

MANPOWER TRAINING AND DEVELOPMENT IN THE NIGERIAN PUBLIC SERVICE

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The importance of training and development is more obvious given the growing complexity of the work environment, the rapid change in organizations and advancement in technology, among other things. Training and development helps to ensure that organisational members possess the knowledge and skills they need to perform their jobs effectively, take on new responsibilities, and adapt to changing conditions. Despite the recognition of the importance of training by management experts and government as expressed in white papers on various reforms in Nigeria, the experience of manpower training and development in the Nigeria public service has been more of ruse and waste. This paper examines the experience of Nigerian public services on manpower training and development with a view to understanding the problems being faced. It makes appropriate recommendations on how to ameliorate the situation.

INTRODUCTION

Until recently there has been a general resistance to investment in training in the public service because of the belief that “employees hired under a merit system must be presumed to be qualified, that they were already trained for their jobs, and that if this was not so it was evidence that initial selection of personnel was at fault.” (Stahl, 1976). This assumption has been jettisoned as the need for training became obvious both in the private and the public sectors. Many organisations have come to recognize that training offers a way of “developing skills, enhancing productivity and quality of work, and building worker loyalty to the firm.” (<http://www.bls.gov/oco/ocos021.htm>). Indeed, the importance of

training has become more obvious given the growing complexity of the work environment, the rapid change in organizations and technological advancement which further necessitates the need for training and development of personnel to meet the challenges. Training and development helps to ensure that organisational members possess the knowledge and skills they need to perform their jobs effectively, take on new responsibilities, and adapt to changing conditions. (Jones, George and Hill, 2000). It is further argued that training “helps improve quality, customer satisfaction, productivity, morale, management succession, business development and profitability.” (<http://www.businessballs.com/traindev.htm>). Elaborating further on the

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importance of human resources development (HRD), the International Labour Office (2000) affirmed that development and training improves their trainees' "prospects of finding and retaining a job; improves their productivity at work, their income-earning capacity and their living standards; and widens their career choices and opportunities."

Management experts also argue that a major function of a manager is to develop people and to direct, encourage and train subordinates for optimum utilisation. To Stahl (1986), training helps prepare employees for certain jobs that are unique to the public sector. Specifically on Nigeria, the Public Service Review Commission (PSRC) report in 1974 emphasised the importance of training and development:

A result-oriented public service will need to recruit and train specialised personnel. The new public service will require professionals who possess the requisite skills and knowledge... Training should be part of a comprehensive education planning programmes... Of all the aspects of personnel management perhaps the most important for us in Nigeria is training.

Three decades after, another reform endeavour (the 1988) civil reforms) emphasised obligatory and periodic training. A fundamental question is "what has happened to this important subject matter between 1974 and 1988?" The answer seems obvious. Little or nothing has been achieved. Despite the recognition of the importance of training by management ex-

perts and government as expressed in white papers on various reforms in Nigeria, the experience of manpower training and development in the Nigeria public service has been more of ruse and waste.

It is against this backdrop that this paper examines the experience of Nigerian public services on manpower training and development with a view to understanding the problems and making appropriate recommendations on how to ameliorate the situation.

DEFINING THE KEY CONCEPTS: TRAINING AND DEVELOPMENT

Some authors use the terms "training" and "development" as synonyms. However, some view the two concepts as being different. Jones, George and Hill, (2000) believe that **training** primarily focuses on teaching organisational members how to perform their current jobs and helping them acquire the knowledge and skills they need to be effective performers. **Development** on the other focuses on building the knowledge and skills of organisational members so that they will be prepared to take on new responsibilities and challenges. In the view of Adamolekun (1983), staff development involves the training, education and career development of staff members. The purpose of training and development has been identified to include: creating a pool of readily available and adequate replacements for personnel who may leave or move up in the organization; enhancing the company's ability to adopt and use advances in technology because of a sufficiently knowledgeable staff; building a more efficient, effective and highly motivated team, which enhances the company's

competitive position and improves employee morale; and ensuring adequate human resources for expansion into new programs. <http://www.zeromillion.com/business/personnel/employee-taining.html>). As a way of summary, the purpose of training is to improve knowledge and skills and to change attitude (Mullins, 1999). Mullins argues further that training is capable of producing the following benefits:

- Increase the confidence, motivation and commitment of staff;
- Provide recognition, enhanced responsibility, and the possibility of increased pay and promotion;
- Give feeling of personal satisfaction and achievement, and broaden opportunities for career progression; and
- Help to improve the availability and quality of staff.

