AN ASSESMENT OF DISCIPLINE AND DISCIPLINARY PROCEDURES IN A PUBLIC ORGANIZATION: A CASE STUDY OF THE KADUNA STATE MINISTRY OF WATER RESOURCES. 2000 – 2006

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DECLARATION

I hereby declare that this thesis has been written by me and that it is a record of my own research work. It has not been accepted in any previous application of a postgraduate degree.

Also sources of information are acknowledged by means of reference. I hereby accept responsibility for any mistake or error in this work.

_____

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DEDICATION

This work is dedicated to Almighty God the maker of Heaven and Earth and my late father “Mataimaki Atoke”, my late mother “Giwa Mataimaki and my senior sister Matan Mallam Danladi who took the first steps to support my early Education from primary to University Level.

CERTIFICATION

This thesis entitled "Discipline and Disciplinary Procedure in a puiblic Organization: A case study of Kaduna State Ministry of Water Resources Kaduna 2000- 2006. By Mataimaki Bernard A. meets the regulations governing the award of the degree of Master of Public Administration (MPA) of Ahmadu Bello University, and is approved for its contribution to knowledge and literary presentation.

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MAITAMAKI BERNARD A.

ABSTRACT

Nigeria is a third world country and this therefore implies a developing economy. In a developing economy like Nigeria, the need for public servants, who are the nucleus for policy formulation and implementation, to perform their duties with **diligence effectiveness** and with a high sense of **discipline,** cannot be overemphasized. This being the case therefore, discipline and disciplinary procedures for ages has been a subject of discussion as it affects those charged with the onus of discipline and ensuring proper work ethics and practices in accordance with the laid down procedures. The main thrust of this study was the examination of discipline and disciplinary procedures and its effect on staff morale and job performance in the Nigerian Public Service in general and the Kaduna State Ministry of Water Resources in particular 2000-2006.

Two hypothesis were formulated and tested. The first was on the grounds of the inability of heads of department/section/unit to enforce disciplinary measures on erring employees, was responsible for indiscipline and low morale among employees of the Kaduna State Ministry of Water Resources. The second hypothesis was on the assumption of ignorance on the parts of the employees of the ministry on rules and regulations governing the conducts and behaviours of employees within the service.

Having presented, analysed and tested the two hypothesis, the study observed that heads of department/section/unit were enforcing disciplinary measures on

erring staff and discovered that employees were not too ignorant of disciplinary procedures either. It was discovered too that most staff do not realize the need for a self disciplined lifestyle. The study revealed that the problem of staff is the natural tendency of man being **lazy, indolent, dislikes work** and **lacks initiatives** and needs to be controlled before embarking on productive activities as enunciated by Douglas McGregor in his theory X of Management Principles.

The study therefore recommended that management should embark on enlightenment programmes in order to sensitize workers on the importance of acceptance of discipline as corrective measures rather than punitive.

The study also recommended **regular workshop, training, seminar** for staff to enhance their knowledge and productivity. Management should introduce more comprehensive incentive packages for reward of excellence in form of **promotion** and **gifts to boost staff morale**. This is what obtains in the private sector with the motive of maximum utilisation of human Resources for maximization of profit. The public sector too, should take a cue.

The study recommended that management should avoid taking primordial factors into consideration during staff recruitment exercise in the Ministry.

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CHAPTER ONE

INTRODUCTION

1.1 Background to the Study

The task of management to get work done through people remains attainable in organization through the co-coordinated efforts of their members towards achieving organizational goals and objectives.

Discipline therefore is essential for the efficient running of an organization. It is the hallmark of respect for agreements between organizational management and members. The manager must decide on the most appropriate form(s) of sanction in cases of offences and breach of established rules and regulation guiding efficient operations of the organization.

The emergence of modern states has made the public service the bedrock of the executive arm with the onus of not only initiating, interpreting and implementing policies decided by politicians but also managing the machinery of government as public administration.

Discipline has been defined as “orderliness, the opposite of confusion”. It refers to a state of affairs wherein there is orderliness and employees conduct themselves according to laid down rules and regulations.

The personnel department is usually accorded with the responsibility for survival, growth and development of an organization. This has been acknowledged by successive public service reforms undertaken by various administrations up till 1988 public service reforms which recommended in

strong terms, the establishment of personnel management units of public service.

The effectiveness and success of the personnel department of any organization is depended among others, on the existence of a systematic and well-established procedure for disciplining and rewarding of its employees. This is so because most of the functions of personnel management are either directly or indirectly related to this activity. Thus, issues like recruitment, placement, discipline, promotion, motivation etc are to be implemented based on guided information from performance evaluation and available
Disciplinary procedure and measures.

In modern and large-scale organization, private or public, a code of conduct for every employee is inevitable, so as to enable employee find satisfaction in what he does while maintaining emotional stability. However, the individual employee in an organization has some responsibilities to himself and others because the attitude and feelings of each member of the group does not affect only the degree to which goals and objectives are achieved in organization but also the behavior of other members of the group.

Management is therefore concerned with quality of the conduct and discipline of all its employees. This is achieved through establishment of reasonable standards of conducts and educating the workers on these standards and enforcing them. Commenting on central role play by the public service in the act of governance, Abdusalami (1984) contended that in a developing economy

like Nigeria, the public service apart from the fact that it was, and still the principal employer of labour in Nigeria, has continued to serve as the **"major vehicle of the government"** in initiation, interpretation and implementation of major policies.

Also, Adebayo (2000) observed that with the emergence of modern states… the public service has evolved as the bedrock of the executive arm of government. Its main task has come to be the implementation and execution of policies decided on by the legislature or those appointed by the executive to carryout the executive work of government. In performing this task, the public service has found itself involved in the formulation of policies and advising generally on policy matter.

Ladipo et al (1979) opined that despite the fact that the various Nigerian governments, from 1954 to date have constituted various bodies such as the Harraging Commission (1946), Mbanefor Commission (1959),

Adebo Commisssion (1971), the Udoji Commission (1972) (1973), etc, to examine salary grading of public servants, their conditions of service and related matters as a response to workers demands for improved working conditions, inefficiency, indiscipline and other related vices still pervade the public service. The search for probable reasons for this and appraisal of disciplinary procedures as operationalized in the Kaduna State Water Resources Ministry is the focal point of this study.

1.2 Statement of the problem

In a developing country like Nigeria where the public service is vested with the responsibility of implementing approved national programmes and policies of government towards achieving societal socio-economic development, **indiscipline, corruption, apathy** cannot be found wanting among public servants. Critics of the public service have continued to argue that the public service has become a log in the wheel of national progress.

That fact of crises in the Nigeria public service is obvious. The crises are one of confidence; the government is skeptical of the ability of the Nigerian public service machinery to deal effectively with disciplinary problems. Thus suspicion often manifests itself through propaganda, administrative reforms, lockouts and purges, all aimed at enhancing a disciplined public service. The crises of confidence manifest itself on individual civil servants in the ability of the public service framework to protect him from arbitrary government interventions as in **instances of purges, rationalization exercises, down sizing** and or **right sizing of all the court service.** To the average civil servant, the concern is job security and order. He wants to work in stable and predictable environment, which has eluded him due to government's propensity to sack its workers at will without recourse to due process. A former Nigerian Ambassador aptly describe the state of moral in the public service when he observed that "…public servants now operate like robots with neither the zeal nor the interest in their work because no one knows who could be the next victim of retrenchment.

