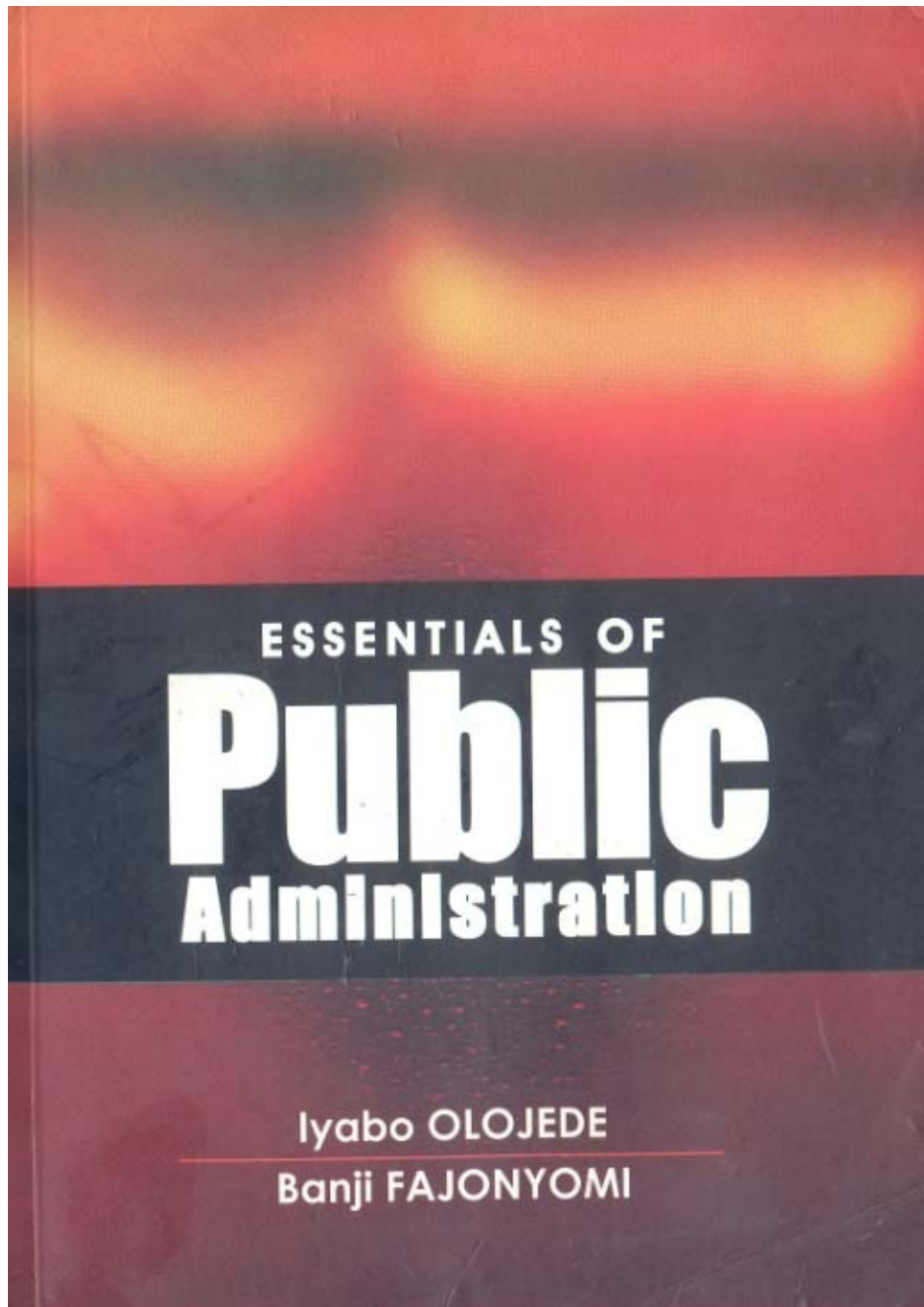


ESSENTIALS OF PUBLIC ADMINISTRATION – I. OLOJEDE, B. FAJONYOMI



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## **CHAPTER 3: HISTORICAL DEVELOPMENT OF PUBLIC ADMINISTRATION**

**FRIDAY FRANCIS NCHUCHUWE**

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

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

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

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

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

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

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

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

As Veig (Akpan 1982:2) puts it:

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

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

Lending support to this viewpoint, Tonwe, (1998:16), asserts that: As an activity, Public Administration is as old as social life itself. Critically speaking, it is difficult to say precisely where and when public administration as an activity first started. This is because it is difficult to precisely say where and when people first started seeing themselves as a community or as a social group.