THE ROLE OF INSTITUTIONS IN MANPOWER TRAINING AND DEVELOPMENT IN NIGERIA

The need for training institutions in Nigeria can be traced back to 1896 when some educated persons in Lagos proposed the establishment of a Training College and Industrial Institute. Though the idea was supported by the British government, it was not ready to make financial commitment. The lack of financial commitment on its part and the inability of the initiators to raise the required funds led to the demise of the proposal. Later, more concrete moves were made to establish institutions of learning in the country to cater for the acute shortage of manpower. The post independence efforts to develop a training system for the Nigerian civil service can be traced to Professor C.P. Wolle’s survey of 1967 on the

Training Needs of the Federal Civil Service. (Erero and Ayeni, 1992). The federal government commissioned the then Institute of Administration, University of Ife, Ile-Ife to carry out a survey on the training needs of the civil service. The study was conducted and a report was submitted. The federal government came out with a White Paper on the Report in April 1969. The document titled “Statement of Federal Government Policy on Staff Development on the Federal Public Service” has the following key elements:

- the appointment of Department of Training Officers with responsibility for assessing staff development needs and preparing and implementing programmes to meet these needs;
- the reorganisation of the Federal Ministry of Establishments to give greater priority to training;
- establishment of a Standing Committee on Staff Development;
- encouragement of every large ministry/department to establish a training unit commensurate with its size and function; and
- the establishment of the Administrative Staff College of Nigeria (ASCON).

Despite the recognition of the need for training and staff development, the PSRC report of 1974 noted that there was deficiency in training programmes throughout the public services. To this end a substantial section of the report was devoted to training. Amongst others, it recommended the “reactivation of the Standing Committee on Staff Development, and the Administrative Staff College of Nigeria (ASCON) and Centre for Management Development

(CMD) brought within its coverage.” Today, there are not less than forty-seven (47) universities, comprising twenty-five (25) federal Universities; fifteen (15) state universities and seven (7) private universities. Besides, there are numerous polytechnics and colleges of technology/education to serve as training and development centres for manpower in the country. Most of these institutions have designed or modified their programmes to accommodate the training needs in the public services. According to the public service training document, all arms of the Service are strongly advised to approach the polytechnics and universities, particularly those of technology, with specific requests to design courses that are of special relevance and necessity for their professionals. In recognition of this, the federal government established the Department of Local Government Studies in Ahmadu Bello University (ABU), Zaria; Obafemi Awolowo University (OAU), Ile-Ife; and University of Nigeria (UN), Nsukka to cater for the training of the ever-increasing personnel of the local government councils in their respective catchment areas. The old Institute of Administration in Ife and Zaria were known to train various categories of public servants across the country. In the case of Ife, the institute metamorphosed into a faculty with four departments that are actively involved in manpower training and development. These departments are Public Administration; International Relations, Management and Accounting; and Local Government Studies.

TRAINING OF JUNIOR STAFF

Government recognises that over 80 per cent in the federal civil service are junior

officers on grade levels 01-06, and that they are the first contact of members of the public with the service. Because this category of workers is responsible for the image of the executive arm of government and if the quality of services rendered by government is to be significantly improved, adequate and greater attention has to be paid to their training and performance. Accordingly, ministries and extra-ministerial departments are enjoined to take appropriate steps to ensure that comprehensive training of junior staff in the federal civil service is carried out as effectively and inexpensively as possible. In many ministries this has been carried out with the use of Government training schools and centres, and where possible some have been granted study leave with or without pay to further their education in tertiary institutions.

