

This concept is necessary to be defined because public administration does not take place in a vacuum.

The public service of the federation as defined by the 1999 Federal Constitution of the Federal Republic of Nigeria is:

*The service of the federation in any capacity in respect of the*

*Government of the Federation and it includes the clerk and the staff of the National Assembly, the Judiciary and the staff of any Commission*

*established by the constitution or an act of National Assembly, staff of any educational institutions established or financed principally by the Government, the Armed*

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*Forces and staff of Government owned companies or statutory agencies.*

I thank God for our amiable and wonderful children, Mrs Eloghosa Yemisi Obili, Efehi Ekhaton, Blessing Ekhaton, Orobosa Ekhaton, Osayame Ekhaton, Oghosa Ekhaton and my grand children Osasenaga and Eseosa. You are all to me source of joy and blessings from God. My thanks all go to members of my extended family, my in-laws and my friends for their love and encouragement. I want to thank all those that have participated in my academic and intellectual upbringing at the primary school, secondary school and the university. They are too numerous to list.

Let me also appreciate the benefits I derived from interactions with my colleagues in the Department of Public Administration and Faculty of Management Sciences of this university and others within and outside the university. Many thanks to Professor M. A. Mainoma, also my Vice Chancellor, Nasarawa State University Keffi where I am at the moment spending my sabbatical leave. May Almighty God continue to reward you for your several kindnesses.

Finally, let me express my profound gratitude to all my present and past students for their wonderful contributions in class. To my audience, your patience throughout the period of delivering this lecture is highly appreciated. But for your patience this lecture would have been impossible. May God Almighty



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arrange before you an audience favourably disposed to your heart desires. I wish you safe journey back to your various destinations.

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### **Acknowledgement**

The Chairman Sir, allow me to acknowledge a few among those that have contributed in one way or the other in making me who I am today.

First in the list is Jehovah God Almighty, for His divine favour, mercy, protection and grace. To Him, all honour and adoration be in Jesus name, amen.

I must thank my Vice Chancellor Professor M. U. Adikwu (aka Peaceful man), Deputy Vice Chancellor (Academic) Professor G. Kolawole, Deputy Vice Chancellor (Administration) Professor S. Mashi, Registrar, Bursar, University Librarian, Provost of College of Health Sciences, Deans, Directors, Heads of Department, Chairman Inaugural Lecture Committee, Professor B. M. Barkindo and Members of his Committee.

I thank my late father, Chief Benjamin Eghianruwa Ekhaton and my mother Mrs Ekhaton Esther Igbinowa for not only bringing me into this world and sending me to school at the cost of their comfort, but also teaching me during my childhood days moral, values and hardwork. I am also grateful to my beloved and caring wife, Mrs Dolly Ekhaton, who I always describe as God

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The public service is the engine-room of the Government for executing policies and programmes that impact meaningfully on the lives of citizenry.

The public service is regarded as the sole instrument of continuity of administration. Therefore, public service is expected to remain connected with the people by being people-oriented.

The public service is to be seen to carry out delivering of quality goods and services to all citizens regardless of their socioeconomic and political groups or affiliations.

Thus, the Nigerian public service is the sum total of all structures

sent to suit my purpose here on earth. She has made our home conducive to academic work.

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of governance, or organisations created as part of government machinery for effective and efficient delivery of goods and services. These include the staff of the three arms of government:

- (i) Legislature (National Assembly)
- (ii) Judiciary (adjudication of law, seeking redress and settle of dispute)

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(iii) Executive (executing government policies and programmes).

These include the career staff of:

- The Presidency
- The Ministries
  - Federal Character Commission servants, has been a long journey. We have very successfully
  - National Population Commission
  
  - Police Service Commission
  - Public Complaints Commission
  
  - The Armed Forces/Military i.e. Army, Navy, Air scholars and practitioners of public administration and force management. · The Police
  - The Paramilitary
  - Custom, Immigration, Prisons

- 
- The Extra-Ministerial Department such as
    - Federal Civil Service Commission
    - Independent National Electoral Commission
    - Federal Judicial Service Commission

traversed this long path.

The lecture, no doubt, would arouse considerable interest of

- The Parastatals**
- Social service/infrastructural agencies e.g. FERMA
  - Regulatory Agencies i.e. National Communication Commission
  - Educational Institutions e.g. Universities, Polytechnics, and Colleges of Education.
  - Research Institutes e.g. NISER.

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### **Distinction Between the Public Service and Civil Service**

The public service is usually seen as government machinery for the delivery of the sum total of quality goods and services to the public. The civil service is narrower in scope than the public service in that it does not include staff of the judiciary, Parastatals and government companies. Civil servants are public servants but not all public servants are civil servants. The public service is a canopy providing shelter for the civil service, the armed forces and staff of government owned companies or statutory agencies.

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In addition to the above, the following elements go to make up the prestige of an office or service:

- (i) a high income
- (ii) the essential character of the job held in relation to the service
- (iii) high qualification and reputation for hard work
- (iv) social position

The qualities of prestige and morale are intangible, but they count too much in an organisation. They are inescapable, whether for good or bad; they respond to changing circumstances and themselves play a part in shaping events. They are compounded out of the complex of daily routines, and built from the maze of personal contacts between public and officials, and between the members of the public service. They are manageable within limits, and it is an obligation of responsible authorities to foster the prestige and morale of the public service. The capacity of the service for action in the solution of the great human problems which vex the world is directly conditioned by success in handling these attributes of men at work.

### **Concluding Remarks**

The above discussion presents conceptual and background characteristics of public personnel administration. This approach which is an exposé of the conceptual and background dimension of public personnel administration; from

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meaning of public personnel administration to morale and prestige of civil

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### **Policy**

Ekhaton (2006:124) defines policies as “guides to actions or decisions of people in an organisation”. They state how the members of an organisation should act in specific situations, which occur frequently and affect a large number of people in the group. According to Terry (1956) “A policy is a verbal, written or implied basic guide to action that is adopted and followed by a manager”. Dimock and Dimock (1970) define it as “consciously acknowledged rules of conduct that guide administrative decisions. According to Gladden (1953) policy-making is the activity of those who “decide what is to be done”.

### **Issues in Public Personnel Administration in Nigeria**

Public personnel administration is that aspect of public administration which is focused on the people at work and their relationship within an organisation.

The problems of public personnel administration are most significant, characterised with complexities and present a multitude of considerations which need a careful analysis and study. Here, we have to lay emphasis on the personnel element and it is this that leads to the problems of public personnel and their complex character; thereby making their solution difficult. Other problems of public administration are

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less difficult with less complexity on account of the fact that they mainly deal with the employer, but the personnel problem not only deals with the employer but equally with the employees and the general public. The general public is brought in here because it desires a system of personnel wherein all citizens will have equal access to join the government service and progress to higher positions so long as their talent, qualification(s) and experience can carry them. The government as an employer of labour is desirous in securing maximum work done for a least expenditure. The employee is interested in getting a good pay, conducive work condition, job security, and a handsome pension on retirement. Thus three parties have been identified to have equal interest in the personnel system and hence the system should be properly organised in such a manner that will accommodate the interests of all the three parties.