In the Kaduna State Ministry of Water Resources the situation is not any different from what is obtainable in the large society. Some observers have alleged that the existing low morale, apathy, inefficiency and all forms of vices prevalent in the Ministry are, to a large extent due to lack of discipline among workers which has arisen in part from lack of attention given to disciplining of workers by those entrusted with the authority to do so, and even when disciplinary measures are enforced, are done either wrongly or loosely. It is lamentable that workers operate as if they are not answerable or accounted to anybody.

It is on this premise that this study is set to assess disciplinary measures and procedures as effective and applicable to the Ministry of water Resources in Kaduna State.

1.3 Objectives of the Study

As a general objective, the study intends to explore into discipline and disciplinary procedures in the Nigerian public service in general and Kaduna State Ministry of Water Resources in particular. The study is also aimed at:

1. Stating the measures and procedures for disciplinary actions in the Kaduna State Ministry of Water Resources.

2. Determine what relationships exist among employees on job performance in the Ministry of Water Resources.
3. Find out how disciplinary measure could be made effective, result oriented and goal achieving.

1.4 Significance of the Study

A study on discipline and disciplinary procedures in the Nigeria public service in relation to job performance in Kaduna State Ministry of Water Resources is vital and of great importance at this time of our nation building. The study is of immense use for officials of personnel management unit of the ministry in performing their functions and serve as enlightenment on the part of workers who are ignorant of disciplinary procedures as obtained in the State Ministry of Water Resources.

The study attempts to broaden the understanding of practical human resources management and the problems associated with the concept of discipline and disciplinary procedures as existing, attach little attention to this crucial aspect of personnel function.

1.5 Hypothesis

The following hypotheses are hereby stated.

1. Failure of heads of department to enforce disciplinary measures on erring employees is responsible for indiscipline of staff in the Kaduna Ministry of Water Resources.
2. Lack of knowledge of disciplinary procedures and measures in the organization is responsible for indiscipline among employees of Kaduna State Ministry of water resources.

1.6 Scope and Limitation of the Study

In scope, the study will be limited to the ministry of Water Resources in Kaduna State with a deep insight to the personnel management department. Time and finance is another major limitation of the study.

1.7 Research Methodology

The researcher obtained information and data through the following sources: primary and secondary sources.

Primary Data

Under this section structured and unstructured interview will be used. Questionnaire designed with questions in line with statement of the problem, objectives of the study and stated hypotheses were used for data gathering.

Questionnaires

This is the use of correspondence in the form of personal letter of mailed questionnaires. The questionnaire was designed to obtained information and personal opinions of respondents on discipline and disciplinary procedures in Kaduna State Ministry of water resources. Appointment was fixed for discussions.

Interviewing

This is non-reciprocal relationship between the one party who deserves to get information and the other party who provides the information. In this regard, therefore, face to face interviewed will be conducted with some member of staff of the Kaduna state Ministry of Water Resources in order

to obtain certain information made possible only by the interplay of one human mind with the other. This is inevitable upon the need to explain certain issues, which the questionnaire failed to clarify and to supplement the other methods which potentially supersede the other methods of data collection and acts as check on their validity and ratability.

Secondary Data

This include records, and published articles, official journals, workshop papers, minutes of meeting, and other related articles.

Method of Data Analysis

Consequent upon data collected through both primary and secondary sources, information gathered was collated and presented tabularly for easy comprehension. Simple percentage was used to determine the reactions of respondents to questions raised in the questionnaire. The research also attempt to accept or reject the hypotheses based on findings by the use of Chi-Square techniques.

1.8 Population and Sample size

The population of the study is the entire staff of the Kaduna State Ministry of Water Resources. That is, the researcher examined disciplinary procedures and its effect on staff in the Ministry.

Sample size

Random sampling method was used whereby every employee is given the chance of being selected. On the basis of this therefore, the researcher selected a sample of 100 respondents out of a total number 265 from various categories of staff in the Ministry for the administration of questionnaire. This therefore represented 47.169% of the total staff strength

1.9 Definitions of Terms

For the purpose of this study the meaning of the following terms shall apply

1. **Discipline**: it is a state where orderliness and good conduct according to laid down rules and regulations are upheld.
2. **Disciplinary procedures**: this refers to lay down or guided ways of effecting punishment on erring staff of an organization.
3. **Procedures**: this is the sequence of required actions or inaction to ensure that something is done in a proper manner. They are guides to actions rather than to thinking, the exact manner in which certain activities must be carried out.
4. **Misconduc**t: this is a specific act of wrong or improper behavior, which can be investigated or pruned.
5. Interdiction: - **This takes place in a situation where a criminal charge is leveled against an officer but the case has not been proved or established and if it is considered that in the public interest, the officer should cease to exercise the powers and functions of his office, he may be stopped or interdicted so as not to disturb or interfere with investigations using the power of his office. When once an officer is**

interdicted, he/she is entitled to half salary and will not perform his duty or his schedule and shall not leave his station without permission.

6. Suspension: - **This is where a criminal offence has been established against an officer and it is considered in the public interest, the officer should be prohibited from performing his/her functions, the officer ceases to perform his duties and his/her salary will be stopped until the disciplinary committee handling his case comes up with recommendation of the punitive measures to be taken against him/her.**

7. Deferred or withheld increment: **It is a disciplinary measure or procedure for inefficiency and general misconduct of an officer, the deferment can be reinstated when the officer improves. It is normally after three (3) months minimum or six (6) months maximum when it is later granted, the period of deferment will not be paid.**

8. Termination of appointment: - **This is done either on the basis of inefficiency, incompetence, lack of expertise knowledge or simply because of reorganisation in an organization, which makes his/her service to be dispensed with.**

9. Dismissal: **This is as a result of committing a flagrant offence which has to do with** fraud, dishonesty, embezzlement, bribery, **etc, which an officer is engaged with.**

10. Compulsory Retirement: - **This takes place where an officer who has served for at least 10years and he/she is a permanent and pension able, commits an offence and a committee is set to look at the matter and on the committee is of the opinion that because of public interest and the grounds of sympathy for having served for 10years, the officer is compulsorily retired from the service**.

11. Verbal Warning**: -this is where an officer is persistently engaged in one particular type of misconduct, which his superior officer is dissatisfied with. In this circumstance, before a query will be issued to the erring officer, he/she is called and attention drawn to this lapse.**

12. Written Warning: - **This is when an officer is queried and the explanation or the answer to his query is not sufficient to justify the misconduct in this circumstance he/she is written officially and warned to desist from such acts of misconduct.**

13. Surcharge: - **This is when an officer is engaged in embezzling public funds and a committee looks into the matter and the culprit is directed not only to pay the money he/she has embezzled, but with some percentage of interest. The percentage of interest added to the principal amount involved is what is referred to as surcharge.**

14. Reprimand: - **This refers to a statement blaming or scolding the erring officer.**

15. Loss of Pay: - **This is a situation where an officer because of his carelessness incurs loss and he is to compensate the loss with his salary either partly or wholly.**

CHAPTER TWO

2.0 LITERATURE REVIEW AND THEORETICAL FRAMEWORK

2.1 Review of Related Literatures

In the preface to the 2000 edition of the Public Service Rules (PSR) President Obasanjo laments that, the past decade and a half has seen the systematic destruction of Public Institutions and the promotion of a total disregard for time tested procedure in the conduct of government business. .A substantial number of public officers behave as if there are no rules and regulation that govern their conduct. Our laws have always been clear, public service must be conducted according to the stipulated rules and procedure The idea of discipline suggests punishment as a measure of deterring: unwholesome behaviors. It. also refers to training aimed at producing a specific pattern ofbehaviour and a systematic method of obtaining obedience.

