



**NATIONAL OPEN UNIVERSITY OF NIGERIA  
PLOT 91, CADASTRAL ZONE, NNAMDI AZIKIWE EXPRESS WAY, JABI- ABUJA  
FACULTY OF MANAGEMENT SCIENCES  
DEPARTMENT OF PUBLIC ADMINISTRATION  
2019\_1 EXAMINATION**

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**COURSE CODE: PAD712** **CREDIT UNIT: 2**

**COURSE TITLE: ADMINISTRATIVE THEORY**

**TIME ALLOWED: 2Hrs**

**INSTRUCTION:**

- 1. Indicate your Matriculation Number clearly**
- 2. Attempt question one (1) and any other two (2) questions – three questions in all**
- 3. Question one (1) is compulsory and carries 30marks, while the other questions carry 20 marks each.**
- 4. Present all your points in coherent and orderly Manner**

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1. Use Luther Gulick, seven elements (functions) of administration to explain how a new organization can function [Compulsory, 30 marks]
  
- 2a. What do you understand by the New Public Management (NPM) [5 marks]
- 2b. Critically examine the Features of New Public Management [15marks]
  
- 3a. What is Governance? [5 marks]
- 3b. The United Nation and other international bodies are more interested in Good Governance rather than Governance. Discuss fully the salient features of Good Governance [15 marks]
  
4. Bureaucracy is a blessing and sometimes a curse to modern organizations. Discuss [20 marks]
  
5. Which type of conflict resolution method would you adopt in resolving conflict between union and management? Give reasons for your choice of method. [20marks]



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**APRIL/MAY 2019 EXAMINATION**

**MARKING GUIDE**

**COURSE CODE: PAD712**

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**CREDIT UNITS: 2**

**TIME ALLOWED: 2Hrs**

**1. Question**

Use Luther Gulick seven elements (functions) of administration to explain how a new organization can function [**Compulsory, 30 marks**].

**Each of the 7 functions earns 4 marks = 28 marks plus 2 marks bonus for clarity of expression.**

**Answer**

- The candidate is to identify the seven elements as POSDCORB
- They are to be explained as Planning, Organizing, Staffing, Directing, Coordinating, Reporting, Budgeting.

**PLANNING**

- Planning involves deciding on a course of action needed to achieve some desired results in the future. This is the organizational mission.
- This involves setting goals, identifying the means, mapping out strategies of action, setting the ball rolling, controlling performance, measuring the output and evaluating the end result against the set target.
- In short, planning involves working out in broad outline what is to be done by the organization and the various departments and deciding the methods to be employed in order to accomplish the purpose set by the organization or department.
- This can be done on a short term, intermediate, or long-term basis.
- It is assumed that new supervisors will know how to plan their manpower needs, budgetary requirements, and performance goals.
- Supervisors can compare organizational results with plans to determine whether their unit is on schedule and to determine what might be done to improve operations, reduce costs, improve schedules, and improve the quality of the work or services to the organization.

**ORGANIZING:**

- This is the setting out of the formal structure authority and flow of work in such a way that the work in the various subdivisions, sections, and branches is carefully arranged, clearly defined, and effectively coordinated in order to accomplish the objective of the organizing or departments.
- It involves bringing together resources men, capital and equipment in the most effective way to accomplish goals.

**STAFFING:**

- Here the administration is concerned with the personnel function or devising an efficient and effective system of staff recruitment, training and providing various conditions of work.

**DIRECTING:**

- Directing is the supervision of the work force in the accomplishment of its goals.
- It entails leading through example, motivating workers to be loyal and productive, and communicating effectively and continually with employees. The latter is an especially important facet of the supervisory job.
- this is the continuous task of making decision, embodying them in specific and general instructions, and setting the space as the leader of the organizations.
- It involves leading and motivating the members of the organization in such a way that the overall goals of the organisation can be achieved.

