



MANPOWER DEVELOPMENT AND EMPLOYEE'S UTILIZATION IN THE NIGERIAN PUBLIC SERVICE: ISSUES AND CHALLENGES

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ABSTRACT

The paper focuses on manpower development and utilization in the Nigerian Public Service. The objective of the study is to examine the issues and challenges confronting manpower development and utilization in the Nigerian public service. The data for this study was obtained through the content analysis of existing secondary documents. They include; official documents, Annual reports, publications, circulars, newsletters, bulletin, policy statement and empirical studies. The findings of the study revealed that the issues and challenges confronting the Nigerian public service in the area of manpower development and utilization include; lack of adequate facilities and funds for training and development programmes due to delay in the passage of annual budget. Conversely, employees who attended training and development programmes are not assigned or deployed into areas where the knowledge acquired can be effectively utilized. At times, manpower developments don't have any bearing with employee's job design and descriptions. It was recommended that there is need for prompt and adequate release of training funds to Ministry, Department and Agencies (MDAs), identification of training needs to be conducted at regular intervals, provision of conducive working environment and institutionalization of conference, seminar and workshop into the training policy components.

Key words: *Human Resource Management, Manpower Development, Employee Utilization, Training*

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Introduction

Manpower development and its corresponding utilization in the Nigerian

public service are important due to the growing complexity of the work environment, the rapid changes in

organizations and technological advancement. Manpower development necessitates the need for training and development of personnel to meet current challenges. It helps to ensure that workers possess the knowledge and skills needed to perform their jobs effectively, take on new responsibilities, and adapt to changing conditions. It is imperative to note that manpower development and utilization constitute indispensable instruments for improving the quality of work performance, customer satisfaction, productivity, morale, management succession, business development and profitability.

The aim of manpower development is to equip employees with the requisite skills in order to cope with current challenges confronting the organization. Organizations usually combine human and material resources in order to achieve their objectives. However, the availability of other resources without the development of human capital could be counterproductive. For instance; the human resource acts as an active agent that transforms other resources to meaningful results in order to achieve organizational goals and objectives. In this regard, one of the indispensable tools for optimum utilization of human resource in any given organization is the effective implementation of training and

development policy. This is so because an untrained staff is rather a liability than an asset to any organization. It is a common saying that a newly recruited employee needs on-the-job-training no matter the qualifications, exposure, experience and capability in other fields.

The development of human resources is an integral part of any organization. Therefore, any resource utilized for employee's capacity building is not an expense but an investment. Training policy represents the commitment of top management of a given organization to human resource development, it is expressed in the rules and procedures which govern or influence the standard and scope of training in the organization.

It has also been observed that most organizations do not implement their training and development policies for their employees as provided in the training policy. Even when they do, participants of such programmes are not offered the opportunity to utilize the knowledge acquired while carrying the day-to-date activities. This scenario has created a situation where most workers are redundant. Most employees in the Nigerian public service have suffered untold hardship as a result of the management's inability to consider manpower development and utilization as important (Nwanolue and

Iwuoha, 2012). In most cases, employees sent on trainings do not have any bearing with their schedule of duties or training needs. This singular act has not in any way encouraged optimum utilisation of employee potentials

Developing manpower is not an end in itself but a means to an end. It is on this note that the issue of manpower utilization becomes necessary. Basically, manpower utilization refers to the manner of usage of human resource in an organization. It is used to include how personnel are deployed to perform jobs that are in tandem with training obtained. Utilization therefore is at the heart of any development and training exercise and as such, both have implications for productivity that depends generally on the relevance of human assets to needs and their subsequent optimization through prudent utilization (Nwanolue and Iwuoha, 2012). It is important to note that human resource utilization policies and practices are usually based on certain human asset principles and as such, whether the over-riding issues will be that of optimum utilization or even non utilization as the case may be . In the light of the above, this study seeks to assess the issues and challenges confronting manpower development and utilization in the Nigerian Public Service.

Objectives of the Paper

The objectives of this paper are:

- a. To examine the issues involved in manpower development and utilization in the Nigerian Public Service
- b. To identify the challenges confronting manpower development and utilization in the Nigerian Public Service

Methodology

Data for this study was generated majorly through secondary sources by analyzing existing official documents, Annual reports, publications, circulars, newsletters, bulletin, policy statement and empirical studies on issues regarding the challenges confronting manpower development and employee utilization in the Nigerian public service. This secondary method of data collection and analysis is considered suitable since adequate materials are readily available for further study on the subject matter of this paper.

