The need to bring about a better society and improve the living standard of citizens in a country continues to dominate public discussions in the contemporary world. As a result, public administration as a field of study in the social sciences has come to assume the role of a catalyst for an improved society. This is achieved through the understanding and application of some basic concepts, such as: bureaucracy, models of decision making, public policy and the policy process, public financial management, personnel management, leadership, communications in organisations, the civil service, local government, administrative ethics and accountability, inter-governmental relations and public administrative law. Therefore, "Public Administration: A Conceptual Perspective" is a Book of Fifteen Chapters that focus on the sub-discipline of public administration. The book is organised to give an understanding of the subject of public administration to students at the undergraduate and postgraduate levels, academics, practitioners and interested members of the general public.

THE AUTHOR

Daniel Eseme Idowu GBEREVBIE is a Professor of Public Administration. He obtained a B.Sc. Degree in Political Science and Public Administration, M.Sc. and Ph.D. Degrees in Public Administration both from the University of Benin, Benin City, and Covenant University, Ota, Nigeria. He served meritoriously in the Nigerian Air Force (NAF) as a Military Personnel for 15 years (1984 to 1999), until he voluntarily disengaged from the service of the Nigerian Military – Air Force in January 1999 as a Senior Non-Commissioned Officer (SNCO) – F.S. Professor Gberievbie currently lectures at the Department of Political Science and International Relations, Covenant University, Ota. He has published articles in reputable peer-reviewed local and foreign journals, including book chapters in the field of Public Administration. His areas of research interest include Personnel Administration/Human Resources Management, Public Policy, Public Financial Management, Public Administrative Ethics and Accountability, Development Administration, Governance, e-Governance, e-Government, Leadership, Public Enterprise and Local Government Administration (God’s Vision 8th May 2013) (dgberievbie@yahoo.com).
Public Administration: A Conceptual Perspective

Daniel E. I. Gberevbie
DEDICATION

This book is dedicated to ALMIGHTY GOD

&

Josephine Chinyere Oguike-Gberevbie, Marvellous
Aghogho Chidinma Ejio, Rejoice Eghele Onyinye, Judah
Favour Daniel and Asher Testimony David
Also, to the memories of my parents – Mr Gabari Robinson
Gberevbie and Mrs Atatigho Mary Umukoro-Gberevbie
ACKNOWLEDGEMENTS

Acknowledgement is hereby given to all authors of books, journals, internet materials, newspapers, magazines, government publications, conference/seminar papers and unpublished works (Theses and Dissertations) used in this book.

I appreciate the Chancellor of Covenant University, Dr David O. Oyedepo and his wife, Pastor (Mrs) Faith Oyedepo for providing the platform. I am grateful to the Management of Covenant University especially the Vice-Chancellor, Professor AAA. Atayero; former Vice-Chancellors Professor Charles K. Ayo; Professor (Mrs) Aize Obayan; Professor Jonathan Aremu and Professor Bola Ayeni; the Deputy Vice-Chancellor, Professor Shalom Chinedu; former Deputy Vice-Chancellors, Professor Taiwo Abioye and Professor Charles Ogbulogo. Also acknowledged in this book are the present and former Registrars including Mrs Mary Aboyade; Pastor Olamide Olusegun; Dr Olumuyiwa Oludayo; Dr J.N. Taiwo; Pastor Dr Ubong Ntia; Pastor Dr Rotimi Daniel and Pastor Yemi Nathaniel.

I recognise the contributions of our colleagues who read the draft and made useful suggestions to improve the quality of the work, which include Prof. Francis Iyoha, Dean, College of Business and Social Sciences; Prof. Philip Alege, former HOD, Department of Economics and Development Studies; Dr Evans Osabuohien, HOD, Department of Economics and Development Studies; Dr Jide Ibietan, former HOD, Department of Political Sciences and International Relations; Dr Olujide Adekeye, former HOD, Department of Psychology and Drs. Olusola Oyero; Joshua Alabi; Samuel Oni; Patrick Assibong; Segun Joshua; Chinoye Moses; Emmanuel Amoo; Adeyemi Ogundipe; Edwin Agwu; Adewale Osibanjo; Anthonia Adeniji; David Imhonopi; Muyiwa Oladosun and Ugochukwu Abasilim. Furthermore, I appropriate some of my postgraduate students of 2015/2016 academic session for their contributions to chapter thirteen of this book - Mrs Goodness N. Adiele (M.Sc. Public Administration - Class) and Mrs Irene V. Aiyewa (MPA - Class).