### **Objectives of Personnel Administration**

Public personnel administration or personnel management, to be more precise, is an important part of public administration. A sound personnel policy is a prerequisite for an effective and efficient public administration. The objectives of public personnel administration are summarised in the definition of personnel administration stated by Nigro and Nigro (1976:28). According to them, "Public personnel administration is the process of acquiring and developing

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skilled employees and or creating them to put forth their best efforts".

Agarwal (1973:9) has listed seven objectives of public personnel administration:

- (i) Effective utilisation of human resources in the achievement of organisational goals.
- (ii) Establishment and maintenance of an adequate Prestige is a relative quality, one individual or group may have greater or lesser prestige than another, but there is no obvious fixed point from which prestige may be measured in absolute terms. The prestige of civil service may be compared with the prestige of the army or the church or the educational corps of the country, or any other definable group. A baseline once established, changes in prestige value are not difficult to identify.

The prestige of public services differs from one country to another and from one service to another within the same country. Speaking in a broader sense, we find in Britain, France, Germany and Nigeria that civil services have high prestige. But in the United States of America due probably to its spoils system of recruitment into the public service in the past, the public services enjoy less prestige than in those countries mentioned above.

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## Essential Elements of Prestige

The essential elements of prestige can be enumerated as under:

- (i) Wearing of uniform.
- (ii) Association with well-known persons.
- (iii) Security.
- (iv) Capacity to exercise power.
- (v) Identification with socially valuable programme.

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A chief leans on his authority,

A real chief achieves good will.

A chief intimidates and upsets his subordinates,

A real chief generates their enthusiasm.

A chief says "I",

A real chief says "we".

A chief orders: "Be on time",

A real chief makes his subordinates want to be there ahead of time.

A chief abhors rest periods,

A real chief organises them.

A chief knows how things are to be done,

A real chief indicates how they might be done.

A chief makes work a heavy burden,

A real chief makes it a pleasure.

A chief says "go",

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A real chief says "let us go".

## Meaning of Prestige

Prestige means dignity and respect that an officer enjoys in his post.

According to White (1955), "Prestige means the attribute of social appreciation which may attach to a person, a group, or an institution. It is external to the person or group concerned". Thus, prestige is the respect or appreciation that an officer or his post, or service as a whole enjoys in the eyes of the people.

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organisational structure (organogram) and desirable working relationships among all members of the organisation.

- (iii) Securing integration of the individual and informal groups with the organisation, and thereby, their commitment, involvement and loyalty.
- (iv) Recognition and satisfaction of individual needs and group goals.
- (v) Provision of maximum opportunities for individual development and advancement.
- (vi) Maintenance of high morale of human organisation.
- (vii) Continuous strengthening and appreciation of human assets.

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## **Functions of Personnel Administration**

To achieve the above objectives, public personnel administration has to carry out the following functions:

### **(i) Organisational Planning and Development**

That is developing an appropriate organisational structure to ensure effective work performance. This also includes determining organisational needs and designing interpersonal relationships.

### **(ii) Recruitment and Selection of Employees**

A significant function of public personnel administration is to capture qualified and competent persons for various positions of the organisation. There is also the need for manpower planning based on long-term and short-term needs of the organisation. Also, placement of employees at right jobs for which they are best suited based on competency; familiarising the employees with the organisation and its vision and mission, transfer of employees to appropriate positions and making available to them promotion opportunities.

### **(iii) Training and Executive Development**

Training of employees to enhance their efficiency and effectiveness of job performance is another huge task of public personnel administration. The training function includes training needs identified and analysis, provision of suitable and

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effective pre-entry or introductory training, on-the-job training, as well as management development training.

### **(iv) Salary Administration**

No organisation can work efficiently and effectively for long unless its employees are adequately compensated for the work they do to achieve the goal of the organisation. Hence salary administration constitutes a significant aspect of public personnel administration. Merit pay or financial incentives, bonus, etc are equally included in the salary administration function.

### **(v) Motivation and Morale**

Public personnel administration has the responsibility of motivating the employees to work for the organisation. It also develops ways for improving and sustaining high morale among the employees. In this regard, morale and attitude surveys are - Internal relationship and communications within the organisation.

- Good home conditions also go to make for good morale.
- Good working conditions as security of tenure, promotion, facility for leave, retirement benefits contribute to good morale of the employees.
- Confidence in the integrity and good intention of one's official superior is an important factor in employee's morale.
- Morale rests upon recognition. It is human nature to strive for praise or recognition. When a civil servant has done

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good work, he must get his due recognition or praise. This no doubt would raise his morale.

- Administrative leadership which promotes participation and proper human relations among the employees, and provides guidance and encouragement to them.

Leadership is an art of coordinating and motivating the individuals. The morale of the employees is affected substantially by the quality of administrative leadership. The Chief Executive should make conscious efforts to remove the factors that hamper the growth of morale in administrative organisation. A “real chief” can secure high morale among employees, while a chief cannot. The following distinction between the “chief” and the “real chief” is relevant from the point of view of the question of morale and discipline of the employees. A chief orders his subordinate, A real chief guides them.

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morale may help an employee who is perplexed and distressed by personal worries.

### **Significance of Morale**

Morale is an important element in all organisations. In military organisations, morale may be responsible for the victory or defeat in wars. Napoleon used to say that 75 percent success or failure in wars depends upon the morale of the soldiers. Morale is very useful for building organisations. It makes the employees conscious of their duties. The employees feel

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satisfied when the goals of the organisation are achieved. It develops team spirits among the employees and as such prevents tension and conflicts. The employees feel proud in performing their duties. They develop sense of dignity of labour. This would ultimately lead to efficiency and productivity. Subscribing to the above views Ekhaton (2008) says “good morale is to the service just as good health is to the body”.

### **Factors That Help in Building Morale**

High morale is very essential for the efficiency of an administration. Factors that help in morale building in public service are as follows:

- Morale is higher among employees who are treated as human beings.

to be conducted and suitable public personnel policies and programmes are to be executed.

#### **(vi) Employer-Employee Relationship**

Public personnel administration should ensure that there exists cordial relationship between employer and employees. Thus it has to evolve adequate machinery for disputes resolution and redressing employees' grievances.

#### **(vii) Employee Welfare and Service Record**

Public personnel administration is expected to maintain complete records of the employee in respect of their qualifications, job performance, special aptitudes and other



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matters related to personnel. Moreover, it has to make adequate provision for employees welfare such as medical services, safety in the workplace, recreation, etc.