Conceptual Review

In order to familiarize readers with the subject matter of this paper, some terms considered fundamental to the study are conceptualized below based on the opinions of notable scholars in the field:

a) Public Service

There is a general saying that all public servants are civil servants but not all civil servants are public service. By implication, public service is an umbrella term that covers both uniform and non-uniform employees' of government who are working in Ministries, Departments and Agencies of government (MDAs). The Public Service in Nigeria according to the provision in 1999 constitution of the federal republic of Nigeria is made up of the following: (1) The Civil Service, which is often referred to as the core service and is composed of line ministries and extra-ministerial agencies; and (2) The Public Bureaucracy, which is composed of the enlarged public service, including the following: (a) Services of the state and National Assemblies; (b) The Judiciary; (c) The Armed Forces; (d) The Police and other security agencies; (e) Paramilitary services (immigration, customs, prisons, etc); (f) 'Parastatals' and agencies including social service, commercially oriented agencies, regulatory agencies, educational institutions, research institutes, etc.

Civil servants on the other hand refer to those who are career and tenure employees deployed to Ministries or Extra Ministerial Departments. The sole responsibilities of civil servants are to work in civil capacity

towards ensuring effective implementation of government policies and programmes. The above view was corroborated by, Ekhaton (2002:258) who defined, "civil service as the administrative structure employed in civil capacity to fulfill Government policies, and programmes". This can be viewed in terms of structures i.e. ministries, departments etc or the human occupants of public offices i.e. permanent secretaries and higher administrative staff. The Nigerian Interpretation Act of 1964 does not expressly define the term civil service. However, Section 2 of the Pensions Act of 1951 defines the civil service as the service in a civil capacity under the government of the federation or in a College, University or a pensionable employment under local authority.

The strategic relevance of public service in policy formulation and implementing cannot be over emphasized. In the developing societies especially in the immediate post independence era the public service assumed the pivotal roles as the vehicle of development. In fact, Ejifor (2003) posits that public service in the developing societies is everything and that the most important catalyst of development is an efficient service while at the same time its inefficiency

constitute the heaviest millstones of any nation.

This is similar to the view of Agagu (1997: 233) who contends that public service is the continuously active business part of government, concerned with carrying out the law, as made by the legislative bodies in the process of organization and management. In scope, the influence of the public service is not debatable; it remains definitely a major force in today's governance. The public service contains a network of human relationships and associations extending from the highly influential government officials to the lowest paid and powerless individual charged with all resources, natural and human, and all other aspects of the life of the society with which the government is concerned (Nnoli, 2000). In essence, public service is the totality of how progress and development are made in the society.

b) Human Resource Management

The concept of personnel management has been defined in several ways by notable scholars in the field of human resource management based on their academic orientations and the environment they found themselves. In the words of Armstrong (1980), personnel management can be viewed as obtaining, organizing and motivating the human resources required by the enterprise, developing an organization climate and management style which will promote effective effort and co-operation and trust between all the people working in it, and helping the enterprise to meet its legal obligations and its social responsibilities towards its employees with regard to the conditions of work and quality of life provided for them. Personnel administration therefore consists of the designing and implementation of policies and all the practices that can assist in promoting efficient utilization of human resources.

According to Todaro (1986), human resource constitute the ultimate basis for wealth of nations' capital , and natural resources are passive factor of production, human beings are active agents who accumulate capital , exploit natural resources from social, economic and political organizations and

carry forward national development . Obviously, a nation which is unable to develop the skills and knowledge of its people and utilize them effectively in the national economy will be unable to develop anything else.

Ubeku (1975) examined it from two angles; as a function or responsibility of a manager or supervisor who has people under him all working towards the achievement of cooperate goals. As a function in an organization which is performed by a particular department, i.e. the personnel department. He then defines a manager as a person who through guidance, leadership, encouragement and motivation makes men who form his team gets the desired results. Basically, personnel administration involves the administration of matters affecting the personnel working in an organization. These matters include recruitment, training, promotion, classification, pay scale and other conditions of service, conduct and discipline, and retirement of employees (Oyadiran, 2008).