According to Preston and Zimmere (1978) discipline is regarded as behaviour, which is in compliance with agreed rules and regulations. It is also any steps taken by supervisors to correct the (undesired) actions of employees who violate rules. Megginson (1977) perceived the concept of discipline within the purview of instruction and training. He opined that, “when discipline is punishment, it is punishment that is intended to correct wrong behaviour and train the individual to perform correctly.

On the other hand, Heinemann and Hilgert (1997) see discipline as “…a state of affairs, a condition of an enterprise which there is orderliness in which members of the enterprise became sensible and conduct themselves according to

standards of acceptable behaviuor as related to the goals of the organisation. Luthans and Martinko (1979) viewed discipline, as being synonymous with punishment designed to eliminate undesired behaviour that is detrimental to the achievement of objectives. They define discipline as techniques of controlling employee behaviour through either positive or punitive approaches, which are imposed by self or others and are designed, for in the accomplishment of organizational objectives.

However, there are always a few who do not feel this way and are therefore constant offenders who, when allowed to maintain their indiscipline behaviour, the most conscientious employees will object because they feel that they are not being rewarded for the work they do well if the offenders are paid the same and allowed to turn in sloppy performances. Moreover, the good employees also realize that in the long run, the effectiveness of their own work as well as the overall organization, suffers because of chronic offenders.

It is to be noted that the common thread in all the uses of the word, “discipline” is that people are being controlled to ensure the achievement of objectives. In some cases, the control is self-imposed while in others the outsider imposes the control. However, in most cases, the control is voluntary and does not involve punishment. The control decision thus becomes positive and negative discipline. Positive when supervisors recognize employees progress in meeting objectives and standards and cause them to develop more efficient methods, and negative when they (supervisors) punish employees for deviations from

standards while making no attempt to help them (employers) correct the problem.

Lutans et al opined that because discipline sometime involves punitive control and a negative connotation, "most employees want and expect discipline from their supervisors. This is particularly true when employees view their jobs as being important. ...Employees expect their supervisors to enforce work rules and to discipline those who break them. The great majority of employees do not violate work rules. Most employees recognize the importance of control and authority in the work place and act accordingly.

All this leads to strong pressures and agitations from employees themselves for supervisors to use and respect discipline as a necessary part of an effective organization.

Discipline, according to Luthans and Martinko, can either be positive or negative. Positive discipline was said to be any control action by supervisors, which results in employees increased efficiency in attaining objectives or standards. Positive discipline places much greater emphasis on providing employees with feedback information or experiences that will help them attain their objectives and standards.

This view is consistent with that held by Beach (1975) who argues that there are two approaches to any discussion on punishment, negative and positive approaches. According to him, the former is the “big stick” approach to leadership where the threat of punishment is invoked to control the behaviour of

workers. Although it is not always that employee is punished, he is nevertheless aware of the fact that the supervisor would enforce the threat.

This approach does not motivate the employees to put in their best work performance because they are usually not invited to participate in the process of decision making of the rules that govern them neither are they taught the rules or given any explanations as to why the rules are necessary and in their own interest. Hence they are only taught that they will be punished if they break any of the rules.

“The rule by fear”, Beach notes, "put the emphasis upon the avoidance of punishment not upon enthusiastic and whole hearted cooperation”

> Leadership based on fear tends to rely on making an example with violators of rules and usually, they administer severe punishments, which they believe would serve as a deterrent to would be offenders. Positive discipline, according to Beach, is
>
> that type of leadership that develops a willing adherence to the necessary rules and regulations of the organization. The workers, both as individuals and as a group, adhere to the desired standards of behaviour because they understand, believe in and support them. Discipline becomes like positive support and reinforcement for approved actions. Punishment may be applied for improper behaviour but this carried out in a supportive and corrective manner, the aim being to "help: the worker. The subordinate should be made to know when he commits an offence that nobody is after him as a person but that he is being trained not to repeat what he has done.

The position of Beach presupposes that the requirement of the job and the rules and regulations of the organization must be clearly communicated to the workers from the very day he is recruited and henceforth, he is entitled to know behaviour that is expected of him by the organization.

However, it should be noted that, although it may seem contradictory, positive discipline could also involve punishment, as long as that punishment facilitates the attainment of set objectives and standards. Therefore, the distinction between positive and negative discipline is not whether it is punitive or rewarding. Instead, positive discipline is any action which helps the employee to achieve work-related objectives while negative discipline, on the other hand, does not have this effect.

Negative discipline involves control by supervisors, which does not aid employees in achieving their work-related objectives or standards. Both rewards and punishment of employees can result in negative discipline. For instance, if an employee asks his supervisor for an assessment of his work and the supervisor tells him that it was good when in actual fact, it wasn’t, this is negative discipline. The supervisor is rewarding the employee for poor work and therefore shall expect more poor workers. Similarly, when the supervisor administers punitive control consideration for its effect on the employee's performance, this is referred to as the act of negative discipline.

Luthans, and Martinko (1979) also view discipline as a method of controlling the behaviour of people in a work environment to ensure the achievement of set

objectives. According to them, discipline can be defined as, **"a technique of controlling employee behaviour through either negative or punitive approaches which are designed to aid in the accomplishment of organizational objectives."** They argued that (discipline) is very necessary for the effective functioning of an organization, though sometimes, it involves punitive control and has a very positive connotation and helps them to develop more efficient work methods. They opine that discipline is necessary for the effective functioning of an organization. ..The control decision becomes positive discipline when supervisors recognize employees' progress in meeting objectives and standards. The control decision becomes negative discipline when supervisors punish employees for deviations from and make no attempt to help employees correct the problem.

On the purpose of discipline, Adesina (1990) further opines that the purpose of discipline is to create a committee of people who would freely and willingly learn the norms, principles and ways of life of that community .In the process, they may have to subdue or repress some of their natural inclinations not because they are afraid of punishment or because they desire specific rewards, but because of their sense of commitment at fellowship and the ideals of the community.

Jerome (1962) in an attempt to give a precise definition of the concept described disciplinary action as a painful measure that is inflicted on an offender with a view to coercing him to conform to rules and regulations of the organization and noted that **"the extent or type of punishment that is meted to an offender is, in away, related to the offence committed which is**

aggravated or mitigated by reference to the personality of the offender and his motives."