All these functions may or may not be found in every organisation. Their availability in any organisation depends on the size, objectives, location, leadership disposition and a host of other factors that affect organisation.

### **Tenure System**

One of the central problems of public personnel policies has

- Personnel policies and practices which concern the the employees. Some scholars in this field argued too much of physical, mental and emotional aspects of an security of service makes the civil service responsive to policy employee's life. directives of the political boss. There is also the argument that

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been the issue of appropriate degree of security and tenure of power of the political boss can be increased thereby making the civil service insecure. Nevertheless, available historical evidence states that when a political boss increases the security of its civil service, it leads to a rise in total power of the state, which is generally in the interest of the political boss. According to UNO publication (1974:26), it is the combination of professionalism with the collective effects of tenure that make it possible to talk of the Nigerian civil service as the backbone of the Nigerian state.

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The tenure system can be divided into the following three main categories

- (i) Tenure at the will of the appointing officer
- (ii) Tenure for fixed number of years; and
- (iii) Tenure during good behaviour and retirement age.

(i) **Tenure at the Will of the Appointing Officer:** So far as this is concerned, it does not suit the civil service. This kind of system is almost universally found in private organisations where conditions of service differ sharply from what is obtainable in the civil service organisations. Nothing interests

the managers of the private organisation other than have the work done at least cost with utmost economy and efficiency; while in the civil service the managing heads are not directly interested in the financial gain or benefits of the organisation. This kind of tenure system will inflict severe hardship on the employees if they are unjustly and suddenly dismissed and as such creates instability and inefficiency in the pubic personnel system of the country. For employees to function with high necessary to have a re-think of pension administration in the entire country. Accordingly, it initiated a pension reform in order

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to address and eliminate the problems associated with the old pension schemes.

### **Morale and Prestige**

A wholesome public service is characterised by high prestige, positive morale and integrity. These are three generalised tests, that attest to the success of public personnel administration – one external and the others internal. The levels of prestige and morale differ widely from one jurisdiction to another and from time to time within any organisation. Although, the terms prestige and morale are related, they are not identical. For the purpose of our discussion, we shall deal with these terms separately under the following theme: Meaning of morale, significance of morale, building of morale, meaning of prestige and essential elements of prestige.

### **Meaning of Morale**

Morale is the state of mind of an individual with respect to his work environment. For White (1955) “morale is an inner possession of an individual or group”. Its internal, a state of mind or attitude. It has an individual as well as a group or institutional aspect. Thus, morale is an inner possession of an individual or group. It helps the individual to function with energy, confidence and enthusiasm. It also leads to integration and cooperation among the members of the group. A high group

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restrictive and cumbersome in application is now being relieved of its troubles. This new pension scheme is indeed welcome because, without it a time will come when due to inflation, a pensioner's pay will not be enough and he will be looking for cost of living uplift, which can only be provided by out of any excess earned by his own fund or by the generosity of his employers. Therefore, carefully managed funds, particularly when invested, augur well for the Nigerian workers

In the same vain, pension administration, over the years, have been known to be problematic due to many reasons among which include insufficient data on pensioners, corruption and 'I don't care' attitude by some pension workers which result in delays and accumulation of pension arrears. These have resulted in many innocent retirees suffering untold hardship for no fault of theirs.

Weak and inefficient administration manifested in protracted delays in processing and payment of pensions, less transparent and cumbersome processes as in several documents required to be filled by retirees; inadequate data for budgetary purposes, most of the pension schemes, especially of parastatals like the Nigeria Railways Corporation (NRC) were bankrupt and mismanaged. Also, pension schemes have largely been unregulated with diversified arrangements.

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As a result of the above problems associated with the earlier pension administration, the Obasanjo administration thought it

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degree of independence and sincerity, they must be guaranteed a permanent and sufficient long tenure.

(ii) **Tenure for a Fixed Term:** This kind of system is suitable for political office holders but not suitable for the administrative class because, short term period of four or five years cannot produce capable persons or give enough room for specialisation and experience. About the time employees are beginning to have thorough understanding of their positions and job performance, they are exited from the job and replaced with new and inexperienced employees. Moreover, this system enables the party in power to distribute public offices based on political patronage and aristocratic connections as it happens in Nigeria where political office holders are appointed both by the national government and state government for four year term as corresponding with the term of office of the president and governors with the result that every change in Nigerian presidency and governorship brings a change in officials and employees of political class.

(iii) **Tenure During Good Behaviour:** This is the best prescription for the administrative service as it will enhance efficiency in administration by making the office permanent and continuous. It makes civil service a permanent career, a

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prestigious profession that attracts capable men and women. The single reason why people are clamouring to secure civil service job in Nigeria is that it offers permanency and security of service to the job candidates. It is the superiority of this kind of tenure system over the other two systems that has made many countries to adopt it for their public personnel administration.

### **Position Classification**

Among the numerous problems of public personnel administration none exceeds in significance than that of effecting a systematic classification of all employees. Such a classification constitutes, indeed, the bedrock of the entire public personnel structure. Without it, it is impossible to address satisfactorily the numerous problems that public personnel administration gives rise to.

The basic unit of an administrative organisation is “position” which is different from its incumbent. The duties and responsibilities of a post are attached with the “position” and not with its occupant. Civil servants fit themselves in the “position”, “positions” do not fit themselves to the calibre of civil servants.

Classification means grouping together of persons or things on some common basis. In public personnel administration, it means the grouping together of posts into various classes on

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the basis of their respective duties or responsibilities (Ekhaton, 2008:49). According to Mandell (1964), "by classification is meant the grouping of position on the basis of similarity of duties and qualification requirements".

Dimock and Dimock (1970) opined that "classification may be defined as the systematic sorting and ranking of position in contribution of employees is secured through compulsory deduction from their salaries which are carried to the Retirement Savings Account (RSA) of the employees, managed by the Pension Fund Administrator (PFA). Counterpart contribution on behalf of the employee is also made by the government to the employees Retirement Savings Account (RSA). Under the third system, the entire contribution is met by the employees through deductions made from their salaries. Each of these systems has its own merits and demerits. Many people are willing to accept the first system. They argue that employees are not under obligation to make provision through savings for their future needs. Some people maintain that the entire cost should be borne by the government. Just as government pays salaries of its employees, so it must also pay their retirement allowances which should be considered as part of their salaries. From the view point of expedience, it will do away with the expensive and complicated methods of calculating deduction from pay. Finally, there are many others who look upon the responsibility as a joint one and advocate partly contributory system which

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occupies a middle position between the two extremes of non-contributory and wholly contributory. It is argued that this system will not necessarily burden either party and will create the spirit of making sacrifices in the employees. In Nigeria, this partly contributory scheme is operational in all federal government establishments. Some state and local governments have started to embrace the scheme. The contributory pension scheme is a welcome development in the light of industrialisation and social security in Nigeria. For the private sector, the National Provident Fund (NPF) which is both

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constitution). In the United States of America, retirement age is 65 to 70 years, in the Great Britain it is 60 to 65 years and in Nigeria, it is 60 to 70 years.