TRAINING OF SENIOR STAFF

The training document stipulates that training for senior officers in the federal civil service should be systematic and progressive. The document spelt out a comprehensive guideline that should be followed in doing this.

ANALYSIS OF TRAINING POLICIES OF MANPOWER IN THE FEDERAL, STATE AND LOCAL CIVIL SERVICES IN NIGERIA

This section is devoted to manpower training and development in federal and governments in the country. The federal civil service will be discussed as well as one state in the federation to represent the states.

THE FEDERAL CIVIL SERVICE

The Nigerian Federal Civil Service was created by the British colonial administration as an executive agency of government “responsible for the implementation of government’s policy, routine maintenance of law and order, simple tax collection and operation of socio-economic services meant apparently for the benefit of Britain and British colonial administration.” (Nigeria, 1985:12). Today, the civil service still remains an executive agency of government mainly responsible for the implementation of government’s policy. With the expanding roles of government and the civil service in particular, training and development has become imperative for its personnel.

According to the revised guidelines for training in the federal civil service, a key goal of the extant staff training and manpower development policy is to “lend a systematic approach to training efforts in the service and, by so doing enable government to derive higher benefits from the massive investment in manpower development.” This is in consonance with the various public service reforms which have sought to use training as one of the vehicles for making the civil service professional, operationally effective and more result-oriented as well as using it as one of the criteria for assessing the suitability of officers for promotion. The document adds that as a means of coordination and directing training efforts in the Service and in consonance with the extant arrangement that training is a shared responsibility between the Office of the Establishments and Management Services in the Presidency and the Minis-

tries and Extra-Ministerial Departments. The following general principles are to guide training efforts in the ministries and extra-ministerial departments:

- Officers should, as a first step, be posted to areas of their expertise before they are sponsored on training programmes that will enable them function more effectively.
- Officers should not be released for or sponsored on courses simply to enable them acquire certificates and qualifications. Rather, training should be systematic, progressional and aimed primarily at developing skills, knowledge and attitude necessary for performing specific schedule of duties.
- On-the-job and in-house methods of training should be used extensively by ministries and departments, especially in the training of junior staff as they tend to be cheaper and more effective.
- Officers newly recruited into the service should attend the local in-house induction course within four weeks of appointment. An arrangement should be made for those recruited or promoted into grade level 07-10 posts to attend the centralised induction course organised by the Office of Establishment and Management Services in the Presidency within three months of their appointments or promotion.
- After training, an officer should be deployed to a post to which the training undertaken applies so that maximum use of the skills and knowledge acquired can be made and the service can derive full benefits from the investment made in the officer.

- In designing and/or identifying courses, efforts should be made to keep course periods to the shortest possible time within which the set objectives can be achieved.
- In implementing training programmes, ministries and departments should, whenever desirable, feel free to utilise the services of reputable private management consultancy firms. Such firms and their principals should be registered members of recognised professional bodies.

Looking critically at the general guiding principles they appear excellent in theory, but the practical side is the problem. In practice, deployment of personnel in the various ministries has not always taken into consideration their areas of specialisation and expertise. There are officers that are sponsored for training based on their connection to some powerful and influential individuals in the service or/and in the society. The issue of systematic and progressive training is still lacking both in the federal and the state civil services. The idea of using on- the-job and in-house method of training seems to have been largely accepted as evident in **table two** which has the highest in Osun State between 1992 and 2004. Its preference to others cannot be contended because of its cost-effectiveness. The idea of organising induction course for newly recruited officers in the service is hardly adhered to. A centralised induction course organised by the Office of Establishments and Management Services in the Presidency should be discouraged. A decentralised training system will definitely be more effective and productive than the

highly centralised one stipulated by the document.

The organisational structure is that in each ministry/department, the training division is to be under the department of personnel management and should be headed by a deputy director with the designation: departmental training officer (DTO). The DTO is to be the secretary to the ministerial committee which is the organ for all matters relating to training in the ministry/department. The training division is expected to share in the responsibility for the deployment of staff after training. Those trained and so deployed are expected to put in at least two years in their posts before being re-deployed. The document emphasises further on the need to provide the necessary equipment, materials and facilities for trained officers to perform as trained. In practical terms, this is grossly lacking in most ministries and departments. Where some of the equipments and materials are available, they are in delapidated conditions.

