

RENOVATED PEDAGOGICAL METHODS AND CURRICULA IN THE TRAINING INSTITUTES OF PUBLIC ADMINISTRATION IN AFRICA

by

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1. Introduction

Education and training in public administration have become very important because the public service is expected by its customers and clients in Africa to provide value-for-money service. Public services in Africa have been called upon to respond to greater demands of effectiveness and efficiency than ever before, particularly, after structural adjustment programmes to maintain and enhance the quality of their services, notwithstanding the vast disparity between available resources and multifarious functions to be performed. Stakeholders and users of the products of the public service have called for greater emphasis on institutional effectiveness, and specifically, on the enhancement of education and training of public servants. This is grounded in the belief that the quality of services rendered by the public service is directly influenced by the quality of staff in training institutes of public administration in Africa and the pedagogical methods and curricula used. In essence, the quality of personnel of the public service and its ability to provide value-for-money service strongly depend on the strengths and excellence of staff in training institutes of public administration and a new approach to pedagogical methods and curricula.

The call for a new approach to pedagogical methods and curricula has also become louder because the discipline of public administration itself is responding to the thrust of “new managerialism”. One therefore has to examine how far this new thrust is reflected in pedagogical methods and curricula used in public administration training institutes in Africa.

Against this background, this paper examines the effectiveness or otherwise of pedagogical methods and curricula in the training institutes of public administration in Africa. In doing this, the paper discusses the following issues:

- The training programmes, the pedagogical methods and the profile of the teaching staff in the institutes of public administration in Africa;
- The deficiencies of the training system(s) applied in different countries, with respect to the job/profile adequacy;
- The challenges of the training institutes in terms of appropriate training of civil servants into performing development agents;
- The new prospects enabling the training institutes to contribute to the improvement of public service delivery and the carrying out of the current economic, social and technological challenges by the administration.

2. The nature of training programmes

Training institutes of public administration in Africa can be divided into three categories:

- National civil service training schools and government secretarial schools for lower level personnel such as clerical and executive class of the civil and public service. They offer mainly “refresher courses” or in-service training to the personnel, who either receive a certificate of attendance or take examination for the award of a certificate, which may be used for promotion/advancement to a higher grade. The courses taken are mainly to upgrade the skills (for instance typing, administrative procedure, filing) of the personnel.
- National institutes of public administration and management (such as Ghana Institute of Management and Public Administration and Malawi Institute of Management), institutes of administration (such as Zambia Institute of Public Administration or Kenya Institute of Administration) or administrative staff colleges (such as Administrative Staff College of Nigeria (ASCON)) for the administrative class and analogous grades of the public service, for instance, senior public administrators and specialists in the professional grades like engineering, agriculturalists, lawyers, doctors. The institutes or staff colleges are entrusted, among other functions, with the responsibility of training new entrants into the administrative class and analogous grades of the civil and public service. They conduct post-graduate diploma and certificate courses and, more recently, masters programme for the administrative class and specialists in the professional grades.
- Regional training and management institutes such as the African Training and Research Centre in Administration for Development (CAFRAD) and Eastern and Southern African Management Institute (ESAMI) devoted to organizing short courses in public and development administration for academics and practitioners, though on an ad hoc basis.

As in other parts of the world, however, Africa governments have tended to mainly focus attention on education and training in public administration by providing post-graduate and in-service training courses with relatively little being offered for those who wish to enter public administration employment at lower levels (Davies et. al., 1995).

2.1 Objectives of training schools and institutes

The primary objective of both civil training schools and institutes of public administration is to improve the calibre of personnel available for employment in the public services. Specifically, they are established to perform the following functions:

- to promote the study of public administration and management;
- to institute programmes and provide facilities for the education and training of personnel taking up a career in the civil and public service;
- research into problems of management and administration;
- provide management consultancy services;
- encourage or sponsor the publication of the results of studies or of research into management and administration; and

- award degrees, diploma and certificates, as the case may be, to persons who successfully complete any course of training.

2.2 Training programmes at the civil service and secretarial schools

Across Africa, civil service training schools or centres give training to junior personnel of the civil service with a view to helping them gain greater capacity of efficiency in their work. For instance, the training schools or centres mount *induction courses* for new entrants into the Clerical Class to introduce these officers to the structure of the public service, how it works, where it derives authority from and its norms – in order to help them find their feet quickly in the civil service.