In fixing the retirement age, two opposite views contend for acceptance. One view is that the retirement age should be as high as possible so that the full benefits of the accumulated experience of the employees may be obtained and pensions may have to be paid for a short period as possible. This is the view of large section of public servants. The other view which is shared by the younger elements is that the superannuation age should not be raised high as it blocks the prospects of early promotion and entrance for outsiders. The government policy of employing afresh the retired and superannuated employees instead of raising retirement age too high is really to be commended.

### **Retirement Benefits**

There are three forms of retirement systems, namely:

- (i) non-contributory,
- (ii) partial contributory, and
- (iii) wholly contributory.

Under the first system, the government undertakes to defray the entire cost of making the retirement allowance. The employees are not called upon to contribute any money to the

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retirement fund. Under the second system, the cost is partly met by the government and partly by the employees. The

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hierarchical sequence according to comparative difficulty and responsibility". The basic idea in a position classification is that all those positions in the organisation which involve closely similar duties or responsibilities should be grouped together for the purposes of recruitment, compensation and other personnel matters (Simon, 1957).

### **Different Categories of Classification**

There are three main categories of classification – the service, the class and the grade. The service is the first and the broadest category of classification, the class is the sub-division of service and the sub-division of class is grade. In Nigeria, the secretarial service and the Nigerian Foreign Service are examples of service. Within these services are classes as senior or junior, etc. and within a given class there may be several grades of pay. **Methods of Classification**

In making classification of positions, the organisation has to take the following into consideration:

- field of work, activity of a position;
- kind and degree of supervision from higher authority;
- kind and degree of supervision flowing from the post downward;

- responsibility other than supervisory, if any; -
- difficulty or simplicity or complexity of work; and -
- qualification(s) required of the post.

### **Advantages of Classification**

The system of position classification was originally devised to meet the demand of equal pay for equal work in order to eliminate the injustice of rates of salary differentials in respect of the same work in different agencies of the government. But today it has come to occupy a pivotal position in public personnel administration. Its principal advantages can be briefly stated as follows:

- (i) The first and foremost advantage of classification is that it systematises and simplifies public personnel administration. With classification, various posts which run into hundreds of thousand are fitted into a dozen class or so. If these posts are not classified and the government deals with each post singly, the burden of public personnel administration would be unbearable.
- (ii) Secondly, classification facilitates the problem of personnel employment. It makes it possible for the organisation to determine definitely its personnel needs and inform the employment agency accordingly. The employment agency sets the same kind of tests for the job applicants of a particular

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class and makes a list of the successful ones for the departments to make appointments.

- (iii) Thirdly, classification acts as a safeguard against arbitrariness and favouritism in pay scales fixation for the public services. This is one of the reasons for the so much crave for public services.
- For retaining the best qualified persons in government service, a retirement system is imperative. A system of pensions on retirement sustains the morale of the employees who do not have to bother about their future as they will be getting pensions on retirement.
- On humanitarian reason, it is desirable that employees who have become less productive or totally incapacitated to work due to some physical disabilities arising from failing strength consequent upon advancing years, must not be ruthlessly dropped from service without any provision for their future financial needs. Justice and morality demand that the government should care for those in their old age who have worked for it for about ten to thirty-five years.

Thus, the desirability of governments making provisions for the retirement of their old and incapacitated workers is now fully established beyond any doubt.

## Retirement Age

The age of retirement differs from country to country according to the climatic conditions and the average life expectancy. The age of retirement is generally fixed by the statute, but in certain important cases, it may also be fixed by the constitution (for example, the retirement age of judges and members of the civil service commission in Nigeria has been fixed by the

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## Aims and Objectives of Retirement System

A retirement system for public servants is basically designed to facilitate the termination of people's employment whose strength has begun to fail as a result of age or disability by approving allowances for past services; to provide benefits to

dependants in case of death; and to raise the morale of services

(iv)

by creating sense of economic security. Viewed from the employee's angle, the retirement system aids compensation for modest scale pay, relieves anxiety for the future, and provides a convenient means of savings regularly. Therefore, retirement system is considered an

integral part of public personnel administration. The above fact becomes clearer from the following objectives:

- It removes incapacitation due to old age or otherwise from the public service. This is desirable in the interest of efficiency and high productivity in the service.

(v)

- Opportunities for promotion are possible when the retirement system allows older employees to exit at an appropriate time. If the people at the top do not retire, there will be no room for promotion. Absence of promotion opportunities would prevent the public

servants from putting in their best.

(vi)

- Retirement of older employees brings in new blood and fresh ideas into the public service.
- Retirement system attracts talented men and women

particular classes. Equal pay for equal work is guaranteed. The salary does not depend on the arbitrary will of the appointing

authority. A direct relationship between salary paid and work done is clearly established.

Fourthly, it becomes possible to establish and operate a sound promotion system that is founded on merit, equity and justice. Promotion can be made from a lower position to a higher one within the same class. The employee can know in advance what to expect by way of career progression in due course. If there had been no classes and no fixed lines of promotion, anybody from anywhere could have come up to fill higher vacancies anywhere. This no doubt will lead to low morale.

Fifthly, classification facilitates personnel budget preparation by aiding those in charge of formulating and scrutinising budget estimates by confining their attention to the number of employees in each class without any difficulty.

Lastly, classification encourages the growth of corporate consciousness, *esprit de corps*, pride, prestige, self-respect and morale within each class. the advantages of classification, Finer (1956) observes *The experience of all countries shows*

into the public service. A system of pensions on employer, the legislative body and the tax payers. Highlighting retirement is a serious factor that attracts people to join

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*how necessary is such a classification. Without categories there is no calculation, no comparison, no relative assessment and evaluation, and in a popularly governed state,*

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*particularly where publicity and government by the political amateurs necessitates easily grasped facts and figures, control ceases where categories and .... The least amount of evil in state service is produced by the best classification.*

### **Drawback of Classification**

There is only one objection to classification, namely, that it encourages class consciousness among the services. This problem is already very visible among our public services today. Classification may bring about disharmony between the higher and lower classes in the services. This is a major drawback inherent in any hierarchical structure of an organisation and is unavoidably in public personnel administration. This defect can be minimised by putting in place a proper promotion system i.e. from lower classes to the higher.