Bramblett in Ujo (2000) posits that discipline, in the broad sense means

> orderliness, the opposite of confusion. It is a fundamental requirement for the people working in a plant (organization) just as it is for other segments of society ...shop discipline as we use the term, does not mean strict and technical observance of rigid rules and regulations. It simply means working, cooperating and behaving in a normal and orderly way, as any reasonable person would expect an employee

From the above perspective, discipline is a means of gaining control, understanding and predicting behaviours of workers aimed at the achievement of desired goals. This view was also held by Fayol (1949), who defines discipline in relation to public sector administration, and viewed discipline as a specific character or pattern of behaivour, which involves a systematic method of obtaining obedience and control exercised over the members of an organization with a view to achieving, desired goals.

Commenting on the concept of discipline, Camus, in Norman etal (1962), posits that offenders are not truly intimidated by the possibility of punishment or any form of sanction. According to him, the severity of disciplinary measure has very little or no deterrent effect on potential offenders.

Tead, in Pigors and Myers (1959), observed that good discipline is very essential for the orderly conduct of an organization where any considerable number of people are working together and noted that the only questions that could be raised are what "good" discipline is and how it can be assured. To address these questions, he was of the view that

> one must first be clear as to what end result is sought. The objective. ..is general and willing adherence to a certain minimum of reasonable rules or regulations which are necessary to assure promptness and regularity, in attendance, honesty in the use and disposition of company property and time, freedom from gross insubordination to the requests of leaders, elimination of fighting, drunkenness and gross immorality among employees while on the premises, avoidance of conduct which involves hazard to life and limp of fellow employees.

Flippo (1982) identified two basic elements in a disciplinary process. According to him, the first element is the location of responsibility for the administration of disciplinary action. This responsibility is usually line responsibility because the supervisor is closer to the employee and therefore in a better position to observe evidence of unsatisfactory behaviour or performance and effect necessary correction.

According to Megginson (1977), the aforementioned responsibility is shared among the supervisor, personnel (Human Resource) Manager, unions and arbitrators.

In general, as the severity of disciplinary measures increases, the role of the first lien supervisor decreases while the role of the personnel manger increases. The manger's role is greater in smaller companies than in larger ones and grater in non-business organizations than in business firms.

The role of the supervisor is to maintain a high level of performance through considerate handling of subordinates and favourable personal relationship with them, hence the need for training supervisor on how to handle disciplinary situations. The supervisors need to be directly involved in the recruitment process of their subordinates. Megginson puts it that “discipline really begins with the hiring supervisors who, when involved at that stage, are usually more effective.”

Unions and arbitrators also have a vital role to play in the application of discipline. They have modified management's right to discipline employees by demanding that discharge should only occur for a just course, the burden of proof lying on the employer rather than on the individual. Formal procedures should be followed and the decision and actions of management must pass the due process test.

The second element in the process of disciplinary action, according to Flippo, is clarification of what is expected of an employee in the form of behaviour. This entails the establishment of rules, offences, penalties and procedural steps that will contribute to effective operation.

Hackett (1979) opine that it is not enough to just specify what rules are. Instead, it must be ensured that “employees and managers are aware of them, understand them and are aware of the consequences of any breach of them.”

He then suggests that employees should be given personal copies of the rules on joining the organization and that employees should be made to endorse that they have received and understood the rules.

It is to be noted that ordinarily, these objectives are not usually perceived or seen as arbitrary or severe and the necessity for ruling against offenders in these matters is, in fact, quite recognized and appreciated. The problem, however, centers on issues such as what matters should be regulated, what cases fall under the rules, what excuses are to be made in the individual case and the

penalties to be imposed. Despite the reasonableness of regulations, questions of individual adjustments do arise and the more we know of the likelihood that individuals will depart from the normal, the more we realize the likelihood of infringement and the necessity for special handling of observations. For example, some times, people have not been properly briefed and instructed as to the rules; or they may be careless, reckless, stubborn, angry or tired, or they may simply develop fixations of inferiority, persecution and the like, all of which point to the need of going at the disciplinary function in a careful and constructive way, with attention paid to the general policies to be pursued and the handling of personal maladjustment's.

Satre (1960), in his philosophical view of the concept of discipline, maintains that punishment is the tool by which means, the Management seeks to protect itself against the working class and argues that

"a man is a true subject of his own choosing; yet, he is subjected to the artificiality of institutionalized standards and laws. As an individual becomes a member of the law abiding punishment-approving group, he slips inconspicuously into the anonymous institution and unknowingly allows his absolute freedom to be converted into the slavery of the organization man. He obeys; if he does not, he submits to punishment, which itself, is a form of social obedience. Both obedience to law and acceptance of punishment involve submission to alien forces betraying man's absolute freedom"

It is to be noted that punishment and reward are two weapons that are often used as instruments of effective discipline though they perform different functions. While punishment is aimed at stopping or correcting a practice that is perceived as bad, reward, on the other hand, is used to acknowledge success and effort.

Skinner (1971) opines that human beings can be controlled and shaped while simultaneously felling free. According to him, the basic engineering approach is to reward desired behaviours and ignore undesirable actions. Thus, over time, the reinforced behaviour would tend to be repeated while the unrewarded actions would tend to disappear. He further argues that punishment on undesired behaviour should be avoided as it contributes to the feeling of restraints and the actions of rebellion and maintains that behavior that has been conditioned through punishment not only tend to have a relatively short term effect but also encourages innovative behaviour to thwart and frustrate the organization.

Ujo (2000) seems to agree with the position of Skinner when he argued that, rather than seeing discipline as an end in itself, discipline should be regarded as a learning opportunity for the employee and a tool to improve productivity and human relations at the work place. Organizations that view discipline as an end in itself generally adopt an authoritarian philosophy while those that see discipline as a learning experience tend to have a constructive philosophy towards it. The authoritarian philosophy views discipline as mainly a punitive measure for acts that negate (the) established rules. An organization that adopts the authoritarian philosophy of discipline does so with the sole desire to deter would-be offenders from such conduct by instilling fear in them through the example of disobedient employees. On the other hand, organizations that adopt the constructive disciplinary philosophy see discipline as a method through which the offending behaviour of the employee.

Commenting on negative discipline Pigors and Myers (1981) opine that some

> "managers see discipline primarily as a means to enforce demands and prohibitions (bidding and forbidding) for prescribed behaviour. They think that compliance depends on fear of penalties. Discipline is administered partly as a deterrent of unacceptable behaivour and partly as retributive justice."

This opinion overlooks the self-discipline tendency of employees and violates an individual's dignity and right of privacy because authoritarian managers have continually relied on methods of detection, which. On the other hand, they posit that an executive that believes in participatory management is not satisfied merely to keep disciplinary procedures within limits which can be policed by a union or confirmed by an impartial arbiter as justified under the provisions of agreements, etc. Instead, such a forward-looking executive wants to make sure that disciplinary action

> Starts with an effort to foster mutual understanding and exemplifies an organization-centered view; is fair, is demonstrably consistent careful observations of human behaviour and with such constitutional guarantees "due process" and the right of appeal, implements ideas that have been worked out by conferring with representatives of those who are subject to discipline; is in accord with a policy statement on discipline which is clear and known to all; takes account of any extenuating features in each situation where someone in authority feels that disciplinary action is actually called for.
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> procedures are aspects of organization dynamics upon which rests the successes or effectiveness of other organizational dynamics.