Efficiency and supervision courses are organized for Executive Officers to give them greater understanding of the work they do and also to equip them with the necessary techniques to enable them supervise their subordinate staff effectively.

The centres and schools also run *promotion courses* designed to equip the officers for promotion and *day-release English courses* for junior staff to upgrade their standard of English and thereby help them communicate better. (Nti, 1974)

On the other hand, the government secretarial schools trains candidates for the Secretarial Staff of the civil service and help serving officers to improve their skills and efficiency in shorthand, typing and other secretarial duties. They are also responsible for the examination of candidates both on first entry to the public service and for purposes of promotion from one grade to another in the Secretarial Class. The efforts of the secretarial schools are supplemented by output from the polytechnics and vocational training institutes, who offer courses in management and public administration at the Higher National Diploma (HND) level.

2.3 Training programmes at the institutes

Training programmes at the institutes of public administration and staff colleges in Africa reveal varied curriculum content. This is attributable to local factors, with the curriculum responding to national or regional needs. In addition, while some institutes offered theoretical courses others offered functional ones. In spite of the diversity, there is, however, a pattern of commonality. The focus of courses run by the institutes from the 1960s and 1970s was on development administration with its ancillary subjects, which dwelt on the generalist/specialists controversy in administration, bureaucracy, centralization and decentralization, administrative law. It is, however, noteworthy that the late 1970s and 1980s saw the changing focus from developing routine administrators to developing problem-solving capability of civil servants on training programmes run by institutes and staff colleges.

Training programmes run by institutes and staff colleges may be categorized into three groups. They are:

(i) **Core or career progression courses**, which are those designed to give specific foundation skills for individuals to start a career in an organization and be able to advance in the organization's hierarchy. Courses in this category include:

- Administrative Management (AM) is opened to middle level managers with a minimum of three years experience in the middle technical or management positions. Its duration is between 2-4 weeks. The course is divided into four parts: (1) The Environment of Organization, (2) Administrative Skills, (3) Human Resource Management and (4) Financial Management.
- Certificate in Public Administration (CPA) is opened to new graduate entrants to the professional cadres of the civil service, middle level administrative personnel in public boards/organizations and private sector organizations. Its duration is between 10-12 weeks. The course content include (1) Introduction to Public Administration, (2) Organizational Behaviour, (3) Introduction to Basic Accounting, (4) Economics, (5) Research Methods and Statistics, (6) Public Service Rules and Regulations, (7) Human Resources Management, (8) Ethics in Administration.
- Diploma in Public Administration (DPA) is opened to new graduates into the civil and public service, mature officers with working experience in some approved organizations. Candidates for the programme are required to possess the institutes' certificate except those granted exemption by the institutes. Its duration is between 20-25 weeks. The core subjects include (1) Public Policy Making, (2) Economic Development Planning, (3) Local Government Administration, (4) Human Resource Management, (5) Public Finance, (6) Research Methods, (7) Statistics, (8) Ethics in Public Administration, (9) Project Management, (10) Introduction to Computers. Elective subjects are (1) Public Policy Analysis, (2) Budgeting and Financial Management, (3) Public Enterprise, (4) International Relations, (5) Administrative Law, (6) Public Relations. It is significant to note that for the award of the diploma, candidates will have to submit a research project report on an approved topic of relevance to public administration or management in addition to the written papers.
- Certificate in Agricultural Administration (CAA) is specifically designed mainly for agricultural officers and other officers in agricultural-related establishments. Its duration is between 10-12 weeks. Subject taught include (1) Communication Skills, (2) Management of Agricultural Stations, (3) Human Resource Management, (4) Statistics for Agricultural Management, (5) Elements of Law affecting Agriculture, (6) Training Methods, (7) Research Methods, (8) Organizational Methods.
- Diploma in Agricultural Administration (DAA) is designed for production officers, district officers or equivalent and other officers in agricultural related establishments who either head districts, stations or projects. Senior Technical officers who worked for at least three years are also considered. Candidates for the programme are required to possess the institutes' certificate in agricultural administration except those granted exemption by the institutes. The duration of the course is between 22-25 weeks. Among subjects taught are (1) General Management Principles, (2) Local Government, (3)

Human Relations, (4) Applied Statistics and Agricultural Data Analysis, (5) Farm Management, (6) Agricultural Project Analysis, (7) Agricultural Project Analysis, (8) Agricultural Finance, (9) Agricultural Law, (10) Development Administration, (11) Records Management, (12) Project Management and Implementation Techniques. Like the DPA, candidates are awarded the DAA if they submit a research project on an approved topic of relevance to public administration or management in addition to the written papers.