Ukpong, (2002) argued that, human resource was originally used to refer specifically to the number of men available for a given operation. It means the available personnel for productive purposes. Aiyede (2003)

agreed with Ukpon as he refers to human resources as the people who are part of an organization. He added that these people are the direct employees, part –time workers, consultants, or any person with a variety of relationships with the organization. Furthermore, Wendell (1970) defined human resource management as recruitment, selection, utilization and the development of human resources by and within the organization. All these are the areas of concern of personnel management.

There is no doubt that, human resources play a crucial role in national development. This section would reveal policies governing the development and utilization of the human resources and why government has failed to grapple with the major problems in human resource development. Human resource development is historically known as personnel management. It deals with the formal system for managing people at work. It can be defined as the process of determining human resources needs and then recruiting, selecting, developing, motivating, evaluating, compensating and scheduling employees to achieved organizational goal (Nwachukwu, 1988).

Human resources development specifically is the frameworks for helping employees

develop their personal and organizational skills, knowledge, and abilities. It includes such opportunities as employee training, employee career development, performance management and development coaching, succession planning, key employee identification, tuition assistance and organization development. It is also that part of management concerned with the development of people at work for work and with their relationship within and outside the enterprise. Its aim is to bring together people to achieve a goal and developing them into an effective organization. Much regard is given to the well being of the individual and of the working group, to enable them to make their best contribution to its success both present and future.

In specific terms, personnel development is the application of policies governing manpower, planning, recruitment, selection, placement and termination, education, training and career development, terms of employment, methods and standards of remuneration; working conditions and employees services. Personnel development is also concerned with the human and social implication of change in internal and external organization and methods of working and of economic and social change in the community. The role of human resources is

to actively help the business pursue its goal by creating an appropriate workforce. There are two perspectives to personnel management i.e human resources management and human resources development. Human resources development has a crucial role of capacity building of individual within an organization to effectively cope with change. Human Resources management on the other hand is concerned with the philosophy, values, policies and practices of HRM. Personnel management borders on human resources planning and management of people in organization.

c) Manpower Development

Manpower development refers to all activities aimed at improving the skills, ability, proficiency and capabilities of employees on-the-job (Nwanolue and Iwuoha, 2012). It may be in form of training or development programmes. Training is usually conducted for newly inducted or operative staff who are performing immediate tasks whereas, development programmes are usually designed for employees who intend to occupy managerial positions or perform certain tasks in future. Onasanya (2005) perceives manpower development as a form of specialized education aimed at giving the trainee a

particular or specialized knowledge, skill and attitude which he must possess to effectively perform in a given position. Beardwell and Helen (2001) on their own part view manpower development as the process of becoming increasingly complex, more elaborate and differentiated by virtue of learning and maturation. It is also seen as a planned process to modify attitude, knowledge or skill behaviour through learning experience to achieve effective performance in an activity or range of activities (Osborne, 1996). Rouda & Kusy (1995) view manpower development as the 'acquisition of knowledge, competencies and skills, and adopting behaviors that improve performance in current jobs, including: adult learning theory and applications, instructional systems design, train-the-trainer programs, and instructional strategies and methods.

Gulvi (2011) explained that manpower development in an organization can be provided in two ways. An organization may decide to select the best outstanding performers or those within the firm can be trained and developed to bring out their full potentials. Once an individual is selected, he must undergo some training regardless of his qualification. To Gulvi (2011) therefore, the basic objectives of training and development

for sustainable job performance are to alter the thinking and behavior of the employee, in the direction desired by the management. He noted that training that does not accomplish these goals may be worse than useless. It may actually damage the organization and that training programme must as a result be tailored to the needs of specific company for specific position.

According to Dubin (1977) Manpower Development is a process of transmitting the securing information related problems solving. He further maintain that manpower development implies a formal commitment of time between minutes or six (6) months set aside to learn specific and directly applicable information to improve problem solving abilities. He therefore, separated manpower development into two major categories, traditional manpower development and human relation manpower development. While traditional is concerned with learning the oriental concept that can be applied to performing the mechanic of the job, human relation passes on skill dealing with the attitude and assumptions that people have about their jobs, about themselves and other people.

d) Employee Utilization

Employee utilization refers to deployment of staff for actual practice of performance of the

knowledge, skill and talents obtained through training and development programmes. For instance, Udo-Aka (1992) sees employee utilization as a sequence in the relationship between the development and utilization of organization's manpower, which emphasizes their relevance to the manpower requirement and their actual deployment in their appropriate mix to meet national needs. Therefore, the relevance of any manpower development effort is dictated by the utilization strategies since we know that it is one thing to develop and another bigger issue is to sustain the gains of such development efforts by deploying accordingly such manpower in a manner that they can be properly utilized in positions where they can bring their new found knowledge to bear on assigned duties. Egungwu (1992) argues that the issue of utilization should be seen from the point of view of systemized job assignment during working life, which in its bid, is a process of ensuring an improvement in the performance ability on the job.