Also acknowledged in this book are those who played major roles to shape my academic pursuit positively in one way or the other.
These include Professor Matthew O. Ajayi of the Department of Political Science, Federal University, Lokoja, Nigeria; Professors Augustine O. Ikelegbe; Lambert U. Edigin; Uyi-Ekpen Ogbeide; M.I.M. Abutudu; Max Wagbafor; Anthony O. Okoh; G.E. Idise; C.O. Idisi; J.E. Imhanlahimhin; S.I. Ebohon and E.E.M. Ukpebor of the Department of Political Science and Public Administration, and Professor Famous Izedonmi of the Department of Accounting, all of the University of Benin, Benin City, Nigeria; Professor Anthony Oladoyin of the Department of Public Administration, Obafemi Awolowo University, Ile-Ife, Nigeria; Professors Anthony O. Oronsaye and Elone J.O. Nwabuzor of the Department of Political Science and Public Administration, Benson Idahosa University, Benin, Benin City, Nigeria; Professor Robert F. Ola of the Department of Public Administration, Michael Ajasin University, Akongba, Ondo State, Nigeria. I also, recognise the contributions of late Professors O.J. Offiong; S.A. Idahosa; Tony Ehiezuelem and J.O. Aghahowa of the Department of Political Science and Public Administration, University of Benin, Benin City, Nigeria.

In addition, I acknowledge the contributions of my family members in the area of encouragement and support in my quest to pursue a career in academics. These include Air Vice-Marshal Sonni E.B. Gberevbie - NAF (Rtd), Taiwo Gberevbie; Otome Gberevbie; Engr. Christopher Gberevbie; Isaac Onoberevu Gberevbie; Josephine Chinyere Oguike-Gberevbie; Marvellous Aghogho Ejio Chidinma; Rejoice Oniyiyechi Eghele; Judah Favour Daniel and Asher Testimony David of the Gberevbie’s family in Amuokpokpo Town, Orerokpe, Okpe Local Government Area of Delta State, Nigeria and my loving parents’ in-law – Mr Stephen Obinna Oguike (Jr.) and Mrs Paulina Nwachi Okorie-Oguike of the Oguike’s family in Ubakuru Town, Mbieri, Mbaitoli Local Government Area of Imo State, Nigeria.

Above all, my appreciation goes to the Almighty God for the gift of life, wisdom, knowledge, understanding and inspiration from above in granting the vision and idea of this book, and for making its publication a reality.

Professor Daniel Eseme Idowu GBEREVBIE
dgberevbie@yahoo.com
PREFACE

The complexity of societal problems and growing expectations of citizens for efficient and effective delivery of goods and services to improve the living standard of the people by the government have become a concern. This coupled with the inadequate resources to meet the ever-increasing day-to-day challenges facing the government and citizenry in the contemporary world have made it imperative for the understanding of the subject of public administration to be of utmost interest to everyone in the society. This is particularly true of developing countries in Africa, including Nigeria.

A proper understanding of the subject of public administration as a field of study in the social sciences and its invaluable contribution to nation-building is vital to students, academics and practitioners in the field of public administration. This is particularly relevant in the area of adequate knowledge to aid government officials in the formulation and implementation of public policies and programmes for political and economic growth in developing countries. As a result, there is need to have in one packaged textbook, the core areas of the subject of public administration for easy reference to guide students, scholars, practitioners and interested members of the general public to facilitate their understanding of the concept. This book entitled “Public Administration: A Conceptual Perspective” is, therefore, packaged to realise the above important goals.