**COORDINATING:**

- Coordinating is the synchronization of individual and group effort for the purpose of attaining efficiency.
- Ensuring that the various branches of the organization are working smoothly, that the interrelated task being performed in the various subdivision and section of the organizations are harmoniously integrated.
- In essence coordinating means exchanging information with people in the organization other than subordinates in order to relate and adjust programmes.
- Advising other departments, expediting, Liaison with other managers, arranging meetings, informing superiors, and seeking other department, cooperation are all aspects of coordination.

**REPORTING:**

- This is the all important function of keeping those to whom the administrator is responsible informed of what is going on, while at the same time the administrator or chief executive keeps himself and his subordinates informed through reporting, records, research, and inspection.

**BUDGETING;**

- this is the statement of projected expenditure of the organization as against its expected revenue.
- This is very important because the spending of money in the organization has to be planned for in order to avoid unnecessary expenditure and waste of resources, it is also a fact that every administrative act has its financial implication.
- The management of finance is therefore one of the first, and one of the inescapable, responsibilities of administrators

**2. Question**

**Critically examine the Features of New Public Management [20marks]**

**10 points are expected from the candidate X 2 marks each = 20 marks**

**Answer**

The candidate is expected to identify and examine critically some of the salient features of New Public Management as follows:

1. Public agencies should employ the private sector techniques to provide quality services to citizens with managerial autonomy to the public management.
2. Emphasis should be on performance evaluation indicators to measure actual achievements and the quality of services.
3. Central departments should be relieved from the operational activities which should be shifted to the field agencies.
4. In order to make use of more expertise and employee creativity working conditions must be made flexible and contractual appointments must be promoted.
5. Public agencies should publicize their results and performance on regular basis.
6. Steps should be taken to create conducive environment for more effective and productive managerial leadership.
7. To achieve this, hierarchical structure of organization should be abandoned.
8. Recruitment and training of personnel should be based on merit and performance.
9. Attractive salary structures and diverse roles should be offered to maintain the moral of the managerial force.
10. Personal accountability and responsibility should be ensured by linking up rewards like pay structures with fulfillment of performance targets.
11. Managerial decisions should reflect cost consciousness.

### 3. Question

**The United Nation and other international bodies are more interested in Good Governance rather than Governance. What are the salient features of Good Governance? [20marks]**

**8 points are expected from the candidate X 3.5 marks each = 28 plus 2 marks for good expressions.**

#### **Answer**

The candidate is expected to give simple definition of Good Governance as governance that insists on removal of corruption, promoting voices for the minorities, participation of most vulnerable in decision-making and responsive to the present and future needs of society.

**The features of Good Governance are to be examined as:**

#### **Participation**

- Inequalities and discriminations of various kinds like gender, race, caste, creed, place of birth etc are addressed in the good governance by participation of various stakeholders in governance either through direct or through legitimate intermediate institutions or representatives.
- Informed and organized participation is emphasized. It means freedom of association and expression for all to raise their concerns.

#### **Rule of law**

- Good governance requires fair legal frameworks that are enforced impartially.
- It entails protection of human rights, particularly those of minorities; impartial enforcement of laws which requires an independent judiciary and an impartial and incorruptible police force.

#### **Transparency**

- Transparency suggest three things; firstly, decisions must be taken and enforced in proper legal manner, secondly, the information must be freely available and directly accessible to the affected, and thirdly, complete information in easily understandable forms and media.

#### **Responsiveness**

- It suggests that governance must be responsive to the concerns of all stakeholders within a reasonable timeframe.

#### **Consensus oriented**

- Good governance requires mediation of the different interests in society to reach a broad consensus in society on what is in the best interest of the whole community and how this can be achieved.
- It also requires a broad and long-term perspective on what is needed for sustainable human development and how to achieve the goals of such development.
- This needs sensitivity of the administration to the historical, cultural and social contexts of a given society or community.
- In political term it is called as political pluralism.