- Senior Management Development Programme (MDMP) is intended for administrators and managers in senior management positions in the public service and the private sector, who are expected to qualify for still greater responsibilities, for example, Heads of Departments and Directors in the civil and public service. The duration of the programme is between 10-12 weeks. The subjects covered include (1) Financial Management, (2) Leadership, (3) Strategic Planning and Management, (3) Personnel Management, (4) Industrial Management, (5) The Management Process, (6) Human Resource Management, (7) Personal Development, (8) Business Policy/Public Policy Analysis.
 - Chief Executive Programme (CEP) is run for ministers of state, chief executives of state-owned enterprises and private sector enterprises, and top executives of ministries, agencies, departments and organizations. The duration between 2-4 weeks. Subject content includes (1) The Role of the Chief Executive, (2) General Management, (3) Strategic Business Planning, (4) Leadership and Motivation, (5) Personal Skills, (6) Finance and Accounting, (7) The Role of Computers in Modern Business, (8) Marketing Management, (9) Managing Change and Innovations, (10) Manpower Planning and Development, (11) Policy Formulation and Implementation.
 - Health Administration and Management is organized for senior personnel of the Ministry of Health and other private health institutions with five years working experience. The duration is 4 weeks. Major subject areas include (1) General Management Principles, (2) Management of Human Resources, (3) Management of Financial Resources, (4) Organization and Management of Health System (5) Field work.
 - Masters in Development Management has been introduced in some countries such as Ghana and Nigeria. The programme is meant for serving officers and career professionals who are ready to occupy or are moving into positions of greater managerial/administrative responsibilities in public and private sector establishments including non-governmental organizations. Such officers would normally have been in service for five years or longer after their university training (first degree) and must have completed the institutes' diploma programme or its equivalent from a recognized university. Its duration is 60-72 weeks. The programme involves a course work and thesis in three areas of specialization, namely, (1) Public Sector Management, (2) Private Sector Management, (3) Rural Sector Development Management.
- (ii) **Functional courses** are designed to equip individuals with specific skills for performance of specific functions. Such courses, which can be attended at any point in one's career, are aimed at developing expertise for carrying out specific tasks. Functional courses are

organized, for example, senior police and armed forces officers, heads of second cycle institutions, managers of parastatals and planning officers of government ministers, departments and agencies.

- (iii) **In-plant courses** are those specific tailor-made courses, seminars and workshops, which are run to address specific problems of a particular organization. An example of the in-plant courses is the women-in-management workshop.

2.4 An analysis of the content of training programmes

The training programmes of the institutes in Africa show that they focus on the interdisciplinary nature of public administration and management, drawing on psychology, political science, law, economics, sociology and anthropology to enable participants understand their intricacies and nuances. This approach must be understood against the backdrop of the realization that public administrators require a body of general knowledge, which would help them in distinguishing a good policy from a bad one. Moon (1988:11) notes the interdisciplinary approach to the study and practice of public administration when he states:

What is fairly distinct (though by no means unique) is the interdisciplinary nature of the endeavour. Not only is it expansive in the political traditions on which it draws but it also expressly recognizes the significance, for example, of legal, economic and social systems and processes for explaining political outcome: who gets what; or the allocation of goods and values.

The objective is to train participants at the institutes to develop the capability to think clearly on how the performance of their own duties relates to the specific functions of other government institutions and agencies and the entire government. (Dotse, 1991)

3. The pedagogical methods

The methodology adopted by the institutes in the training programmes include the following:

- Lecturing;
- Syndicate and seminar discussions
- Group project assignments;
- Role-playing simulation;
- Assigned reading and class presentations;
- Written assignments;
- Case studies;
- Film and tutorials

Generally, major emphasis is put on adult learning techniques, which emphasize the discovery and experiential methods.