To achieve the understanding of the subject of public administration by students, academics, practitioners and interested members of the general public, the following areas are discussed in this book: Chapter one addresses the concept of public administration, development of public administration as an academic field of study, scope and nature of public administration, differences and similarities between public and private (business) administration. Chapter two examines the approaches to the study of public administration. Chapter three discusses the relationship
between public administration and some other disciplines in the Social Sciences, Arts, Humanities and Business Management. Chapter four addresses bureaucracy and public administration. Chapter five examines models of decision making and public administration. Chapter six addresses public policy and the policy process. Chapter seven explores public financial management. Chapter eight discusses personnel management. Chapter nine examines leadership. Chapter ten discusses communications in organisations. Chapter eleven explores the civil service. Chapter twelve discusses local government. Chapter thirteen examines ethics and accountability in administration. Chapter fourteen discusses intergovernmental relations, and chapter fifteen addresses the public administrative law.

The book is, therefore, reasonably packaged with a view to giving a proper and easy understanding of what the subject of public administration is all about to students, scholars, practitioners and interested members of the general public.

Professor Daniel Esene Idowu GBEREVBIE
Department of Political Science and International Relations
Covenant University
Ota, Ogun State
Nigeria
dgberevbie@yahoo.com
# TABLE OF CONTENTS

<table>
<thead>
<tr>
<th>Dedication</th>
<th>iii</th>
</tr>
</thead>
<tbody>
<tr>
<td>Acknowledgements</td>
<td>iv</td>
</tr>
<tr>
<td>Preface</td>
<td>vi</td>
</tr>
<tr>
<td>List of Figures</td>
<td>xvi</td>
</tr>
<tr>
<td>List of Tables</td>
<td>xvii</td>
</tr>
</tbody>
</table>