Thomason (1972) opines that if a rule appears to the employer to be necessary for the functioning of the organization, it will be one, which, in the eye of the law, he is entitled to enforce by usual disciplinary measures and observes that

> an employee does not obey an order which might expose him to threat of violence or to disease (unless he has specifically contracted to do so), nor does he have to accept an employer's instruction to give him services in some other place.. unless he has specifically agreed to do so, or unless custom and practice

The main task however, is the determination of whether failure or refusal to obey an order should justify dismissal (the main and ultimate remedy) and whether conduct on the part of the employee could be regarded as a deliberate disregard of the conditions of service in the particular circumstances surrounding them to justify the employer in dismissing the employee.

The question might also be said to apply in respect of other misconduct, not amounting to a refusal to obey an order. In this case as indeed in others mentioned), the question that has to be determined is whether the misconduct **"goes to the root of the contract"** as it does the misconduct. For example, a single act of insolence or rudeness to a supervisor might be deemed not to do so. What is therefore required of the employee is for him to submit himself to the authority (and or control) of an employer in all matters, which might be said to come within the scope of the work he offers to do.

Those who perceive discipline as punitive measures tend to take advantage of any frivolous act of **"indiscipline"** as a reason genuine enough to initiate disciplinary proceedings even when mere counseling would have sufficed if punishment was viewed as a corrective measure.

McGregor (1960) asserts that discipline or inflicted punishment on erring employees is a necessary evil that must be employed but which puts the Manager in a tight situation. For example, how can a manager expect the subordinate to continue to see him as a source of help and inspiration when

discipline, by its nature is painful and has the potency of generating resentment and or ill-feeling. According to him, the answer to this problem can be in the affirmative if, and only if his red-hot-stone rule is strictly adhered to.

Membrano (1985) looks at discipline as the process of **"application of authority to secure good conduct and the willing compliance with lawful order and command of that authority"**

Whatever may be the views of the various scholars, discipline is an essential management tool that sustains the organization and leads to efficiency and success in the organization's objectives.

Adu (1969) opines that disciplinary a code is a major tool for creation of efficiency of operation in the Public Service machinery and for the maintenance of a healthy spirit and moral which are necessary for the growth of an efficient approach to responsibilities of Public Servants. His position presupposes that discipline and efficiency are inseparable.

Disciplinary measures are instituted as soon as any of the rules and regulations of the Public Service and other extant rules are breached. For example, rule 014101 of the Public Service rules states, inter alia, that disciplinary measure **"are initiated because of an officer's misconduct or general inefficiency".**

Here, discipline is drastically reduced to a very narrow sense, since it is limited to what is regarded as **"misconduct"**. This implies that misconduct is synonymous with indiscipline, though there are some form of indiscipline that

may not necessarily amount to misconduct, which usually entails acts, deeds or commissions that result in indiscipline. It should, however, be noted that indiscipline could result from acts of commission too. The Nigerian Public Service Rules assume a very narrow approach to the prescription of the concept of discipline. It is therefore little wonder that many disciplinary acts, deeds or omissions are not usually properly handled in the government machinery. For example, the failure of a Chief Executive of a government agency or ministry to submit a reply to audit queries is an omission which is tantamount to indiscipline or the failure of a Director of audit to submit a regular audit report, etc. But it is not uncommon to see such officers going free while junior workers or the less privileged staff are punished for carelessly or unskillfully handling their jobs.

Therefore, if discipline entails acting according to the Public Service Rules and other extant rules that appertained thereto, then nobody in the organization should be exempted from disciplinary procedures and application, when necessary.

> Managing requires the creation and maintenance of an environment in which individual work together in groups for the purpose (s) of accomplishing common objectives. This cannot be done without the manager knowing, that which motivates his employees and what does not. This is because the building of motivating factors into organizational rules, the staffing of these roles, and the whole process of leading people must be hinged on this knowledge (of motivation and motivating factors). The manager's role is not to manipulate the employees per say, but rather, to recognize that which motivates them.

Therefore, the primary task of a manager is to get people to contribute activities that will aid the achievement of the goals of the enterprise or other organized unit within it (the enterprise).

It is to be noted that the concept of discipline in the Public Service Rules, (PSR) is mainly evoked only in instances of misdemeanors.

2.2 Discipline And Disciplinary Procedure In Kaduna State Public Service with Specific Reference to the Ministry of Water Resources

If organizational goals and objectives must be attained, then standards, rules and regulations must be established, the essence being the regulation of the conducts, behaviour and characters of members of that organization. A breach of these laid down guidelines of behaviour by any member of the organization would certainly attract corrective measures otherwise referred to as disciplinary measures. Disciplinary measures are applied to ensure effective and efficient operation of any organization.

Disciplinary measures do not apply unless and until act of misconduct are committed. It would be pertinent to note here that acts of misconduct are categorised under two broad headings or sections as per the provision of chapter 4 of the Kaduna State public service rules section 3 deals with misconduct, while section 4 deals with Acts of serious misconduct. Since offences are categorised, it therefore imply that procedures too will vary.

i. Section 3 – misconduct

(a) Rule No. 04301 **of the Kaduna State Public Service Rule which is in operation in the ministry of Water Resources defines misconducts as** "a specific act of wrong-doing or improper behaviour, which can be investigated and proved"**, some of these acts of wrong-doings include: -**

(i) Willful act or omission or general misconduct to the scandal of the public or to the prejudice of discipline and proper administration of the government e.g.

- **(a) Sleeping on duty.**
- **(b) Loitering.**
- **(c) Unruly behaviour**
- **(d) Derelictions of duty.**
- **(e) Late coming to work etc.**
- **(ii) Engaging in trade or businesses without authority.**
- **(iii) Improper dressing to office or while performing official duties.**
- **(iv) Hawking merchandise or engaging in any other form of trading in office premises during office hours etc.**

(b) Rule 04307: **State that an officer who is paid other than on hourly basis is prohibited from engaging in any occupation for reward unless and until he has previously obtained the permission of the Permanent Secretary, Bureau of Establishment, Management Services and Training, which will only be given if such engagement is not likely to hamper or interfere with the effective and efficient performance of duties of the said officer.**

(c) 04308: **Provides that no officer may render professional assistance to Institutions of Government Agencies during working hours or accept remuneration for it, except with the written permission of the Permanent Secretary of the Ministry**

of Water Resources, which will not normally usually be granted unless it is in the public interest that it should be withheld. The amount of the remuneration must be paid into the treasury on deposit until the orders of Government as to the share if any, which may be received by the officer is known.

(d) Rule 04309: **Prohibits collection of compulsory subscription from subordinate Officers to defray cost of testimonies and presentation to superior officer.**

(e) Rule 04310: **States that no fine shall be imposed on any officer as a punishment for an offence committed in the course of performing his duty etc,**

2.3 Procedures of Dealing with any of these Misconducts

As soon as a superior officer becomes dissatisfied with the behaviour of any officer or subordinate to him, it shall be his duty so to inform the officer in writing giving details of unsatisfactory behaviour and to call upon him to submit within a specific time (normally 24hrs) such written representation as may wish to make to exculpate himself from disciplinary action. (This is otherwise referred to as issuing query). After considering such written representation or the reply to the query as the officer may make within specific time, the superior officer shall decide whether: -

The officer has exculpated himself in which case, he shall be so informed in writing and no further action shall be necessary or the officer has not exculpated himself, but it is considered that he should not be punished in which case an appropriate formal letter of advice shall be issued to him and he shall be expected or required to acknowledge its receipt in writing or the officer has not exculpated himself and deserves some punishment, in which case the mater is reported to the permanent secretary and if he considers that the officer be interdicted, such recommendation shall be made in his

report and appropriate disciplinary measure commensurate to the offence committed shall be applied.