On the funding policy, each ministry or extra-ministerial department is enjoined to make annual recurrent budgetary provision of a sum equal to at least 20 percent of its personnel costs for training and staff development. In addition, requisite capital provision is to be made in the budget. The document also states that in order to enhance the chances of the training function in competing for funds, emphasis should continue to be on a thorough, painstaking and disciplined approach in costing training activities. As much as possible, training projections should be based on verifiable facts and figures.

As part of saving cost, government stresses that as much as possible, all management courses are to be undertaken locally and in doing this, advantage should be taken of Administrative Staff College of Nigeria (ASCON) as well as other government-owned institutions including Centre for Management Development (CMD), the Industrial Training Fund (ITF), the Agricultural Rural Management and Training Institute (ARMTI), the National Centre for Economic Management and Administration (NCEMA), the Nigerian Institute for Social and Economic Research (NISER), Federal Training Centres and Universities and Polytechnics. And that, as much as possible courses should be undertaken locally wherever and whenever possible.

MANPOWER TRAINING AND DEVELOPMENT IN OSUN STATE

Osun State came into existence on 27th August, 1991 with the creation of nine new states by the then federal military government. The state covers an area of approximately 8,602 square kilometres in south-western Nigeria. It shares boundaries with Oyo State in the west, Ekiti and Ondo states in the east, Kwara state in the north, and Ogun state in the south. The official 1991 population figure for the State is 2,158,143. There are 30 local government councils which are divided into six administrative zones namely Osogbo, Ikirun, Iwo, Ede, Ife, and Ilesa. The administration of Osun State is organised at state and local levels of government. At the state level, there are the Ministries of Education; Youth and Sports; Health; Finance; Agriculture, Works and Transport; Lands and Town

Planning; Trade and Industries; and Women Affairs.

The civil service of the state is managed by the Osun State Civil Service Commission inaugurated on September 30, 1991 by Colonel L.S. Ajiborisha, the first military administrator of the state. It comprises a chairman, two fulltime commissioners, two part-time commissioners and a permanent secretary. The commission is responsible for appointments, promotions and discipline of the civil servants in the state, while the Bureau of Establishments and Training is responsible for training, re-training and development of personnel in the state. The Bureau came into existence with the inception of the administration on August 27 1991. The Bureau is headed by a permanent secretary. It has the following functions – to

- promote job satisfaction, efficiency and industrial harmony within the public service;
- ascertain and coordinate the personnel needs of the various ministries/departments and agencies of government;
- ensure correct interpretation and enforcement of government policies on the conditions of service for the various categories of staff in the State's public service;
- improve the efficiency of officers in the state public service through regular staff development programme based on their qualification, working experience etc, as well as long-run needs of the service.
- ensure that officers who leave the service under pensionable circumstance

continue to be rewarded for their past service through prompt payment of their retirement benefits;

- effect periodical review of the grading of posts in all sectors of the public service of the state in order to ensure equity and consistency;
- assist in the development and installation of necessary administrative machinery required for achieving result-oriented public service;

The bureau has five departments two of which are devoted to training and development. These are **Staff Development Centre (SDC)** and **Management Planning and Training**. The Staff Development (SDC) as one of the four directorates of the Bureau of Establishment and Training is primarily saddled with the responsibility of manpower development for all categories of public servants in the state. The centre was established in 1992. It has four academic sections namely (i) Secretarial and Business Studies; (ii) Local Government and Institutions; (iii) Financial Management and Computer Studies; and (iv) Language and Communication section. Most of the courses in the centre are designed to prepare staff for promotion. However, training activities are not restricted to the state's civil servants since the certificates issued there are recognised in other parts of the federation especially the General Grading Test (GGT).

The Department of Management Planning and Training is concerned with periodic review of the grading of posts in all sectors of the public services, "with a view to ensuring appropriate correlation between remuneration and job content." (Amaran, 2000). The unit is also responsible for the coordination and organisation of public service lectures, in-service training courses, conferences and workshops in the state.