For efficient and effective classification, it must undergo constant review. Classification must keep pace with the

Classification advances the interest of the employees, the changes in the day-to-day running of administration.

changes in the day-to-day running of administration.



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an officer based on personal association is more valuable than any other system of judgement. The importance of the personal judgement of an officer will depend on three factors:

- the capacity to make good judgement;
- the freedom of action employed by him in the department; and
- his/her good intention.

### **Retirement**

After certain age in service, employee cannot work efficiently and effectively as he grows too old and weak. On attaining this age he deserves rest. Civil service being a permanent career, it is desirable that government assures its public employees comfortable, easy and carefree life as they retire at old age. It would cause untold suffering and hardship to such workers if no provision is made to meet their financial needs. No wonder many civil servants and concerned citizens of this country, have witnessed untold hardship currently being experienced by our aged mothers and fathers who at their youthful and useful years contributed their own quota in the quest for our national development (Kujore, 2001). Based on the above facts, Ekhaton (2009) in his article "Pension Administration in the Nigerian Public Service: Yesterday, Today and Tomorrow" advocated that all countries must establish retirement systems for their employees.

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candidates is prepared, and they are promoted on the basis of the available vacancies.

### **Criticism of the Examination Method**

Though it is believed that examination removes favouritism and corruption yet we can safely say that the personality of the employee cannot be judged by a written examination. An intellectually superior person may not be a good administrator. Also, an examination can be passed by memorising certain facts, but high administrative posts require other qualities such as leadership initiative, etc. which cannot be judged by an examination.

### **Service Rating or Efficiency Records**

Due to certain defects in the examination system, an alternative method of determining merit has been sought. The method is service rating. By this method, a record of service of the employee is kept and his capability for the performance of his job is evaluated by his immediate superior in the office. On the basis of this, the merit of the candidate is found.

### **Personal Judgement of the Head of the Department**

Another factor in judging the merit of an employee is the personal judgement of the officer having responsibility for action. This method is the most important factor in promotion. An officer can know about all the qualities of an employee who

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has worked with him or her for so many years. The judgement of

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### **Position Classification in Nigeria**

Before the Udoji Commission Report of 1974, the Nigerian civil service was divided into two distinct groups – the administrative group and the professional group. Both groups were hierarchically organised.

The administrative group was made up of:

- the administrative class
- the executive class;
- the clerical class; and
- the manipulative class.

The professional group consisted of:

- the profession class;
- the technical class - the auxiliary class; and
- the minor technical class.

Each of the classes within the two groups operated so rigidly that it was very difficult for a civil servant to move from a lower to a higher class. This implies that a civil servant once recruited remained in the same class or grade throughout his service career.

However, in 1974, based on the recommendations of the Udoji Commission on the reorganisation of the civil service, the

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Federal Government of Nigeria abolished the former four classes and replaced them with unified grading system in which all the jobs or positions in the service were graded from levels 01 – 17. Grade level 01 being the lowest while grade level 17 represents the highest position in the civil service.

These are:

- the administrative;
- the professional; - the executive; - the clerical; and
- the manipulative classes.

**(i) The Administrative Class:** This is the most prestigious and remunerative class in the civil service. Civil servants in this class are very close to the political head i.e. ministers/commissioners. Their main function is to advise the political head on policy matters. To be recruited into this class, the applicant must possess at least a second class honours degree from a recognised university and must in addition pass the interview conducted by the Civil Service Commission.

**(ii) The Professional Class:** This class consists of specialists like doctors, lawyers, engineers, surveyors, architects, teachers, etc. who are charged with the responsibilities of advising the government on technical matters. These experts

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help the government in the construction of roads, houses, run schools and hospitals, engage in agriculture, etc.

**(iii) The Executive Class;** The executive class consists of such positions as the executive officer, higher executive officer and senior executive officer. Civil servants in this class are involved in general  
**Method of Testing Merit**

Testing the merit of an employee is a complex problem. If the system is followed correctly, it can end corruption.

However, the following are the methods of testing merit of the employees:

- Examinations
- Service rating or efficiency records
- Personal judgement of the appointing officer or of a special promotion board

**Examinations:** The first and most important method of judging merit is by examinations. Promotion examinations are of three types:

**(a) Open Competition:** In open competition, all are allowed to compete for promotional posts. The candidates may be outsiders or may be from within the department.

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(b) **Limited Competition:** Only those that are in service are allowed to compete for promotion posts. This system is also known as closed competition.

(c) **Pass Examination:** This type of promotional examination is that the candidates are just to pass the examination and show their minimum attainments. In Nigeria, many such examinations are held every year. After the examination, a list of successful

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- That seniority list shall give priority to all.
- That the percentage of higher posts to lower posts is high, so everyone shall get a chance.
- That all senior men will be more competent on the job.

Other disadvantages are:

- (i) If seniority alone is the basis of promotion, employees do not make any effort for selfimprovement.
- (ii) Seniority alone does not necessarily result in the selection of the most competent persons.
- (iii) Mediocre and unintelligent persons who cannot compete with young and meritorious ones are the greatest

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supporters of seniority. For the old and the senior, this principle is equitable and undisturbing; (iv)

but for the organisation as a whole it is dangerous, because it may lead to breeding inefficiency. The senior only has the fortune of coming to the world earlier than others. It does not mean that he has brought merit and intellect also. Seniority alone is a dangerous principle of promotion.

(v)

### **Merit System**

Under the merit, seniority is not the only consideration for promotion, but there are several other factors such as:

- Personality,
- Capacity for leadership,
- Strength of character, etc.

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administrative duties and are charged with the actual implementation of government programmes and policies.

The executive class used to be recruited from among people with good higher school certificate or General Certificate of Education (Advanced Level) or a National Diploma in Public Administration. These days, however, it has become the preserve of the people with less than a second class lower degree as well as that of Higher National Diploma holders in the relevant fields.

**The Clerical Class:** This class is made up of a large number of subordinate staff who renders support services to the government machinery. Such staff are clerks, typists, stenographers, etc. They are recruited from among secondary school leavers.

**The Manipulative Class:** This class is made up of all skilled and semi-skilled workers who abound in the various ministries. These include the drivers, guards, gardeners, etc. who represent the manual labour force of the government. But with the Obasanjo Civil Service Reforms of 2003, these positions cease to exist as they are now being out-sourced.

### **Recruitment**

For the smooth running of public administration, thousands of officials are to be employed. The employment of personnel has now become a serious problem for public personnel

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administration. The question is “How do we find out suitable men and women to fill the various offices?”. This brings us to the problem of recruitment of public personnel. In the good old days, there was no problem of recruitment as the king himself selected and appointed his employees. The problem in fact arose with the expansion of kingdoms into empires which resulted in large scale administration in which employees were required in large number. It was essential to secure a capable team of employees at less cost and in short time to run administration successful.