Other pedagogical approaches are include:

- Field trips – outside visits to examine at first hand management problems under study;
- Use of guest speakers (formalized practitioners' fora), whereby top practising officials speak to trainees on the organization, functions, policies, plans, methods and special problems of their respective organizations or institutions.

The use of case studies in particular is of importance because:

- They make students active participants and not passive receptacles, and therefore the lessons are more interesting;
- They emphasize the political nature of public decision-making and the forms of rationality;
- They facilitate the process of learning by discovery, whereby the general principles of public administration, management and policy analysis are derived from cases. (Minogue, 1982)

4. The profile of the teaching staff

The faculty of African institutes of training in public administration consists of regular lecturers who are responsible for the organization and conduct of instruction and for the guidance of course participants generally. The teaching staff either hold post-graduate qualifications (about less than 50% hold PhD) in public administration or allied fields and have also had previous experience in the civil or public service. In addition, the efforts of the regular faculty are augmented by several part-time lecturers from the universities and instructors (adjunct lecturers) drawn from the upper levels of the civil service, state-owned enterprises and the private sector. The practitioners' forum has been instituted to bring experts to give lectures, talks or lead discussions in their respective areas of specialization.

The requirement that teaching staff of training institutes should have previous experience in the civil and public service before appointment has made it impossible for the staff to recreate themselves. Consequently, the teaching staff of most of the institutions seem to be over-aged.

The educational background of the teaching staff reveals that institutes are not interested in asking their staff to pursue doctoral programmes in their various disciplines. Less than 50% of staff of institutes in Africa have a PhD in their areas of specialization. The argument is that holding a PhD is not a necessary or sufficient condition for getting a job at the training institutes since previous experience at the civil and public service and a Master's degree are the key requirement. The low rate of PhD is also attributed to the diverse skills and expertise needed by the training institutes. Consequently, professionals like lawyers, accountants and information technologists will not feel obligated to have the doctoral degrees before joining the institutes.

Although most of the training institutes have competent staff to teach their programmes, there is the tendency of staff concentrating on teaching and consultancy services rather than on research and writing textbooks for use by students. The result of this lack of attention to research and publication by staff of training institutes is the over-reliance on textbooks from developed countries.

In a nutshell, then, most of the training institutes have not been able to recruit faculty who are all round in relevant practical experience, intellectual or academic strength and ability to train adults effectively.

5. The deficiencies of the training system(s) applied in different countries, with respect to the job/profile adequacy

A number of deficiencies of the training system can be identified. First, although the training programmes incorporate new areas of study like women-in-management, reflecting local needs, the “ever-present and problematic balance between theory and practice in public administration education remains unresolved.” (Davies et. al. 1995) In spite of attempts to move away from “knowledge-based” curricula, most training institutes are unable to organize their training programmes based on “practical skills” and “problem-solving”. Apart from study tours, familiarization visits and submission of project work, the nature of the programmes do not allow for internship or placement, which is a supervised practical experience by students or participants in a management course. The argument against administrators undertaking internship or placement at training institutes is that they are practical administrators and do not any further practical exposure since it will be a waste of time, energy and resources. This argument is not convincing enough because the internship will help advance the participants’ understanding of similarities and differences in his own work place and other workplaces. Furthermore, there is general agreement that:

The information practitioners own is needed by scholars to develop and test theories, which can then be applied by practitioners to improve the practice of public administration and by scholars both in further theory development and for the teaching of public managers. (Bailey, 1992: 51)

Second, the curriculum content of the institutes does not show concern for and sensitivity to environmental management. This is a serious oversight that must be addressed because of the crucial role environment issues have assumed. Administrative aspects of environmental concern must not be far less established but be present in the curricula of the training institutes.

Third, there is no institutionalised system whereby faculty members of training institutes are themselves involved in practical public administration, management and policy issues engaging their attention. They are to a large extent distant from the issues in public administration and management in government circles. Thus, faculty members are not always up to date on developments on issues, hence their inability sometimes to offer concrete examples in their presentations to participants. Although the institutes draw on expertise of practitioners, a way of updating the state of knowledge of the faculty through attachment/secondment programmes is very important. This point has been echoed by Minogue (1982: 27):

Teachers of public administration and public policy should constantly seek to improve their own learning by research and active consultancy. By increasing their own awareness of the actuality of real policy events and situations, they will equip themselves better not only to criticize and refine inadequate theory, but also to guide and lead their students.