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

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

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

Be this as it may, it stands to reason that since God created Adam and Eve and put them in the Garden of Eden, Administration and indeed Public Administration would have started from him. Indeed, the Garden was the first community of man organized in a given territory. God began to administer or manage the community as it were then. For example, He planned by creating the Garden of Eden the way He wants it. He staffed it with Adam and Eve. (Gen. 2:15). He controlled their existence and activities there, by establishing a standard - the way Adam and Eve were to live in the Garden, chief among which is that they can eat other fruits in the garden but are not expected to eat "the fruit of the tree of knowledge of good and evil" (Gen. 2:16-17). This was a control measure.

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

In the same vein, the creation of International organizations such as the League of Nations and the United Nations (UN) is also seen to have contributed to the development of Public Administration as an activity in the International realm, (Sharma, 1985:24). For example, with the end of the First World War (WWI ), there was rapid industrialization and growth in Democracy in most countries of Europe which brought



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

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

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

Since Hamilton and Bodin's efforts, a number of scholars have focused their attention on different aspects of public administration. The difference was that at this early stage, administrative thoughts were generally scattered (Basu, 2003:11) and was not easily distinguishable from thoughts on Politics, Ethics, History and Meta physics among others (Tonwe 1998:19). Similarly, there was no effort to make it a unique study or academic discipline. The effort to subject public administration to theoretical and academic discussions was given a big boost by the publication of Woodrow Wilson's essay or seminal article entitled: "The Study of Administration" in the Political Science Quarterly in 1887 in the United State of America (USA). Thus, Public Administration is said to have originated from the USA and it is largely attributed to Woodrow Wilson, an American, who later became its president. The seminal article of the American scholar is widely regarded as marking the beginning of the academic study of Public Administration (Adamolekun, 1983: 7, Basu 2003: 13). As Tonwe (1998:19) puts it, "this essay and the discussion it generated was of unparalleled importance to the development of public Administration as a distinct discipline of study. The main thrust of that article was the need to make Administration more result oriented, efficient and effective by separating it from politics or the manipulations of the politicians. This was what later came to be known as Politics-Administration dichotomy theory. Making a distinction between politics and administration, Wilson had argued that administration should be concerned with the implementation of political policy decisions while actual policy making is left to the politicians. Wilson used the said article to advocate reforms and reorganization in the American public administrative system as it were then. Though, His concern was how to make the American Administrative system to be more business-like and have a clean break from politics, he set the ball rolling for an intellectual interest in Public Administration today, the world over.

He highlighted in the said article the need for a distinct institution Public Administration that will "straighten the paths of government, make its business less un-

businesslike, strengthen and purify its organization, and crown its duties with dutifulness".

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

to discover, first, what government can properly and successfully do (ends), and secondly, how it can do these things with the utmost possible efficiency and at the least possible cost (means) either of money or of energy (Balogun 987:26).

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

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

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

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

Several years after Woodrow Wilson wrote his famous essay he got support from Frank Goodnow's "Politics and Administration". The article attempts to show that there was need for change in the formal governmental system of the United States so as to bring the practice of government closer to the political ideas upon which the political system was founded. Goodnow then suggests in much the way as did Wilson, that the function of politics should be conceived differently from that of Administration, explaining that the former is "the expression of the will of the state while the latter is the execution of that will" (Henderson, 1970:7).