Contributing to the need of recruitment in an organisation, Ekhaton (2008:77) asserted that “recruitment is the key to a strong civil service and it is the corner stone of the whole public personnel structure”. The same author went further to say that a faulty recruitment policy inflicts a permanent weakness upon the administration. No amount of in-service training can make them bright and efficient. The need for a sound and scientific recruitment policy is thus, clearly justified. A recruitment policy in the field of public administration must be in accordance with the country's constitutional requirements and political outlook. These limitations do not apply to the private administration. system or elements which determine the eligibility for promotions. These are:

- (i) Seniority or length of service.
- (ii) Merit system.

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## Seniority as a Promotion Factor

In practice, in the promotion system of government services, some consideration is given to seniority in determining the selection of a candidate. This means that employee should be promoted to a higher grade level because his length of service is more than that of the other candidates. The principle of length of service has been favoured by employees because it protects them from favouritism and injustice.

## Advantages of the Seniority System

- Since length of service of employees determines their selection under this system, internal strife for advancement is eliminated.
- Those responsible for handling promotion matters are relieved from outside pressure.
- It retains in the service many valuable employees who would otherwise leave it.

## Disadvantages of the Seniority System

The principle of seniority is based on the following wrong assumptions:

- That all those whose lengths of service are more, are the only people fit for promotion. Here hardwork and productivity remain unrecognised.

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- (ii) The classification of these positions into distinct service corresponding to their several character, and

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the arrangement of the position in each of such service into a hierarchy of positions.

- (iii) The inclusion within this classification of all the higher administrative positions except those having a political character.
- (iv) The adoption of the principle that, as circumstances will permit superior position will be filled by promotion from lower positions in the service or by transfer from other services, that is a principle which has been designated by the term recruitment from within.
- (v) The adoption of the principle that merit alone shall determine the selection of the employees for promotion.
- (vi) The provision of adequate means for determining the relative merits of employees eligible for promotion.
- (vii) Eligibility for promotion should be based on personal qualifications and service status.
- (viii) Factors that go to determine selection among those eligible for promotion are: seniority or length of service, service rating, or efficiency records, performance in competitive examination, and personal judgement of the appointing officer.

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## **Factors in Determining Selection for Promotion**

Having discussed the essential features of a proper promotion system, we shall turn our attention to the problems of promotion

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## **Application of the Merit System in Recruitment in the Nigerian Civil Service**

The constitution of the Federal Republic of Nigeria 1999 in Section 14, subsections 3 and 4 provides for fair representation of all constituent units that make up the Nigerian Federation. This is what is known as the federal character principle. It is observed in recruitment into the federal civil service as well as in the distribution of social amenities by the Federal Government of Nigeria across the length and breadth of the country. Even within a state, efforts are made to ensure local government representation. The merit system of recruitment suggests that the best applicant from each geo-political zone, state and local government/area council is employed from among the qualified applicant rather than employing candidates on the basis of favouritism or aristocratic connections and political patronage. The emphasis on merit is to recruit only the best of the job applicants. The composition of recruitment committee also reflects federal character as much as possible to ensure adherence to merit in the recruitment system (process).

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Qualifications for vacant positions are properly publicised in national daily newspapers and job applicants are short listed based on the federal character principle. For effectiveness of the above process, there exists a Federal Character Commission that monitors and enforces the above mentioned federal character principle most especially in appointment into all Federal Government Ministries, Departments, Agencies and Extra-Ministerial Agencies.

## **What is Recruitment?**

It is essential to know as to what is recruitment. For a layman, it is something like picking up persons for fill up jobs lying vacant in some offices. Technically speaking, Ekhaton (2010:3) says “recruitment is not only making appointments but selecting proper and suitable candidates for particular jobs”. Public personnel recruitment is the process through which suitable candidates are induced to compete for appointments to the public service (Waldo, 1967). Thus, recruitment means securing the right people for particular jobs, and it may take the form of advertising for large groups of employees.

## **Methods of Recruitment**

Methods of selecting are generally two in number – selection from without the service and recruitment from within the service embracing reassignment and promotion. All governments use both these methods. It is however pointed out that the direct recruitment should be the rule at lower level and recruitment to

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the administrative class should be made through competitive examination and interview.

### **Advantages of Direct Recruitment**

- It is a fair system and does not practise any form of discrimination.
- It gives equal opportunity for all.
- Government can attract all capable and energetic young persons to government jobs who would otherwise be diverted to other jobs.

entering public service. As a matter of fact, absence of promotion system slackens the interest of individuals from joining public service.

- (iii) It ensures reward for efficient service. It gives sufficient opportunities to the diligent and efficient workers to increase their capacities and qualifications.
- (iv) Qualified persons are attracted towards the service at the time of recruitment. The candidates know that ample opportunities exist for progress.
- (v) It is also useful for an employer. He fills the higher and responsible posts from amongst the experienced persons who are already serving in the service.

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- (vi) The promotion system can be advantageous if it is a properly planned system. A badly planned promotion system harms an organisation not merely by pushing ahead unqualified persons but also by undermining the morale of the entire workforce.

### **Essentials of Merit-Based Promotion System**

Below are what constitute the backbone of merit-based promotion system:

- (i) The adoption of standard specifications setting for the duties and qualifications required of the incumbents of all positions within the government service.

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promotion. White (1955) has rather more appropriately said that promotion means appointment from a given position to a position of higher grade involving a change of duty to a more difficult type of work and greater responsibility accompanied by change of title and usually an increase in pay.

### **Importance of Promotion**

The system of promotion is of great significance to efficient public personnel administration. The promotion system is of vital significance from two stand-points, securing of employees most competent to fill several positions and provision of continuing incentive for good work of the personnel without which no system can be efficient. However, for the purpose of our discussion, it is worthwhile to break



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down the importance of promotion under the following headings:

- (i) Promotion system serves as an incentive for the employee. Promotion is of direct significance to the management in as much as the rewards given to the employees and the incentives held out to them react in important ways on practically all of the phases of employment administration. The actual promotion given to employees tends to create a contented, stable and efficient public personnel. The opportunities for promotion have similar effects. They operate as fundamental and far reaching incentives.
- (ii) It helps in building up efficiency. Its absence deters ambitious, intelligent and capable persons from

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- Results in constant infusion of young blood into the service.
- The system is very essential for technical jobs where new scientific methods are being tried.
- If there is no direct recruitment, there is likelihood of frustration among young graduates. This frustration is bound to have serious repercussions on the society as a whole.