Justifying the need for proper utilization of manpower in organizations, Egungwu (1992:23) further notes:

Systemized manpower utilization schemes requires the placement of only employees in the right job, at right time and places irrespective of their origins;

and adequately motivating them through appropriate management techniques to make them productive. It ensures that every employees' talent are used to the fullest benefits of the enterprise and of the employees by taking these steps, there is the avoidance of the talented employees' display of disenchanted and disruptive work attitudes, which never augurs well for any enterprise.

Ezeh (2013), points out that whenever employees are not well utilized by placing them in the appropriate positions in line with their training , the followings are bound to occur;-

1. It can lead to discouragement
2. Leads to reduction in abilities
3. It may result in huge financial losses to the organization
4. Loss of confidence on the part of the employees.

Nevertheless, the overall implication of the various opinions on the concept buttresses the fact that the bulk of organizational success does not just rely on development of manpower alone but ensuring an effective, efficient and judicious usage of the trained or developed manpower. This is done through transparent placement of the staff in order to achieve the optimum organizational goal.

Issues and challenges confronting Manpower Development and Employee Utilization

The importance of manpower development and its corresponding utilization especially in Nigerian public service 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 trend challenges. Manpower development helps to ensure that organizational members possess the knowledge and skills they need to perform their jobs effectively, take on new responsibilities, and adapt to changing conditions. It is important to note when properly utilized; i.e. ensuring that skills developed are placed in exactly in areas of specialty will consequently help in improving quality of work performance, customer satisfaction, productivity, morale, management succession, business development and profitability.

Manpower/human resource training however, can be defined as training of people in developing their capability on their jobs. Beach (1980) defined training as the organized procedure by which people learn from a definite purpose. The purpose of

training according to Beach is to achieve a change in behaviour of those trained. Training is a vital aspect of organizational needs. Appropriate and regular training equips the staff with organizational values, goals and norms, impart new skills, techniques and knowledge of one's jobs, increases problem-solving capabilities, and hence raises the level of workers performance. Above all, training keeps the staff abreast with the demands of a fast changing society.

Ozigbo (2010) noted that the issue of utilization of developed manpower is aptly and unavoidably important if the sole objective of manpower development is to be achieved. To him, there is need for an optimum utilization of developed manpower in organizations (private or public) for the benefit of the stakeholders. Ubeku (1985) pointed out that training is a continuous process in any organization. He warns that investment on training and development is a wise investment. Osiyi (1985) made it much clearer saying that no organization rises above the technical competence of its personnel, therefore any organization that does not take the development of her staff through training seriously must be heading for some problems. On the other hand, manpower according to Gibertson et al

(1967) is everybody that is currently on the payroll of an organization. Manpower embraces the totality of human resources within an organization and it determines the level and extent of development of such organization. It is important to note that all the activities of any organization are initiated and determined by the persons that make up the organization. In other words, offices, computer equipment and all that the organization uses are unproductive they are put by human effort and direction.

Human resource development and utilization in both public and private organization has become extra ordinarily important, especially in the changing world, that one (an employee) who was productive sometime in the past may loose meaning (become unproductive) sometime in the future due to the changing time and/or environment. Sometimes, it happens that the changes that occur in an organization or the job, which an employee may be required to carry, demands a kind of knowledge so strange that the employee could not produce. In other to change, with the changing environment and work requirements, organizations must develop their manpower very well so that right person is at the right place at the right time in order to meet organizational goals and changes.

According to Chukwuemeka (2003), one serious problem confronting public personnel managers is the most effective method of matching people with job. Experts have been grappling with the problem of whether job should be designed to suit the individual or get the individual to fit into a job position. This calls for taking strategic steps or actions and this action is manpower training for development. Effective human resources according to Ojo (1997) is central and vital to organization effectiveness. It requires an understanding of a range of factors involved in the manpower planning processes and specific roles of the various factors involved in the planning in line with the organizational, goals and objectives.