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

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

Following the scholarly presentations of Wilson and Goodnow, another scholar, Leonard White came on board to also lend support to the need for a virile public Administrative system. According to him, politics should be separated from Administration, which should be concerned with the honest, and efficient implementation of the public will for public interest. As he puts it, Legislators make laws, administrators carry them out'. Further to White's view, Willoughby (Tonwe, 1998:21) also supported the need for administration to be isolated from politics. Willoughby was concerned more with developing a science of administration centered on a separation of politics from administration to make administration more efficient. In a text, written in 1927, Willoughby said the legislature is likened to the Board of Directors of a company and the Executive as its General Manager. Thus, to Willoughby, the administrative function was the function of actually administering the law as formulated by the government's Board of Directors, and this should be clearly distinct. After this, many other developments took place. For instance, the 1930 economic depression offered a gigantic workshop in which the issue of reforming and reorganizing government business was the main theme. Here also the efficiency and effectiveness of Public Administration and the need to make it a distinct feature took preeminence. From then on, Public Administration has become a major area of interest with scholars and practitioners all over the world seeking to understand its knitty-gritty and how to make it more efficient and effective. Many universities have it today as a special area of study or part of political science as it is generally seen as its one of major sub-field. Similarly, secondary school students are taught Public Administration as part

of their study of Government. In the same vein, there are various professional bodies, which offer different certificates in Public Administration. In Nigeria, for example there are the Chartered Institute of Local Government and Public Administration (CILGPA) and the National Association of Public Administration and Management (NAPAM), among others.

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

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

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

The development of modern sciences and technology in the USA made an impact in the life of the people and the functioning of the government and this gave rise to Industrialisation. From the later half of the 19th century, the industrialisation gave birth to large-scale organizations with complex problems of coordination and cooperation. Rapid technological development created large-scale social dislocations, which made state intervention imperative and desirable. Hence scholars came to pay increasing time and attention to the problems of organisation and management and attention began to be centered on administration in the political setting.

## **2. Development of Administrative Theories**

The Scientific Management movement founded by Fredrick Taylor which began in the USA towards the end of the 19th century, also gave great impetus to the study of public administration. Taylor's ideas had a revolutionary impact not only in the United States but also throughout the world. His main thesis was that all work processes are separable into units; the efficacy of each unit can be tested and improved; the techniques can be extended upwards in every organisation, making industries and governments, even societies, more efficient and rational (Baru, 2003:I 2)

## **3. The Concept of Welfare**

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

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

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

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

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

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

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

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

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

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

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



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

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

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

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

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

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

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

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

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

The conduct of public business is much like the conduct of other commercial, philanthropic, religious, and educational organizations. Business is forced by

competition to improve and therefore, the business model might be a good one for government to emulate.

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

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

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

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

In the same vein, Albert Stickney (Adebayo, 2001:68), argued that 'public servants must have duties which have nothing to do with general legislation and the men who have to

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

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

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

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

Frank Goodnow (Henderson, 1970: 8), though a supporter of the dualists politics administration dichotomy, contradicted himself when he said:

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

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

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

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

In the same vein, Appleby (Adamolekun, I 986:14) posits that 'public administration is policy making and serves as one of a number of basic political processes by which people achieve and control governance. For this reason therefore, he contends that a rigid distinction cannot be maintained between public administration and policymaking or politics. To him also, politics and Administration are intertwined.

Many scholars have reasoned that there cannot be a rigid or clear-cut separation between administration and politics. Their fear is quite germane in the sense that public administration is only a servant of politics (Akpan, 1982: ix). Akpan's position is very clear. A servant cannot be completely isolated from the deeds of his master. Public Administrators implement policies of their masters—the politicians—and as such they cannot be completely isolated from their deeds. Indeed both politicians and administrators work hand in hand to bring a better life for the people. As Marshal Dimock (Adebayo, 2001:69) puts it, the two processes of administration and politics or policy are coordinate rather than exclusive.

## **Conclusion**

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

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

Thus, whether public administration is rigidly exclusive from or inclusive in politics, what matters is the efficacy of both in providing services for the people. If administration becomes completely autonomous, as the Wilson led Dualists have propagated, it may spell doom for the administrative system. This is because no organisation or any entity for that matter can be an island on its own. There are always need for interdependence and interactions. For example, the allocation of resources is

the duty of the politicians in powers not that of the administrators. The Administrators must rely on such allocations to perform.

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

We reason therefore that the decision to have either- politics and Administration dichotomy or not is dependent on the political system. The decision is entirely that of the Leadership and their focus or objective.

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