Fourth, the heterogeneous academic and career background of the participants at the training institutes creates some problems in conveying ideas. While most of the participants in the programmes possess a first degree, others do not. Designing and implementing curriculum for such a heterogeneous group poses many challenges to the trainer: to what extent should conceptual issues be raised, and what background knowledge should the faculty require from the participants?

Fifth, the available literature is heavily slanted towards issues and problems of the Western World. There is generally paucity of material in public administration, management and public policy relevant to the specific needs of Africa. This does not augur well for mitigating the administrative, managerial and policy issues and problems in Africa. In this connection, institutes of administration and staff colleges continue to rely heavily in their training programmes on models and scenarios, which are not consistent with African situation. Notwithstanding the general paucity of relevant reading material, efforts are being made to promote the writing of more articles and case studies on administrative, management and policy issues in the *African Administrative Studies* and *Studies and Documents* (publications of the African Training and Research Centre in Administration for Development (CAFRAD)), *African Journal of Public Administration and Management* (publication of the African Association of Public Administration and Management (AAPAM)) and the various in-house journals of national training institutes. In terms of the production of textbooks, AAPAM has published *A Decade of Public Administration in Africa* in 1974 while the African Association of Political Science has also published *African Public Administration: A Reader* in 2000. At the individual level, two books which deal with theoretical and empirical issues are worth mentioning. They are S.X. Hanekom et. al book on *Key Aspects of Public Administration*, published in 1986 and Ladipo Adamolekun's *Public Administration in Africa: Main Issues and Selected Country Studies*, which was published in 1999.

These publications have, no doubt, improved the teaching of public administration and management in Africa and have tackled the problems of Eurocentricism of the dominant paradigm, theories and explicatory experiences as well as the critical shortage of books and other reading materials.

Sixth, there is the problem of limited supply of funds for development and expansion of existing resources and facilities at the training institutes to cater for the rapidly increasing demand for services. The main source of revenue is an inconstant public budgetary grant and subvention, supplemented by even less certain sources like tuition fees, occasional grants from the private sector and foundations, foreign technical assistance and consultancy fees. There is evidence that demand for the services of the training institutes far exceeds the capabilities of existing facilities to cope with them. This situation has come about partly because of the interest shown in management training by governments and partly because of the increased need for managerial training in the private sector. The increased demand notwithstanding, expansion programme, especially in training aids, library, development of staff and physical facilities, is handicapped by inadequate funds.

6. The challenges of the training institutes in terms of appropriate training of civil servants into performing development agents

There is no doubt that the training programmes organized by the institutes have been found to be important in enhancing outlook, behaviour and output of public servants. Public servants derived considerable personal advantages from the training programmes, because the self-improvement and increased job performances that the training programmes induced in them added to their efficiency, itself an important factor for enhancing promotion prospects.

This notwithstanding, the challenges facing training institutes in terms of appropriate training of civil servants into performing developing agents are daunting. First, on the curricula of the various courses both participants and their employers feel that they are adequate in terms of relevance of the subjects to their needs in spite of the perceived gap between theory and practice. However, it must be pointed out that the curricula are over-crowded with too many subjects the relevance of some of which is quite tenuous. Since training time for the participants at the institutes is not appropriate for a broad education of its sake, the curricula should be reviewed with a view to pruning them so that more time could be devoted to some of the subjects which are of direct relevance to their needs.

Second, there is the great need for refresher courses to be organized periodically to up-date the knowledge and skills of past participants in view of the strides that are taking place in management science.

Third, although the training methods are quite satisfactory judging from the calibre of personnel produced, there is more room for improvement. In this connection, the syndicate system or discussion seminars and role playing simulation should be more emphasized to enable participants gain greater and in depth insights into the administrative and policy issues and problems.

Fourth, there is the urgent need to intensify the research activities of the institutes, especially in terms of the preparation of case studies to provide local material for effective teaching purposes.