More so, human resource development and utilization should be a critical concern of organizational managers, particularly, the personnel officers, who should bear in mind while planning for human resource, that only intelligent, capable hands could successfully achieve the organizational goals. Furthermore, according to Chukwuemeka (2003), the onus is for them to ensure that at each point in time, their organization must have the right caliber of employee, in the right number and quality to perform the appropriate tasks for the purpose of achieving the overall organizational goals.

In Oguniyi's (1992) view, no nation in the world can carry out any of its development programmes without adequate and competent manpower. The important roles of manpower come into focus both in peacetime and when the nation is at war (Oguniyi 1992). Adequate and qualified manpower is the measure of an organization's strength, security and wellbeing. The human resource of any organization holds the key to its survival, advancement and future development. This is why Renesis (1967) pointed out the importance of manpower and the need for its planning in an organization. According to him, development is concept of executive action that embodies the skills, of influencing and controlling the nature and direction of change. It involves persuasive and continuous executive function of complex process of perceptions, analysis, conceptual thought, communication, decision and action. Whitehead (1977) contends that manpower development is a process of forecasting manpower requirements in the future, in the light of developing technology and look at the likely situation of five, ten and fifteen years ahead. Manpower development ensures that the organization is not held back by shortage of workers with the necessary competencies for the jobs, which the organization requires them to do. In the

words of Nwankwo in Onah (2007:18), every organization plans its manpower needs just as it budgets the amount of money it needs to spend. Those organizations, whether public or private, that do not have well established personnel departments, fall into the error of looking for staff when necessary.

The above steps are in line with the view of Nwachukwu (1988), who views manpower development and utilization as referring to the projection of future requirements for a given number of people with specific skills to meet the demand of various sections of the economy. In other words, Nwachukwu is emphasizing that in an organization manpower development programmes must be in accordance with the organization's broad objectives. In most organization, developing human resources strategy becomes a search for those candidates, who can contribute to the realization of the organizational objectives.

Druker (1954) argues that in five to ten years, organizations should be able to double the quality of works they are performing without a single individual payroll. In this view, within the space of ten years, an organization should be able to have double efficiency of human resources. This will be made possible by working on the development of people and their organization. In other words, at any

given point in the life of the organization, there must be the right number of people or employees with the right level of skills, in the right jobs, at the right time performing the right activities to achieve the objectives of the organisation.

According to Druker (1954:140) organizations are becoming more independent upon people because they are rapidly involved in complex economic, political, and socio-cultural environment. The more organizations get involved in more complex and technical skills in the manufacturing, marketing and sales of products and services, the more vulnerable such organizations will be to critical shortages of the right human resources. This implies that managers in future will increasingly have to be more skilled in how to select or train their subordinates. They will not necessarily employ people but rather, they will be engaged in employing highly sophisticated trained individuals. It then becomes a matter of economic objectives to improve human resource planning and development systems.

Ridly (1967), in Adebayo (1997), however is of the view that the assumption underlying organization growth is that the nature of jobs will change overtime. This implies that such changes must be continuously monitored in

order to ensure that the right kind of human resources can be recruited or developed to do these jobs. Following these development assumptions, manpower planning and development then, forms the component that facilitate the actual process of the growth and development of the people who are brought into the organization with the purpose of removing ineffectiveness in skills and other phenomena that neglect the need for a new growth direction. Manpower in this context according to Anugwom in Onah (2007), is the available human resources that the Enugu State sports council can tap in order to effectively discharge its duties and obligations to the state. Human resources are utilized or invested in an organization in pursuance of set goals. It is important to appreciate that the employee is both the initiator and beneficiary of development. Thus, any situation that undermines the effective utilization of manpower in any system should be taken care of.

Onah further explains poor coordination and control by agencies and ministries, failure to produce required information, failure to properly analyze and use available information and failure to make decision and take action when needed. Commenting on these factors, Onah identified some of the indicators of manpower underutilization as: a

critical shortfall between projection and realizations, breakdown of job-related internal communication and redundancy resulting from structured relationship and role. Quoting Harbison in his book “wealth of the Nation”, Onah (2007) sees human beings as the active agent who accumulates capital, exploit natural resources, build social, economic and political organization and carry national development. Thus, human capital assumes the most prominent role in the development effort. We have already defined human resources development as the process of increasing peoples’ knowledge, skills and capabilities by investing in human beings through education at all levels, trainings, health services, the development of leadership skill etc.