(f) RULE 04303: **Where a tribunal of inquiry set up by the government and makes recommendations of a disciplinary nature on an officer, the Civil Service Commission shall not act on such recommendation until it has called upon the affected officer to reply to the allegations made against him by Tribunal of inquiry within a reasonable time or at all, the Civil Service Commission shall proceed to accept and enforce the recommendations of the Tribunal of inquiry and take such disciplinary action against the officer as it shall deem appropriate.**

(g) RULE 04306: **This rule states that an officer in the Ministry of Water Resources may be dismissed by the Civil Service Commission whose duty it is to do so only in accordance with the following procedures:**

(i) The officer shall be notified in writing, if the grounds on which it is proposed to discipline him. The query shall be precise and to the point, it must relate the circumstance of the offence, the rule and regulation violated and the likely penalty. In serious case that may likely result in dismissal, the officer should be given access to such documents or reports used against him and he should be asked to state in his defence that he has been given access to such documents. The officer shall be called upon to state in writing, within the period specified in the query any upon which he relies to exculpate himself.

(ii) The query or preliminary letter shall be in the format shown below.

(iii)If the officer submits his representations and the Civil Service Commission is not satisfied that he has exculpated himself and considers that the officer should be dismissed, it shall take such action accordingly. Should the officer however fails to

furnish any representations within the time fixed, the Commission may take such action against the officer as it deems.

(iv) If upon considering the representation of the officer, the Commission is of the opinion that the officer does not deserve to be dismissed from the service but deserves some other punishment, it shall impose on the officer such punishment, as it considers appropriate.

(v) Where necessary, the commission may set up Board of Inquiry, which shall consist of not less than three (3) persons one of whom shall be appointed as chairman by the State Civil Service Commission the member of which shall be selected with due regard to the rank or statues quo of the officer involved in the disciplinary case and to the nature of the complaint which is standing against the involved officer. Neither the Permanent Secretary nor the Departmental Head of the officer being investigated in the Ministry shall be a member of the Board of Inquiry to look into the matter in question.

(vi) The officer involved shall be informed that on a specific day, the question of his discipline or dismissal shall be brought before the Board of Inquiry and therefore, he shall be required to appear before it to defend himself and shall be entitled to call witnesses. His failure to appear shall not invalidate the proceedings of the Board.

(vii) Where witnesses are called by the board to give evidence before it, the officer shall be entitled to put questions to the witnesses and no documentary evidence shall be used against the officer unless he has previously been supplied with a copy thereof or given access thereto.

(viii) If during the course of the inquiry, further grounds for discipline or dismissal are disclosed and the Civil Service Commission thinks it fit to proceed against the officer upon such grounds, the officer shall by the directive of the Commission be furnished with a written statement thereof and the same steps shall be taken as prescribed above in respect of the original grounds.

(ix) The Board having inquired into the matter shall make a report to the Commission. If the Commission considers that the report should be amplified in any respect or that further inquiry is desirable, it may refer any matter back to the Board for further inquiry or report, the Commission shall not itself hear witnesses.

(x) If the Commission does not approve the officer's dismissal, and does not consider that any penalty should be imposed, the officer shall be reinstated forthwith and be entitled to the full amount of salary denied him if he was interdicted or suspended.

(xii) If upon considering the report of the board the commission is of the opinion that the officer does not deserve to be dismissed but that the proceedings disclosed grounds for requiring him to retire the Commission shall without further proceedings, direct accordingly.

(ii) Section 4: Serious Misconduct

This section deals with serious misconduct and serious misconduct is defined as a specific act of very serious wrongdoing and improper behaviour which can be investigated and proved. This include: -

(i) Conviction on criminal charges (other than a minor offences)

(ii) Willful act or omission or general misconduct to the scandal of the public.

(iii) Absence from duty without leave or official permission.

(iv) Disobedience of lawful order such as refusal to proceed on transfer or to accept posting.

(v) Negligence of duty.

(vi) Suppression of record of file.

(vii) False claims against Government.

(viii) Serious financial embarrassment.

(ix) Engaging in political activities.

(x) Unauthorised disclosure of official documents.

(xi) Corruption.

(xii) Embezzlement.

(xiii) Fighting while on duty.

(xiv) Membership of secret societies

(xv) Violation of section 14 (3) of the 1999 constitution of the Federal Republic of Nigeria, which states: "The composition of the Government of the Federation or any of its Agencies and the conduct of its affairs shall be carried out in such a manner as to reflect the Federal Character of Nigeria and the need to promote national unity and also to command national loyalty, thereby ensuring that there shall be no predominance of persons from a few states or from a few ethnic or other sectional groups in that government or in any of it s agencies." In the case of the Ministry of Water Resources, and in the area of employment, Heads of Department (Directors) should ensure representation from the 23 Local Governments of the Kaduna state as much as possible.

(xvi) Any contravention of the provision of the public service rules and Financial Regulations of the State Government, e.g.

(xvii) Dishonesty

(xviii) Insubordination

(xix) Falsification of records

(xx) Failure to keep records

(xxi) Foul or bus conductor language in the office

(xxii) Drunkenness while on duty.

2.4 Discipline And Disciplinary Procedure For Serious Misconduct As Enumerated Above Is In Accordance With Rule 04302 To 04414

(i) When a serious case that may lead to dismissal has been instituted against an officer, the Permanent Secretary may interdict the officer involved. Interdiction means stopping an officer from performing his/her official function so as not to interfere with investigation by his presence in the office. The officer will cease to perform his/her duties during this period of interdiction and while on interdiction he will be on half pay pending the determination of the allegations against him/her.

(ii) This act of interdiction is done in consonance with the Civil Service Commission because interdiction is made only if it is against public interest that the officer should continue to perform any of the duties of his rank.

(iii)Any official letter informing or intimating him/her of the interdiction shall indicate the half pay he will receive during the period of interdiction.

(iv) If proceedings or investigation reveal that the officer is not guilty of the charges made against him, the said officer is immediately reinstated and shall receive the full amount of his emoluments denied him while he was on interdiction.

(v) If this officer is found guilty, as at the time he is suspended, no pay is given him until the Committee in the Commission handling his matter determines the appropriate punitive measure to be taken against him.

(vi) If he is found guilty and the punishment is not dismissal from service, some percentage of his emoluments denied him may be paid back to him as the Civil Service Commission deems fit because this is exclusively it jurisdiction.

(vii) An officer who is under interdiction or suspension shall notify the Permanent Secretary of the Ministry of Water Resources

of his intension to leave his station. He shall however not leave the country without the specific approval of the civil service Commission.

(viii) It is the duty of the officer to give the Permanent Secretary his contact address where instructions could be passed to him.