Fifth, efforts must be made by the institutes to promote internship or placement which is also essentially a method of training like the other methods of training such as lectures, discussion groups, demonstrations, project assignments, role playing, simulation, aided teaching and the case-studies. As has already been emphasized the internship not only provides “a feeling of actual participation in the action” but also provides an opportunity to observe and participate in some role as well. According to Ayeni (1996: 91) the internship method of training enables the “intern to develop a repertoire of experience on which his/her work after graduation can be anchored”. Education and training are essential to the ultimate aim to professionalize public management. A period of internship or apprenticeship, is an indispensable component of professional development. (Adedeji, 1974)

Sixth, given the information revolution, its impact on administration and management, and its growth as an area of intellectual enquiry, it was surprising that a considerable number of the courses being offered by the institutes ignore information technology (IT). Information

technology awareness and computing skills are very important in the public administration literature, which is responding to the thrust of the “new managerialism”. Consequently, the institutes must be encouraged to make their programmes more information technology based. In other words, IT must become an integral part of the training programmes.

If the institutes can restructure the training programmes and their methodology, they will be contributing to the training of civil servants who are development-oriented and who must be in position to provide value-for-money services.

7. Conclusion: the new prospects enabling the training institutes to contribute to the improvement of public service delivery and the carrying out of the current economic, social and technological challenges by the administration

This paper has shown that some of the most serious problems of training in developing countries are visible in training institutes of public administration in Africa. They include the following:

- Training is often treated as a discrete event, not part of an over-all programme of organizational improvement;
- Many trainees are selected on the basis of bureaucratic politics and patronage rather than on the basis of the greatest need;
- Competent trainers are rare, as training is itself a poorly developed profession;
- Training curricula and models are usually based on borrowed models that are rarely updated;
- Classroom-based, academic-style teaching dominates most training programmes, raising serious questions of relevance;
- Training evaluations are usually limited to assessing happiness levels rather than the impact on knowledge, attitudes, behaviours and job performance; and
- Most training institutes are poorly financed and managed and are usually heavily dependent on government. (Paul, 1983; Olowu and Adamolekun, 1999)

In spite of the weaknesses and limitations of the training institutes, there is no doubt that they are capable of developing their teaching programmes to meet the desired objectives of effectively improving public sector management in Africa. Certainly, the curriculum the institutes offer is similar to what the National Association of Schools of Public Affairs and Administration (NASPAA) of the United States expect students of public administration should know. The curriculum of NASPAA consists of the following:

- Political and legal institutions and processes;
- Economic and social institutions and processes;
- Organization and management concepts, including human resource administration;
- Concepts and techniques of financial administration;
- Techniques of analysis, including quantitative, economic and statistical methods.

These core areas are to be supplemented by additional work and internships to enable students to:

- Define and diagnose decision situations, collect relevant data, perform logical analyses, develop alternatives, implement an effective and ethical course of action and evaluate results; and
- Organize and communicate information clearly to a variety of audiences through formats including oral presentations, written memoranda and technical reports, and statistical charts, graphs and tables.

The prospects that will enable the training institutes to contribute to the improvement of public service delivery and the carrying out of the current economic, social and technological challenges by the administration are very high. This can be achieved in three ways:

- Training institutes must convince their governments to do undertake a major review of their training programmes and have produced training policies that lay down principles of mandatory training and retraining of all staff. This will lead to remarkable reviews of funding and management of training and of the curricula and teaching styles of training institutes.
- The institutes must forge a stronger link between research, consultancy and training. This will update training curricula and produce “home-grown” models and case studies.
- Regional training institutes like CAFRAD and Eastern and Southern African Management Institute (ESAMI) must seek donor assistance to focus on improving indigenous African institutional and human capacity. It is instructive to note that the Harare-based African Capacity Building Foundation (ACBF) is supporting the development and strengthening of policy analysis and development management capacity in about 15 African countries including Ghana, Botswana, Zimbabwe, Nigeria, Kenya, Uganda, Tanzania, South Africa and Guinea. (Olowu and Adamolekun, 1999)