On the other hand, human resource/manpower utilization is concerned with optimal use of manpower in productive activities especially in their deployment in appropriate mix to meet corporate and national need. According to the Senate Special Committee on unemployment problem as contained in Ojo (1997:13), “unused natural resources remain to be used in the future, but, work, the creative activity of man, once wasted, can never be recovered; what might have been produced is lost. The damage to individuals and to society from

manpower underutilization cannot be repaired”. Affirming the above statement, Onah (2007) opined that careful and effective utilization of manpower would ultimately lead to improvement in productivity of labour. There is no gain saying that productivity, which is the ultimate aim of manpower development, is determined by skills, which in turn are dependent on education and training.

Theoretical Framework

This study adopted the decision making approach as a theoretical framework since all issues relating to manpower development and utilization requires the rational choice of a particular a option out of several alternatives. The decision making theory was propounded by Herbert Simon (1957) in his book administrative behaviour in which he opined that the most critical factor in achievement of organizational objective was correct or intelligent decision making. By which he meant the optimum rational choice between alternative courses of action. According to Herbert Simon, decision making is the heart

of Administration. It follows that understanding of organizational activities revolves on the decision making. It is the pumping centre which galvanized other organizational units into action. At every stage along the line, decisions are made until the level of specific performance is reached. An organization can therefore be conceived as the gadgets of decision making apparatus. In a close observation of the analysis above, decision making is the process to realize organizational goal and all efforts are focused on the best means of achieving organizational goals through effective manpower development and utilization. In other word, organizational goal is dependent variable that interacts with other variables to give organizations their peculiar and dynamic characteristics. Organization exist and function to achieve an objective and the major means of achieving organizational goal is through rational decisions on manpower in an organization.

Efficiency and effectiveness can only be enthroned in an organization through a satisfactory decision on the manpower needs of the organization. According to Okoli (2004), decision is the conclusion draw from the factual premises and value premise. In view of the above, the recruitment, selection, development, promotion, retirement and displacement of manpower in an organization must be based on the critical analysis of organizational objective, evolutionary trends of an organization, manpower inventory and environmental factors. The main argument of this theory is that manpower development and utilization which were made based on the satisfactory decision will lead to effectiveness of the employees' performance which in turn will impact on the general realization of the objectives of an organization. In addition, decision made on the quality and quantity of manpower based on the relevant data on job analysis which results to the placement of the employee in a

suitable position at the right time will obviously enhance the actualization of organizational objectives.

In support to the above, Fredrick Herzberg states that job enlargement and enrichment motivates workers and makes them to contribute better towards the achievement of the organization's mission statement. So decision that lead to placement of employee in a suitable position and allocation of right roles act as a catalyst toward realization of goals of organization. For effective exhaustion of this theory, the type of decision model suitable to apply in the manpower development and utilization is mixed scanning decision making. This theory was postulated by Amitai Etzioni in a reaction to the needs to combine both rational and incremental model. The theory blends the models in decision making. Etzioni insists that the incremental or rational model do not offer satisfactory explanation if organization

decides to make use of only one of the two in all types of decision.

According to Obiajulu and Obiemeka (2004), rational decision model guides and explains more the fundamental decision which requires comprehensive analysis while incremental decision model also tend to explain and decision are contextual and are made in most problem areas, depending on the nature of the problem and circumstance. Once made however, fundamental decision provides the context within which the incremental decisions are therefore made from time to time.

Amital Etzioni therefore postulates that the right kind of analysis is kind of mixed scanning, a mixture or utilization of both model depending on the problems, needs and the situations, thus in a circumstance requiring fundamental decision, the rational model could be used while incremental model would be useful in situation requiring incremental policies. Relating this theory to

manpower development and utilization, organization at the initial stage of establishment will use rational decision theory because the situation calls for that, the organization will analysis all reliable information relating to manpower and organizational objective before any action plan relating to recruitment, promotion, displacement, training and development can be drawn. But as organization grow and expand, the decision made on manpower requirement become incremental.