(ix) If he/she fails to comply with the instruction delivered to him at such address within 7days of such delivery, he will be regarded as absent from duty without leave.

(i) RULE 04406 – ON DISMISSAL:

(a) The highest form or the ultimate penalty for serious misconduct is dismissal. An officer who is dismissed forfeits all claims to retirement benefits, leave or transport grant etc.

(b) The Labour Act (cap 198) has authorized the Permanent Secretary of the Ministry of Water Resources to dismiss temporary officers at their discretion, provided that prior to the dismissal of the officer, he has been informed of the grounds on which it is proposed to dismiss him and has been given opportunity to submit representations why he should not be dismissed.

(j) RULE 04407: **States that when an officer is dismissed, no notice or salary in lieu shall be given to him and his dismissal shall take effect from the date on which he is notified thereof. This date shall be notified by the Permanent Secretary to the Civil Service Commission and to the Bureau of Establishment or office of the Auditor General and office of the Accountant General as soon as possible. Where the officer concerned seeks to evade this official notification, the effective date shall be:**

(a) That day on which he is served with the notification, even though he may refuse to acknowledge receipt or,

(b) That date on which the notification is delivered by messenger to his recorded address, even though the officer concerned does not himself acknowledge the receipt of such delivery or,

(c) That date on which the notification is sent by post to his

last known or normal address in accordance with the definition of service by post in section 26 of the international Act (cap 192.

(k) RULE 04408: **States that an officer must under pain of disciplinary action, promptly report to the Permanent Secretary whenever he/she is convicted of criminal offence and must report the outcome of the charge.**

(l) RULE 04409: **States that if an officer is convicted on a criminal charge, the Civil Service Commission shall consider the proceedings of the criminal count and if it is of the opinion that the officer should be dismissed, or subjected to some lesser penalty on account of the offence from which he has been convicted the officer may thereupon be dismissed or otherwise punished without any of the procedures prescribed in rule 04306 being followed.**

(m) Rule 04410: **Provides that nothing shall prevent disciplinary action being taken or continued against an officer whether or not**

(i) criminal proceedings have been instituted with respect to such a person in any court of law in Nigeria or elsewhere or are about to be instituted or are contemplated or,

(ii) the grounds upon which any criminal charge are based or are to be based are substantially the same as those upon which the disciplinary proceedings were or are to be instituted.

(iii) an officer acquitted of a criminal offence shall not be penalised from any charge which he has been acquitted, but nothing in this rule shall prevent his being dismissed or otherwise punished on any other charges arising out of his conduct in the matter, provided that such charges do not raise substantially the same issues as those which he has been acquitted. If the Commission thinks fit, the usual procedure may be followed for the purpose.

(n) Rule 04411: **States or provides that any officer in the ministry who is convicted of criminal offence (other than a minor traffic or sanitary offence and the like shall be suspended with the effect from the date of conviction, pending consideration of his case by the Commission.**

(o) Rule 04412: **Provides that any officer who absents himself from duty or from Nigeria without leave renders himself liable to be dismissed from the service and the onus shall rest on him to show that the circumstance do not justify the imposition of the full penalty.**

(p) Rule 04413: **One of the acts considered as serious**

(1) Misconduct is "serious financial embarrassment" **this rule therefore explains what it means. The expression means a state of an officers indebtedness which having regard to the amount of debts incurred by him, has actually caused serious financial hardship to him, and without prejudice to the general meaning of the said expression, an officer shall be deemed to be in serious financial embarrassment.**

(a) If the aggregate of his secured debts and liabilities at any given time exceeds the sum of three (3) times his monthly emoluments.

(b) Where he is a judgement debtor, for as long as the judgement debts remains unsettled or,

(c) Where he is adjudged bankrupt or insolvent wage earner, for as long as he remains an undischarged bankrupt or as the case

may be for as long as any judgement against him in favour of the official assignee remains unsatisfied.

(2) Serious financial embarrassment from whatever cause shall be regarded as necessarily impairing the efficiency of an officer and rendering him liable to disciplinary action.

(3) If such embarrassment is caused by imprudence or other reprehensible cause, the officer concerned shall be liable to immediate dismissal and the onus shall rest on him to show that the circumstances do not justify the imposition of the full penalty.

(4) It shall be the duty of the Registrar of the Supreme Court of Nigeria, the Federal Court of Appeal, the Revenue Court, the Federal High Court, the State High Courts, the Magistrate Courts as well as Commissioner of Stamp Duties and Registrars of Bills of sales of report to the Permanent Secretary that an officer has become a judgement debtor or has acknowledged any debt in writing as the case may be, whenever it shall come to his knowledge.

(5) When the fact that an officer has become a judgement debtor or a party to accommodation bills or promissory notes is brought to the notice of the Permanent Secretary, the Permanent Secretary shall call upon him to submit a statutory declaration, disclosing all his liabilities.

(6) The Permanent Secretary may take such action as appears to him necessary when an officer becomes financially embarrassed, and, if he

considers that the officer should be retained in the Civil Service, he shall initiate the appropriate disciplinary proceedings.

(7) As long as an officer is in serious financial embarrassment, he shall be disqualified from promotion or acting in a higher appointment.

2.5 THEORETICAL FRAMEWORK

2.5.1 The Red-Hot-Stove Rule Theory

The Red-Hot-Stove-rule is a devise for rational discipline credited to Douglas McGregor. Heinemann and Hilgart (1977) described the Red-Hot-Stove rule as thus:

The rule draws a comparison between touching a hot stove and experiencing discipline. When once one touches a hot stove, the reaction is immediate, consistent, impersonal and without warning, the burn is immediate and with question of cause and effect.

There was warning since everyone knows what happens if one touches a stove when it is hot. The result is consistent; every time a person touches a hot stove, he gets burnt. One gets burnt because of what he/she has done touching a hot stove, not because of who he is. The comparison between a hot stove and discipline is apparent. Discipline should be directed against the act and not against the person. Following these four basic rules will help the superiors reduce the resentment inherent in the disciplinary actions.

However, the question is, do supervisors in the public service practice the red-hot stove rule in administering discipline? Do disciplined public servants harbour resentment afterwards as a result of feeling that the actions of supervisors were not justified?

Let us examine the basic element of the red-hot-stove rule as enumerated by Doglas McGregor and practiced in the public service.

i. Immediacy

According to Heimann and Hilgert, "immediacy means that as soon as an offence is noticed, a supervisor proceeds to initiate disciplinary action as speedily as possible while avoiding haste which might lead to unwarranted actions. The Public Service rules recognize the need for immediacy as prescribed by rule 04104 (a), which provides; “It shall be the duty of every officer to report any case of misconduct that comes to his notice to an officer superior to the officer involved.”