**1.0 CHAPTER ONE: THE SUBJECT OF PUBLIC ADMINISTRATION**

1.1 Introduction                 1
1.2 The Concept of Public Administration           2
1.3 Development of Public Administration as an Academic Field of Study         3
1.4 Scope of Public Administration                6
1.4.1 Protectional Activities                    7
1.4.2 Promotional Activities                     7
1.4.3 Proprietary Activities                     7
1.4.4 Regulatory Activities                      7
1.5 Managerial view Point of the Scope of Public Administration                8
1.6 Integral View Point of the Scope of Public Administration                 9
1.7 Central Concern View Point of the Scope of Public Administration           10
1.8 Nature of Public Administration: A Science or an Art?                    11
1.9 Basic Distinctions between Public and Private (Business) Administration  14
1.9.1 Accountability                          15
1.9.2 Profit Motive                            16
1.9.3 Political Direction                      16
1.9.4 Operational Freedom                      17
1.9.5 Condition of Service                     17
1.9.6 Efficiency and Effectiveness              17
1.10 Similarities between Public and Private (Business) Administration       18
<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>6.2.2 Policy Decisions…</td>
<td>68</td>
</tr>
<tr>
<td>6.2.3 Policy Statements</td>
<td>69</td>
</tr>
<tr>
<td>6.2.4 Policy Outputs</td>
<td>69</td>
</tr>
<tr>
<td>6.2.5 Policy Outcomes</td>
<td>69</td>
</tr>
<tr>
<td>6.3 The Concept of the Policy Process</td>
<td>71</td>
</tr>
<tr>
<td>6.4 Stages in the Policy Process</td>
<td>72</td>
</tr>
<tr>
<td>6.4.1 Policy Formulation</td>
<td>73</td>
</tr>
<tr>
<td>6.4.2 Policy Implementation</td>
<td>74</td>
</tr>
<tr>
<td>6.4.3 Policy Feedback and Evaluation Stage</td>
<td>76</td>
</tr>
<tr>
<td>6.5 Conclusion</td>
<td>78</td>
</tr>
<tr>
<td>7.0 CHAPTER SEVEN: PUBLIC FINANCIAL MANAGEMENT</td>
<td>79</td>
</tr>
<tr>
<td>7.1 Introduction</td>
<td>79</td>
</tr>
<tr>
<td>7.2 The Concept and Scope of Public Financial Management</td>
<td>80</td>
</tr>
<tr>
<td>7.3 Difference between an Accountant and a Financial Manager in Organisations.</td>
<td>81</td>
</tr>
<tr>
<td>7.4 Legal Basis and Authorities for Public Financial Management in Nigeria</td>
<td>82</td>
</tr>
<tr>
<td>7.4.1 Constitutional Basis for Public Financial Management in Nigeria</td>
<td>82</td>
</tr>
<tr>
<td>7.4.2 The Legislature and Financial Legislations</td>
<td>83</td>
</tr>
<tr>
<td>7.4.3 The Federal or State Ministry of Finance</td>
<td>83</td>
</tr>
<tr>
<td>7.4.4 The Central Bank of Nigeria</td>
<td>84</td>
</tr>
<tr>
<td>7.5 Public Financial Management Machineries and Procedures</td>
<td>84</td>
</tr>
<tr>
<td>7.5.1 The Executive</td>
<td>85</td>
</tr>
<tr>
<td>7.5.2 The Legislature</td>
<td>85</td>
</tr>
<tr>
<td>7.5.3 Principal Officers</td>
<td>87</td>
</tr>
<tr>
<td>7.5.4 The Audit Organisations</td>
<td>87</td>
</tr>
<tr>
<td>7.5.5 The Estimate and Public Accounts Committee</td>
<td>88</td>
</tr>
<tr>
<td>7.6 Conclusion</td>
<td>89</td>
</tr>
<tr>
<td>8.0 CHAPTER EIGHT: PERSONNEL MANAGEMENT</td>
<td>90</td>
</tr>
<tr>
<td>8.1 Introduction</td>
<td>90</td>
</tr>
<tr>
<td>8.2 The Concept of Personnel Management</td>
<td>91</td>
</tr>
<tr>
<td>Section</td>
<td>Title</td>
</tr>
<tr>
<td>---------</td>
<td>-------</td>
</tr>
<tr>
<td>9.4.3</td>
<td>Contingency or Situational Theories – Fiedler’s Contingency Model</td>
</tr>
<tr>
<td>9.5</td>
<td>Types of Leaders</td>
</tr>
<tr>
<td>9.5.1</td>
<td>Authentic Leaders</td>
</tr>
<tr>
<td>9.5.2</td>
<td>Transactional Leaders</td>
</tr>
<tr>
<td>9.5.3</td>
<td>Transformational Leaders</td>
</tr>
<tr>
<td>9.5.4</td>
<td>Visionary Leaders</td>
</tr>
<tr>
<td>9.5.5</td>
<td>Charismatic Leaders</td>
</tr>
<tr>
<td>9.6</td>
<td>Effective Leadership</td>
</tr>
<tr>
<td>9.7</td>
<td>Conclusion</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>10.0</th>
<th>CHAPTER TEN: COMMUNICATIONS IN ORGANISATIONS</th>
<th>150</th>
</tr>
</thead>
<tbody>
<tr>
<td>10.1</td>
<td>Introduction</td>
<td>150</td>
</tr>
<tr>
<td>10.2</td>
<td>The Concept of Communication</td>
<td>151</td>
</tr>
<tr>
<td>10.3</td>
<td>Aims and Importance of Communications in Organisations</td>
<td>152</td>
</tr>
<tr>
<td>10.4</td>
<td>Patterns of Organisational Communications</td>
<td>154</td>
</tr>
<tr>
<td>10.4.1</td>
<td>Downward Communication in Organisations</td>
<td>155</td>
</tr>
<tr>
<td>10.4.2</td>
<td>Upward Communication in Organisations</td>
<td>156</td>
</tr>
<tr>
<td>10.4.3</td>
<td>Crosswise Communication in Organisations</td>
<td>156</td>
</tr>
<tr>
<td>10.5</td>
<td>Channels of Communications in Organisations</td>
<td>156</td>
</tr>
<tr>
<td>10.5.1</td>
<td>Written Channels of Communication in Organisations</td>
<td>157</td>
</tr>
<tr>
<td>10.5.2</td>
<td>Oral Channels of Communication in Organisations</td>
<td>159</td>
</tr>
<tr>
<td>10.6</td>
<td>Barriers to Effective Communication in Organisations</td>
<td>159</td>
</tr>
<tr>
<td>10.7</td>
<td>Conclusion</td>
<td>161</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>11.0</th>
<th>CHAPTER ELEVEN: THE CIVIL SERVICE</th>
<th>162</th>
</tr>
</thead>
<tbody>
<tr>
<td>11.1</td>
<td>Introduction</td>
<td>162</td>
</tr>
<tr>
<td>11.2</td>
<td>The Concept of the Civil Service</td>
<td>163</td>
</tr>
<tr>
<td>11.3</td>
<td>Features/Characteristics of the Civil Service</td>
<td>166</td>
</tr>
<tr>
<td>11.4</td>
<td>Functions of the Civil Service</td>
<td>168</td>
</tr>
<tr>
<td>11.5</td>
<td>Challenges Facing the Civil Service in Nigeria</td>
<td>171</td>
</tr>
<tr>
<td>11.6</td>
<td>Conclusion</td>
<td>174</td>
</tr>
</tbody>
</table>
### CHAPTER TWELVE: LOCAL GOVERNMENT