According to Lindblom (1970), decisions are made and remade endlessly, a succession of incremental change, building out from the current situation, step by step and in a small degree. Any dynamic organization, embark on incremental decision, that is modifications. Decision usually takes place in manpower planning in order to have improvement on the already existing manpower, and it results to manpower development. According Ebirim (2003) cited

in “stands in Nigeria Development and administration” Mixed scanning theory of decision making is most applicable to the topic “manpower development and utilization” because it allows the problem solver (manager) to achieve the main goal. In addition, Obiajulu and Obiemeka (2004) reiterate that decision making theory accommodates the differences in capacity of human resources personnel; both incrementalist and rationalist can work in decision making process of manpower development and utilization.

Discussions

Manpower development changes the behaviour pattern of employees in such way as to suit their present job environment. This is why employers are increasingly recognizing the value of training and development in improving staff performance and many businesses now include training and development goals in their strategic plans. Though, while private consultants are still popular, some organizations are referring to in-house training schemes. The acquisition of talents and skills by an individual through

training and development serves not only the future of individual but also that of the society. Organizational growth and improved staff performance are the main influences on employment opportunities for training and development managers. Training and development are often considered a luxury expense and are restricted to save costs. However, when the economy is healthy, organizations are more willing to spend money to develop their employee's skills.

Increased recognition of the value of training combined with a relatively healthy business environment is expected to boost employment opportunities through the acquisition of skill and knowledge aimed at wealth creation. Training and development is becoming better recognized as an occupation. It is expected there will be more people working towards formal training and development qualifications in the future. This area is also becoming increasingly specialized. Many training and development managers are now expected to have expert knowledge in a particular field rather than general skills in training. As a result, some may acquire further study in their specialist areas. Increased specialization is also reflected in new training techniques being developed, including computer training aids. Because of this, training and development

managers must keep up to date with current trends and new training methods.

This paper discovered that the challenges confronting the Nigerian public service is not the non-availability of manpower resources; it is rather in finding the people with the right types of skill at the right time and in the right places. In most government agencies, specialized talents are found in wrong kinds of activity and highly capable people in fields, which offer little incentive or challenge. This situation creates constraints, which sap labour morale, erode productivity and lead to low turnover. Thus, the issue of manpower and its utilization becomes uppermost in any effort to improve efficiency in service delivery and performance. Also, the discontentment of staff also poses a challenge. This usually emanates from such issues as inadequate promotion and career enhancement opportunities as well as the dominant use of mediocrity in staff elevation. These factors lead to lack of commitment to duty on the part of civil service personnel and this lowers productivity and militates against effective human resources utilization.

Conclusion

The success or failure of any organization depends largely on the nature of human and material resources procured and utilized over

a given period of time. However, the availability of other resources without the development of human capital could be counterproductive. This is so because human beings manage all other productive resources of the organization to attain its goals. Similarly, it is not enough to attract suitable employees to an organization but regular training must be conducted since new entrants hardly perform their jobs satisfactorily without acquiring appropriate skills. On the other hand, it is not enough to only encourage manpower development but it is more important to utilize the employees optimally. This is so because employees in any given organization may either be under-utilized or over-utilized.

The challenges confronting the Nigerian Public service in the area of manpower development and utilization include but are not limited to lack of adequate facilities and funds for training and development programmes due to delay in the passage of annual budget. Conversely, employees who attended training and development programmes are not given the best environment and the necessary equipment to implement what they were taught during the training.

Recommendations

In line with the findings obtained from documentary evidences, the following recommendations are considered necessary in order to ensure improved manpower development and utilization in the Nigerian public service.

1. There is need for prompt and adequate release of training funds to Ministry, Departments and Agencies (MDAs). This will enable most public organizations to send more staff on training in order to enhance efficient service delivery.
2. Training needs identification exercise should be carried out in determining the present and future organizational training needs. From such identified training needs, they will be able to decide who qualifies to be sent on training first
3. There is need to ensure a conducive working environment in the Nigerian public service in order to induce and motivate the trained and developed staff to put to use what they have learnt.
4. The trained and developed employees should be given the opportunities to express their fears or factors that they

feel would militate against the utilization of knowledge and skill acquired through manpower development programmes .

5. Conference, seminar and workshop attendance should be institutionalized and made a policy component of training and development programmes in the Nigerian public service.

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