In spite of the foregoing, one must be cautious since it is not at all clear that administrative and management skills can be taught. Curricula in institutes reflect the current consensus among academics on what managers need to know, but that is not the same as teaching people to be managers and administrators. Most institutes adopt the case method of teaching, an acknowledgement that the way to learn to make decisions and to manage is by making decisions and managing. Peter Drucker emphasizes this experiential side of management skills and argues that this is precisely the purpose of hierarchy in organizations. It provides a way of testing whether individuals can adequately handle a given level of responsibility. Those that demonstrate competence can be promoted to higher levels. So we can describe what administrators must accomplish, but we cannot tell them how to do it. We can describe the skills administrators need, but perhaps do not know how to teach them reliably. On-the-job-training, coupled with an awareness of organizing concepts and vicarious experiences from cases, may teach administration and management, and those who learn may be promoted to higher administrative positions.

In the immediate future, efforts to improve the operations of government will focus on the development of administrative skills and administrative systems. To the extent that government

agencies are responsive to the public, depends on how institutes of public administration train African administrators and managers. This is a demanding and arduous task that calls for a rejuvenation of pedagogical methods and curricula in the training institutes of public administration in Africa.

In addition, the emphasis of the training institutes should shift from content skills and learning about what exists to interactional skills and learning personal techniques for coping with new situations. Description should be superseded by analysis, and formal instruction should give way to peer interaction and role-playing in model case studies. As Caiden (1971: 292-293) has rightly pointed out, the training institutes of public administration must stress more:

...the public side...than the administrative side by an outward-looking view of the world. Moral philosophy will temper behavioural philosophy, with renewed stress on judgement, sensitivity, wisdom, balance, relativity, creativity and personal initiative.

In this connection, students of institutes of public administration must be imbued with the political framework of public administration, the value premises of public action, the societal consequences of public policies and decisions, and the intricate power play in the public arena between cultures, ideologies, institutions and people. The students should be able to answer such questions such as:

- Why is public intervention necessary?
- At what political level is public action suitable:
- What needs to be done?
- What resources should be expended, and from where should they be drawn?
- How can the community obtain maximum value?
- Who benefits and who suffers?
- Who chooses what is to be done?
- How do the people most affected know what is about to happen, and how are their feelings represented in decision-making?

Consequently, students of training institutes must be able to address questions in the following problem areas:

- Public interest, general will, community mobilization, modernization and societal objectives.
- Information, knowledge, research, comprehension, analysis and education.
- Anticipation, prediction and mobilization.
- Participation, elitism, social engineering, oversimplification, decision-making and policy formulation.
- Responsiveness, responsibility, leadership and bureaucratism.
- Apathy, egocentrism, reaction, backlash and violence.
- Social adaptation, change, movement, adjustment, reform and revolution.
- Allocation, size, complexity, centralization, organization and budgeting.

- Performance, accountability and control.
- Measurement, assessment, evaluation.
- Instability, turbulence, crisis, problem-solving and frustration. (Caiden, 1971: 293)

Finally, responsible leadership is the key to the solution of most of the problems facing the African continent. The spirit of the training institutes of public administration in the words of James Nti (1974: 7-8), a former Director of the Ghana Institute of Management and Public Administration (GIMPA) is to produce:

...administrative “lions” who can offer bold, imaginative and wise leadership rather than bureaucratic “rabbits” too timid to be innovative or otherwise take risks when new situation make such action necessary. Our aim is to produce a new corps of managers and administrators who first inclination in a given situation will be to take a decision – based on a realistic and reasonably comprehensive grasp of the nature of the forces at work and their implications – and then take decisive action. Above all, we are trying to help develop that kind of administrative manager who by his professional competence, the breadth of his knowledge of public affairs, the sharpness of his perception, the depth of his understanding of his fellow humans and his confidence in himself will be able to inspire his subordinates and others to do things for him because they want to and because they believe in him.

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In pedagogy, there are methods aimed at studying the child, developing and approbating the content, forms and technologies of education, and pedagogical methods as ways to educate and educate children. Research methods, used mainly for scientific purposes, is a general strategy, a common way of obtaining facts that is determined by the task and subject of research, as well as the theoretical views of the researcher.Â This method allows you to explore the child in the natural conditions of life; It is indispensable both for the primary orientation in the problem and for obtaining preliminary information about the child. Observation is carried out by scientists and educators of kindergartens, which generalize their experience.