Some of the major problems confronting the bureau include poor funding, obsolete equipments, poor library in the training centre; unavailability of modern training facilities such language laboratory, computers, electric typewriters, scanning machines, photocopiers etc.

Table One presents the number of beneficiaries in training programmes organised by the Staff Development Centre (SDC) and the Bureau of Establishment and Training (BET). SDC is concerned with the training and development of junior staff in the civil service, parastatals and local governments, while BET is concerned with the senior staff. An interesting phenomenon is the increase in the number of personnel trained between 1999 and 2000 under the civilian administration; a suggestion that the civilian administration gave priority to staff training and development more than the military regimes.

Table One: Number of Staff trained by the SDC and BET (1992-2000)

YEAR	SDC	BET	TOTAL
1992	141	100	241
1993	92	143	235
1994	100	111	211
1995	131	72	203
1996	33	N.A.	33
1997	86	122	208
1998	34	N.A.	34
1999	272	45	317
2000	131	321	452
2001	-	04	04
2002	27	200	227
2003	27	218	245
2004	220	201	421
TOTAL	1294	1537	2831

Source: 1992 to 2000 is apted from O.J. Amoran “Manpower Training and Development in Osun State Civil Service (MPA Field Report, December 2002), p.65.; Bureau of Establishment and Training, Osun State.

The following represent the various categories of training that are recognised by the state:

- Orientation/Induction course. This concerns new employees. It is usually done at the point of entry into the service to introduce them to their duties, responsibilities, challenges and expectations demanded of them.
- In-house training: these are improvement courses carried out by SDC and BET.
- Off-the-job training programmes: they are refresher’s courses (in form of workshops and seminars) involving officers in the management cadre such as administrative officers and professionals. The training is for short time duration of 3-5 days.
- Off-the-job Pupilage training programmes: these are for officers in Administration, Accounts, Cooperatives, and Engineering departments

who are to be trained in recognised higher institutions of higher learning. They are long-term training programmes.

- Specialist/Technological programmes: these are for doctors, nurses and other specialists either within or outside the country. Examples include Obstetric specialist course in Austria; theatre course in Obafemi Awolowo University Teaching Hospitals Complex; Ophthalmic Nursing Course at University College Hospital Ibadan and Kaduna Teaching Hospital. They are usually funded with foreign assistance and sometimes by Osun state government.
- Individual employee wishing to improve his professional and academic qualifications is granted study-leave with pay or without pay depending on the merit of the application.

Table Two: Categories of trainings in Osun State (1992-2000)

Year	Induction	In-house	Off-the-job	Off-the-job pupilage	Specialist / Technological	Personal Development
1992	73	76	65	27	n.a.	n.a.
1993	85	60	41	23	15	11
1994	12	57	63	51	20	08
1995	50	72	25	27	16	13
1996	n.a.	21	12	n.a.	n.a.	-
1997	66	35	31	40	04	32
1998	n.a.	18	16	n.a.	n.a.	n.a.
1999	95	78	43	37	22	42
2000	100	120	63	87	45	37
Total	481	537	359	292	122	143

Source: Bureau of Establishment and Training, 2000 Adapted (but modified) from O.J. Amoran “Manpower Training and Development in Osun State Civil Service (MPA Field Report, December 2002), p.65

From the table, in-house-training programmes had the highest. This is due to the cost of in-house-training which is cheaper than others. Besides, most of the beneficiaries are junior workers who constitute the bulk of the civil servants in the state. The relevance of the training to the service may also be a contributory factor.

FUNDING POLICY OF TRAINING IN OSUN STATE

Osun state like other states of the federation adopted the recommendations of the 1988 and 1998 civil service reforms which stipulate that ten per cent (10%) of total annual personnel emoluments be set aside for staff training and development. Most states including the federal government have failed to honour this. **Table three** shows the budgetary allocations and actual expenditure between 1992 and 2004. During this period, the average percentage (actual amount) of the budgetary allocations released for training was 25.3% which is rather low.