12.1 Introduction
12.2 The Concept of Local Government
12.3 Justification for Local Governments
12.4 Functions of Local Government Councils in Nigeria
12.5 Local Government Finance
12.6 Challenges of Local Government Councils in Nigeria
12.7 Conclusion

### CHAPTER THIRTEEN: ETHICS & ACCOUNTABILITY IN ADMINISTRATION

13.1 Introduction
13.2 The Concepts of Ethics, Accountability and Transparency
13.3 Approaches to Ethical Decision Making
13.4 Likely Ethical Problems for the Administrator
13.5 Importance of Accountability in an Organisation
13.6 Types of Accountability
13.7 Institutional Arrangements for Promoting Ethical Values
13.8 Controls over Public Administration for Ethical Values and Accountability
13.9 Conclusion

### CHAPTER FOURTEEN: INTER-GOVERNMENTAL RELATIONS

14.1 Introduction
14.2 The Concept of Inter-governmental Relations
14.3 Importance of Inter-governmental Relations
14.4 Models of Inter-governmental Relations
14.4.1 Partnership or Overlapping-Authority Model
14.4.2 Principal/Agent or Inclusive-Authority Model
14.4.3 Dual or Coordinate-Authority Model
14.5 Inter-governmental Relations in Nigeria under the 1999 Constitution
14.6 Actors and Areas of Inter-governmental Relations in Nigeria
## LIST OF FIGURES

<table>
<thead>
<tr>
<th>Figure</th>
<th>Title</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Model of Bureaucracy for Efficient and Effective Administration</td>
<td>48</td>
</tr>
<tr>
<td>2</td>
<td>Rational Comprehensive Model of Decision Making</td>
<td>62</td>
</tr>
<tr>
<td>3</td>
<td>The Elite Model of Public Policy</td>
<td>70</td>
</tr>
<tr>
<td>4</td>
<td>Model of Circular Flow of the Policy Process</td>
<td>73</td>
</tr>
<tr>
<td>5</td>
<td>Pyramid of Maslow Hierarchy of Needs</td>
<td>119</td>
</tr>
<tr>
<td>6</td>
<td>Direction of Communication Model within Organisations</td>
<td>155</td>
</tr>
<tr>
<td>7</td>
<td>Model of Public and Civil Servants’ Categorisation</td>
<td>164</td>
</tr>
<tr>
<td>8</td>
<td>Model of Local Government Councils in a Federal System</td>
<td>178</td>
</tr>
<tr>
<td>9</td>
<td>Model of Partnership or Overlapping-Authority</td>
<td>215</td>
</tr>
<tr>
<td>10</td>
<td>Model of Principal/Agent or Inclusive-Authority</td>
<td>217</td>
</tr>
<tr>
<td>11</td>
<td>Model of Dual or Coordinate-Authority</td>
<td>219</td>
</tr>
</tbody>
</table>
LIST OF TABLES

Table 1: Sample of Rating Scales Method of Staff Appraisal in Organisations 124
Table 2: Sample of the Force-Choice Staff Appraisal Method in Organisations 126
Table 3: Sample of Checklist Staff Appraisal Method in Organisations 128
Table 4: Sample of Critical Incident Staff Appraisal Method in Organisations 131
Table 5: Sample of Paired Comparison Staff Appraisal Method in Organisations 134
REFERENCES


LawTeacher (2016) *The Law Essay Professionals.* Retrieved on 8th July 2016 from the website (http://www.lawteacher.net/free-law-


of Public Administration, Lagos State University, Ojo, Lagos, Nigeria. pp. 1-27.


References