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### **Advantages of Recruitment from Within**

The following are the merits of recruitment from within which when reversed become the shortcomings of the system of direct recruitment:

- Employees have got the experience of the government job and this past experience helps them a lot in doing new duties.
- It is a big incentive to the employees to work efficiently and diligently. As such it increases the efficiency of the employees.
- Employees are already well trained and therefore, they can be entrusted with new jobs without any risk.
- For higher or top ranking positions, the possibility of securing efficient personnel is greater than that of direct recruitment.
- It is said that through examinations or interviews, the true worth of a person cannot be discovered.
- The very expectation of promotion for faithful service brings high morale in the personnel of the civil service.
- This system simplifies the process of recruitment. As such, Civil Service Commission will escape from the burden of holding examinations/interviews for thousands of candidates.

### **Note**

Neither of these two methods can be employed exclusively for the selection of personnel in government. In practice, both

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these methods are essential for recruiting personnel in government. As a matter of fact, certain top ranking positions should be filled up by promotion and direct recruitment should be made in the case of lowest positions.

### **Methods of Determining Merit-Based Employment**

The following tests are generally employed for determining the suitability of the employees:

- (i) The written examination.
- (ii) The oral examination.
- (iii) The performance or demonstration tests.
- (iv) Evaluation of education and experience.

#### **(i) The Written Examination Test**

Written tests are employed by almost all countries in the world for determining the suitability of the candidates. The tests are designed to know the general ability and intellectual calibre of the candidates. The written tests can be of the following forms:

The problem of promotion of civil servants has been with us for quite some time now. They appear to have become more compounded due to continuous increase in the workforce of the civil service. Moreover, there is a persistent and growing feeling of anger and resentment by employees of the civil service resulting in ineffectiveness and inefficiency in performance of their responsibilities. "Therefore, there is a

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need to focus on formulating solid measures for merit-based promotion" (Ekhtor, 2010). Thus, promotion based on merit may be determined by passing prescribed civil service examination and obtaining the prescribed minimum score in examinations conducted by the relevant staff committee or the Federal Civil Service Commission. The emphasis on merit is to promote the best and reward performance. In realisation of this noble idea, a commissioner in the Federal Civil Service Commission is always present as an observer in promotion interviews held by the ministries to ensure compliance with the prescribed guidelines. The committee also takes the federal character representation principle into consideration.

### **Promotion Defined**

The term promotion in the words of Ekhtor (2010) "means loading a man with higher duties and responsibilities; promotion is a progress from lower class to a higher class, from a lower grade level to a higher grade level".

However, promotion should not be confused with annual increase of salary. Every employee gets an annual increment till he reaches the maximum of his pay scale. But in no case is it a

No training can be effective or useful unless it caters for the requirements of training. Hence, the basic necessity is to determine what are the needs or requirements of training. For this, the problem areas are to be identified first and then the

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possible solutions are to be considered. Then only training needs can be determined.

### **Promotion**

We have discussed the principles that govern the acquisition of an efficient public personnel. We will now move on to the consideration of the problems that are associated with the handling of personnel so that they may be retained in service and optimum use in the form of service may be made of it. In his contribution, Ekhtor (2003) posits that “sound promotion policy in any organisation is an important tool that deserves serious attention”. The same author went further to say that, “of the numerous features of the problems of handling public personnel, one associated with the employees' promotion ranks first in importance”. Public personnel system cannot remain sound and efficient without providing enough opportunities for the employees to rise higher and higher in the administrative setup. To build up the morale of the employees, some incentives are required, and the greatest incentive to an employee is his promotion from one status to another. A sound and general promotion policy is essential in building up of efficiency of administration and keeping the employees contented.

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- (a) Test of general or specific mental abilities.
- (b) Aptitude test.

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- (c) Achievement test.
  - (d) Personality test.

### **(ii) The Oral Test or Interview**

The personality of the candidates can be tested merely by written examinations. The oral test or interview is also necessary. Interview means an exchange of views between the candidates and the interviewers. Oral tests are designed to find out information about the personal aspects of the candidate's competence. The types of employment for which oral test is appropriate are those related to interpersonal relations.

### **(iii) Performance Demonstration Tests**

To recruit personnel for skilled crafts and trades like electricians, typists, stenographers, mechanics, etc. the performance test device is to be employed. The candidates are actually given a piece of work in their line to do to show how well they do it.

### **(iv) Selection by Evaluation of Education and Experience**

This method is used for selecting candidates for those posts for which written examinations are not suitable. Specialist personnel from medical, legal, scientific and other similar posts are selected in this way. The candidates are called upon to produce evidence of their possessing necessary qualifications and experience.

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An interview board assesses these qualifications and selects the candidates after interviewing them.

### **Note**

So far, no single method has proved to be an ideal test of the relative qualities of the candidates. Every method is exposed to its own dangers. In Nigeria great efforts have been made to improve and refine the existing methods. As a result of these efforts, greater objectivity and reliability may be reached in course of time but we have not yet reached that stage. Generalising from what has been said above, the selection board method is used for specialists and also for a few very high administrative posts. The method of open competition consists of written and interview tests is used for recruitment to posts both higher and lower, the number of which is fairly large. For recruiting skilled tradesmen, the performance test is used. The detailed techniques of the written examination and interview are still the subject of considerable controversy and no general agreement about them appears yet to be in sight.

### **The Probation System**

Since it is impossible to judge accurately the merits of the candidates at the time of recruitment, it is likely that some unfit candidates might have entered the service. Therefore, there is a general agreement that appointments at first should be made on provisional basis and that the appointee should be on probation. Probation in any system is thus an indispensable

part of the appointment process. The period of probation is generally fixed

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- Formal instruction or lecture method.
- Conference method.
- Seminar and workshop.
- Case study.
- Role playing.
- Sensitivity training.
- Programmed instruction.
- Video tape recording.

### **Essentials of Training for Administrative Officers**

The course content of training for technical and professional staff are well known and understood. But there is no consensus as to what constitutes the course content of training for administrative officers. Suggestions in this field range widely from a sound knowledge of classics and philosophy to the study of politics, economics and public administration. In line with the above suggestion, training of an administrative officer should include:

- training in basic clerical techniques imparted through study of office management, book-keeping and out-line of the central government policies and programmes;
- a departmental training in routine and specialised technique of the official's own department; and

- those destined to fill the positions of leadership in the hierarchy must acquire in addition to a knowledge of the theory of public administration.

Determining training needs is no doubt a crucial problem.

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advancement and ensure continuity of leadership.

- (ix) Ensure the survival and growth of the organisation.
- (x) Make the employee people-oriented.

Training, thus, has become a basic need for efficient and effective working of any organisation and in almost all countries, training programmes for public servants are organised. Training is now regarded as an important function of public personnel administration.

### **Types of Training**

Training can be classified based on its methods, duration, the stage of the employee's career at which it is given, the training institution which imparts it and the object to be achieved. Thus, it can be:

- Formal and informal training.
- Short-term and long-term training.
- Pre-entry and post-entry training.
- Departmental and central training.
- Skilled training and background training.