PROBLEMS AND PROSPECTS

The importance and significance of training and development to organisational development has no doubt been recognised in the Nigerian public services. However, it is confronted with a number of problems. Some of the problems include the following:

- There is the absence of systematic training despite the various reforms that emphasise this since late 1960s. This problem needs to be addressed urgently if training must attain its objectives. by adopting the recommendations that were made by the various public service reforms in the country.
- Poor funding. This is reflected in the difference between budgetary provisions and actual funds released for various years both at the federal and state levels. Concerted efforts must be made by government to address the problems associated with funding training.
- Most of the training schools and centres established by government are poorly funded, which render them im-

Table Three: Budgetary Allocations and Actual Expenditure on Training in Osun State (1992-2004)

Year	Budgetary Allocations (Million)	Actual Expenditure	Percentage Released
1992	10	2.8	28
1993	13	2.3	17.7
1994	13	1.08	8.3
1995	15	0.8	5.3
1996	13.01	1.206	9.26
1997	13.01	0.943	7.2
1998	13.01	0.700	5.4
1999	13.01	0.600	4.6
2000	13.01	3.05	23.4
2001	7.5	2.675	35.7
2002	17	10.0	58.8
2003	16	7.0	43.8
2004*	13.255	9.6	72.4
Total	169.805	42.901	25.3

Source: Bureau of Establishment and Training. 1992-2000 was adapted from O.J. Amoran "Manpower Training and Development in Osun State Civil Service (MPA Field Report, December 2002), p.67.

* As at August 2004.

potent to effectively perform their functions. For example, the staff development centre in Osun State has been operating in a temporary site since its inception in 1992. The centre is housed by Unity Girls Secondary school, Osogbo. The space is grossly inadequate for the two schools to co-inhabit the premises originally designed for a secondary school.

- Poor staffing for most of the training centres. The quality of the staff available in these training schools will to a large extent determine the quality of training given to the personnel that are sent there for training.
- Inadequate training facilities in these centres. Most of them do not have modern training facilities such as computers, laboratories, libraries, vehicles. Government needs to place high priority on the provision of equipment and facilities required for the training schools and centres.
- The use of quack consultants by government has grossly affected the quality of training by public servants. In many instances, government prefers to contract training programmes to party loyalists rather than competent and experienced specialists in the higher institutions and consulting firms.
- High cost of training has been occasioned by lack of honesty and transparency. The cost of bribe is often built into the training costs when signing the contract with consultants. This in a way affects the quality of training.
- Curricula and methods remain insufficiently attuned to job contents due to several factors such as funding, size of the trainees etc.
- Poor utilisation of trained workers. Many public servants sent for training

are not allowed to utilise their skills and knowledge because of bureaucratic rigidity and unwillingness to change. In line with the recommendation of Chief Jerome Udoji in his report it is reiterated that one training objective is to place “the persons who undergone training back in their organisation so that they can best apply their new skills and knowledge.”

- Lack of proper consideration for training needs. Many times, public servants are sent for training without consideration for the relevance to present job or future posting.
- Lack of coordination among the various training institutions in the country. If the goals and objectives of training institutions in the country must be achieved there ought to be proper and adequate coordination and harmonisation of the training programmes. More importantly, there is a need to carry out regular review of the programmes of the training institutions in the country so as to be relevant to the present needs

of the public service and the future challenges.

Personnel in any organisation remain the most invaluable asset for growth and development. Training and re-training are essential components of manpower development. Manpower development and training play a major, if not decisive, role in promoting economic growth with equity; they benefit individuals, enterprises, and the economy and society at large; and they can make labour markets function better (ILO, 2000). Ideal manpower training and development will no doubt produce economic, social and political growth. It is unfortunate; however, that most training programmes that have been embarked upon at the various levels of government in Nigeria have not produced the desired results mainly due to attitudinal problems on the part of government and the trainees. The challenge before us is to introduce new orientations on training that will address training contents; training evaluation; attitudes to training and training utilisation. These should be geared towards economic and social growth in the country.

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