#### **Equity and inclusiveness**

- Good governance must address the issues concerning justice and equity.
- None in the society should feel side lined or exploited in the process of development.
- Growth should be inclusive and equitable.
- Mostly the vulnerable and marginalized must share the fruits of the development and must have opportunities to improve and maintain their well being.

#### **Effectiveness and efficiency**

- It means that developmental needs of the society must be achieved by the optimum utilization of the resources at their disposal.
- It further suggests sustainable use of natural resources and the protection of the environment.

#### **Accountability**

- Accountability is a key of good governance.
- Both public and private institutions along with civil society organizations must be accountable to the public and to their institutional stakeholders.
- Transparency and Rule of Law are prerequisites of accountability.
- [20marks]

#### **4. Question**

Bureaucracy is a blessing and sometimes a curse to modern organizations. Discuss [20marks]

#### **Answer**

**The candidate is expected to discuss the merits and demerits of bureaucracy as follows:**

**Understanding the focus of the question [2 marks]**

**Merits: [8 marks]**

**1. Simplification of Work:** The work of a complex nature can be simplified through division of labour or division of work into small units, component or department.

**2. Specialisation:** The division of work also encourages specialisation in an organisation. Employees acquire skills and specialise on a task they repeat day-in-day-out within the organisation.

**3. Effective Means of Goals Realisation:** Through the structures

and process of bureaucracy, the goal of the organisation could be easily realised.

**4. Encourages an Increase in Objectivity:** Impartial rigid rules and regulations foster objectiveness in most organisations.

Demerits: [8 marks]

**1. Arbitrary Rules:-**Impartial applications of rigid rules may be to the detriment of some employees within an organisation. Some of the laid down rules may be too much stringent to the employee of an organisation.

**2. No Room for Personal Growth:-** Use of official authority strictly does not allow personal growth of individual employee in an organisation.

**3. Slowness to Adopt New Technology:** Stringent rigid rules make it difficult to change and sometime take long period to adopt new policies, thereby making it slow to adopt new technology.

**4. Poor Communication:** As communication has to follow the hierarchical structures, it takes time to reach its final destination in an organisation.

[20marks]

## 5. Question

**Which type of conflict resolution method would you adopt in resolving conflict between union and management? Give reasons for the choice of your method. [20marks]**

**10 points are expected from the candidate X 2 marks each = 20 marks**

### Answer:

- The candidate is expected to show that this type of conflict arises out of competition for limited resources of the organization.
- Management wants to save in order to reinvest for growth of the organization.
- Union on the other side believes it is not given a fare share of the earned profit which they know it came out of their sweat or they are denied their legitimate right.
- Compromise and integration method of conflict resolution are considered appropriate since the union itself is quite aware that in any organization resources are limited and different groups have to compete for these resources and no organisation is capable of providing all the resources demanded by the various units.
- Hence a way of finding a new solution which satisfies the 'real needs' of both sides and both sides sacrifice something for peaceful coexistence.
- By compromise, both sides surrender some part of what they want.
- If, say, union is demanding for 100 percent increment of salary and the management cannot afford, about 45 percent to 60 percent can be considered by both sides as appropriate at that particular time.
- The integration method also resolves once and for all the original conflict as it goes to the root of the problem.
- It makes use of better techniques and saves time and resources. It also lead to the emergence of new values and develops a new situation.
- The integration method can start with each side recognizing for itself as to what its real needs are and bring the differences into the open.

- Then the whole demands would be broken down into their constituent parts so that the real meaning of their symbols will be examined and a proposed solution designed there from.. Then time will be given for each party to respond to the proposed solution.
  - However, both parties require a high degree of intelligence, keen perception and discrimination and a brilliant inventiveness required for the negotiation.
  - But management may want to dominate and impose their will on the union while union may be found using foul languages against management.
  - That may prolong the conflict resolution process.
- [20marks]**