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### **Methods of Training**

The success of training depends upon the instructional methods adopted to impart the training. Various devices are employed for training the public servants. Some of the methods commonly used are:

- On-the-job training.
- Training by experience.
- Training by communication.

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– a year or two, at the end of which the appointees will receive a permanent appointment, if their performance was satisfactory during the probation period. If on the other hand, their performance was unsatisfactory, they are dropped.

The desirability of the probation system is beyond any dispute. This system is better than demotion or dismissal of the appointee at a later date. The appointee joins the service with a clear understanding that he not been permanently appointed but is being given a trial. If he performs his duties efficiently during the trial period, he will be confirmed, otherwise he may be dropped. The system is desirable from the government and tax-payers' point of view. Efficiency in administration depends mainly upon the ability of the employees. Hence it is necessary that the government before appointing any candidate permanently should make sure that he is a capable hand and will discharge his duties in a most efficient manner.

## Defects in Our Recruitment System

The glaring defects in our recruitment system can be summarised up as follows:

- (i) In a democratic country, as far as possible, all the posts should be filled up on the recommendations of the Civil Service Commission. But in our country as elsewhere also, governments are empowered to exclude from the purview of the civil service commissions such posts as they think necessary. The government should use this power sparingly. There is on the other hand a tendency on the part of our governments to declare more and more posts beyond the jurisdiction of the civil service commission. Recruitment to those posts done by the government itself, may not necessarily be based on merit. It gives room to favouritism, nepotism, corruption, political patronage and aristocratic connections. It is therefore desirable that the number of such posts should be reduced to the barest minimum and the civil service commission should be the only medium through which the personnel should be recruited.
- (ii) Though the position of the civil service commission is that of an advisory body and the government reserves the right to disregard their advice yet the recommendations of the commission should never

be turned, otherwise it would give rise to suspicion that the advice of the commission was ignored to take in someone in whom the department was interested. Fortunately, such cases are very rare in which advice of the commission has not been accepted by the government. Yet it would be appreciated that there should not be even a single such case to eliminate even the least suspicion of favouritism on the part of the government.

the work that the public officer does. It improves his power, skills or understanding and creates in him capacity to adjust himself to any situation that arises.

However, the specific objectives include the following:

- (i) Training should endeavour to produce reliable workskill in the employee.
- (ii) Training must attune the public servant to the new needs of the changing times.
- (iii) Training helps to broaden the views and knowledge of the employees.
- (iv) Training prepares the employees not only for his present assignment but also for higher duties and responsibilities.
- (v) Training maintains the morale of the workers.

Training, in fact, solves a lot of manpower problems which hinder productivity. These problems include the need to:

- (i) Enhance productivity.

- (ii) Improve the quality of work.
- (iii) Develop new skills, knowledge and attitudes.
- (iv) Use correctly new tools, machines, processes, methods or modifications.
- (v) Reduce waste, industrial accidents, labour turnover, lateness, absenteeism and other overhead costs.
- (vi) Implement new or changed policies or regulations.
- (vii) Fight obsolescence in skills, technologies, methods, products, markets, capital management, etc.
- (viii) Develop replacements, prepare people for

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- (ii) In another sense, it involves the teaching of techniques which requires the coordinated handling of tools and appliances and physical facilities rather than of ideas.
  - (iii) In the third sense, training entails the formation of mental and physical habit patterns to ensure that the same stimuli would always produce the same automatic response.
  - (iv) Finally, training implies what the good gardener does to the growing sapling.

However, we may define training as a process of improving employees' skills, knowledge and attitude in a desired direction. The training period is known as apprenticeship or probationary period.

At this point, let us distinguish training from education. Education includes "the complete upbringing of the individual from childhood, the formation of character, habits and manner and of the mental and physical attitude" (Tickner 1952:9). The scope of training is narrower and more specific than that of education. Training is intended to increase a person's skill in some particular kind of work while education aims at broadening of the mind.

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### **Objectives of Training**

The broad objective of training is to bring about efficiency of the (iii) In our recruitment system, the issue of federal character affects the employment into some posts and positions. Nobody would grudge giving appropriate representation to all segments of the society in matter of appointment, yet safeguards should be provided to maintain the efficiency of administration which is likely to suffer by appointing such people as do not score as high as others in open merit competition.

- (iv) The examination techniques are not up-to-date and not fully related to modern knowledge in administration.
- (v) Our interview system is also not without fault. There is an element of chance in an interview test. There is no denying the fact that it gives a candidate from the upper social strata a natural advantage over those coming from backward families. Interview system is not wholly dependable to judge the personality of a candidate. Our interview system therefore, needs change so as to include psychological and attitude tests which are very much in use in western countries.



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## Training

For the efficient operation of public services, proper training employees, i.e. to enhance improvement in the effectiveness of

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and education are essential.

With the increasing technical character of governmental activities and the corresponding increased demand for officers and employees, it is rightly felt that unless the personnel are properly and scientifically trained they cannot deliver the goods to the public.

However, inspite of the great importance of training, the training of public personnel has been until recently a much neglected field almost everywhere. In the words of Ekhtator (2002) "Even now it is still generally regarded as one of the least developed aspects of public personnel administration in which much is desired to be done".

"Large number of institutions that run packaged training programmes annually seems to neglect the appraisal of their programmes, and thereby making most of their programmes not relevant and effective" (Ekhtator, 2002). It is a well-known fact that the key to solving several management and organisational problems lies in improving the quality of staff in the organisation. It is on account of this that many organisation today are focusing on developing their human resource on a

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more serious note with the aim of raising and sustaining the quality of their employees. Kuznet (1955:39) rightly observed

that "the major capital stock of an industrially advanced country is not its physical equipment, it is the body of knowledge amassed from tested findings and discoveries of empirical science and the capacity and training of its population of this knowledge".

### Meaning of Training

Chambers 21st Century Dictionary (1999) defines training as "the act or process of being prepared for something; of being taught or leaning a particular skill and practising it until the required standard is reached".

According to Ekhtator (2002) "Training is the process of developing skills, habits, knowledge, attitude in employees for the purpose of increasing the effectiveness and efficiency of employees in their present positions as well as preparing them for the future".

According to Armstrong (2006) "Training is the systematic modification of behaviour through learning which occurs as a result of education, instruction, development and planned experience".

Ekhaton and Yusuf (2003) in their study titled "Manpower Development and Training in the Nigerian Local Government:

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Case Study of Abuja Municipal Area Council" view training as "imparting of knowledge of facts and their inter-relations; knowledge essentially of a specialised professional nature".

The conception of training is a compound of four elements:

- (i) In the first sense, training means the imparting of inter-relations-knowledge essentially of a specialised or professional nature.