It is the responsibility of the superior officer to discipline his subordinate if it is within his powers to do so otherwise, he should report the matter to the appropriate person or agency that has the authority. In the public service in general and the Kaduna State Ministry of Water Resources in particular, the practice rarely benefits from the element of immediacy. Most of the heads of departments/sections and other employees interviewed opined that they were reluctant to administer disciplinary measures or report misconduct because they did not want to be

instrumental to people loosing their jobs given the difficult economic hardships.

ii. Advance Warning

This element, according to Heinemann and Hilgert, is required in a disciplinary framework in **"order to maintain discipline and to have employees accept disciplinary action as fair.**" It is essential that employees know in advance what is expected of them and what the rules and regulation are. Hackett, in an attempt to further clarify the point above, argues that, **"it is not enough to specify what the rules are"** as contained in the Public Service Rules, and other extant rules and regulations, "you must also make sure that employees and managers are aware of them, understand them, and are aware of the consequences of any breach of them. Most of the staff interviewed confessed that the advance warning documents were hardly accessible to all employees because they were restricted to key officers only. Besides induction and seminar programmes for newly recruited employees on how to conduct themselves while in the public service are rarely conducted. Hence most of the staff claimed ignorance of the provisions of the public service Rules and regulations.

Thus, given the circumstances, only a few public servants can claim to possess the privilege of advance warning.

iii. Consistency

Heinemann and Hilgert argue that, "consistency of discipline means that each time an infraction or infringement occurs, appropriate disciplinary action is taken while inconsistency lowers the morale of employees and diminishes their respect for the supervisors. For example, two staff of the College from the same department were severally accused of sexually harassing some female students. One of them was made to appear before a disciplinary committee and was eventually reduced in rank and denied promotion for a minimum of three years while the other was merely given an unofficial and verbal **.**warning to desist from such acts.

iv Impersonality

Discipline cannot be easily imposed without causing the person being disciplined to feel resentful and aggressive. However, the resentment can be minimized if it is imposed as impersonally as possible because discipline has the least negative effect if the disciplined individual feels that it is only his behaviour that is being criticized and not his person.

However, available records in the Minstry indicate that where disciplinary measures were enforced, the supervisors rarely distinguished between the individual and his offence. Hence, most disciplined public servants attribute their predicaments to differences between them and

their supervisors instead blaming it on their flouting the public service rules and regulations.

However, despite the fact that McGregor was universally applauded for propounding Theory Y, which was a deviation from scientific thinking that likened men in the work place to machines his Red-Hot-Stove rule on discipline has been criticized for being too mechanistic and seeing man as a potential threat to the success and survival of the organization. He paints the picture of man as portrayed in his theory X which emphasizes strict adherence to rules and punishment in the event of any breach.

Also, it is agreeable that for discipline to be effective it must be consistent. It then follows that all acts of indiscipline should be commensurately punished irrespective of who may be involved. However experience has shown that there were instances when superiors queried a subordinate employee who eventually exculpated himself in his response.

Even though the essence of a query is to accord the subordinate to profer explanations for his action(s), such superior officers should be queried for doing bad.

Discipline, according to the rule, should be impersonal. By official standard, a manager cannot apologize or be enthusiastic in enforcing discipline because managing an organization, which involves the imposition of discipline and disciplinary measure on erring employees, is by no means a simple task because just as individuals are different, so are situations. However, if a manager personalizes discipline and disciplinary

enforcement, the tendency is there that the feeling of animosity will be created among the staff. The manager must therefore maintain a balance between the misconduct and the personality of the employee. The manger should be tough enough to fight but not tough to kick a man when he is down for the simple reason of personal sentiment or selfish motives.

While appreciating the efforts of McGregor in propounding the Red-Hot-stove rule on discipline, it is to be noted that modern management practice requires that a worker be helped to perform his job better.

CHAPTER THREE

3.0 HISTORICAL BACKGROUND, FUNCTION AND OBJECTIVES OF THE KADUNA STATE MINISTRY OF WATER RESOURCES.

3.1 Introduction

The Kaduna State ministry of Water Resource, which was established in 1990 by the then military Governor of the State, Col. Tanko Ayuba, was in response to the establishment of ministry of Water Resource at the Federal Level. It was in consequence of this creation that all states in the federation were mandated to establish ministries of Water Resources, which would to a great extent, depend on the Federal Ministry of Water Resources for guidelines and policy thrust. What informed the establishment of the federal ministry was the growing global concerns of the scarcity of fresh water as a result of unprecedented rise in human population, which in turn was already putting almost unbearable stress on the national environment. It was becoming clear to experts that fresh water (both as a source of potable water and for agriculture) was soon to take over all other issues as the major source of future conflict within and outside acknowledged borders.

It was then thought that since expertise had enabled the prediction of the impending predicament, it therefore become incumbent on the world community to take actions in unanimity to forestall the possible risks and problems that would fall out of any neglect or mothballing on the application of remedies.

In Kaduna State, the Water Board existed before the establishment of the ministry of water Resources therefore since the creation of the ministry, it assumed the supervisory role in dealing with the activities of the Water Board whose activities included the provision of pipe borne water to Urban Centres and the construction of boreholes for rural areas. In 1992, the State established the Water and Sanitation Programme (WATSAN) ostensibly for the provision of water and sanitation facilities in the rural areas as its name imply. The WATSAN programme was established at the instance of United Nation Children Education Fund (UNICEF), which had hoped to make substantial contribution to the development of the sector, but rendered incapacitated because of noticeable bureaucratic bottlenecks of the State Government. At the moment the Agency is run as a paratatal of the ministry of Water Resources with tremendous assistance from United Nation Children Education Fund (UNICEF).

As it is today, the ministry whose main thrust is to ensure adequate availability of potable water supply in all nooks and crannies in the State, does so directly or through its delegated powers to the Water Board and WATSAN charged with the following responsibility respectively.

3.2 Kaduna State Water Board

The board which is now a parastatal under the ministry of Water Resources is headed by a General Manager as its chief executive. The Board is assigned the following responsibilities;

1. Controlling and managing all water works in the State.

2. Establishing, controlling, managing, extending and developing such water works as necessary for the purpose of providing water in order to meet the requirements of the general public, agriculture, trade and industry in the State.
3. The board is to ensure that water is supplied to the consumers at reasonable charges and in potable quality and adequate quantity.
4. To organize the conduct of comprehensive research from time to time for the purpose of the Board on matters relating to its junctions under the law and to submit the result of such research to the commissioner of Ministry of Water resources for the utilisation formulation of policy relating to the supply and usage of water in the State.
5. To increase coverage and quality of service of water by way of encouraging participation of the private sector, communities and non-governmental organizations in project Identification on planning, design, implementation, financing and management of its water supplies.
6. To ensure that good and standard water quality are maintained and sustained by its water works.
7. The board is to ensure that her drinking water quality standards conforms with the World Health Organisation (WHO) drinking water quality guidelines, which states:
    (a) All water works serving 5,000 people and above to be equipped with laboratory of appropriate capacity.
    (b) Monitor and protect the quality of raw water sources for drinking and also to monitor the output of water works for conformity with provisions of World Health Organisation standards.

8. The board is to guarantee a basic level of service from its water works to the various categories of communities in the State as follows:

   (a) Urban areas with 120 litres per capita per day to be served by full reticulation and consumers premises connections (network of pipelines to supply to facilitate distribution of water.

   (b) Semi-Urban areas with 90litres per capita per day with reticulation and limited or full house connections.

   (c) Rural areas with 30litres per capita per day preferably with 250 metres of the community and not exceeding 500 metres, serving 250 persons.

9. The board is shouldered with the responsibilities of constructing, reconstructing, maintaining and operating water-works and all other stations, building and works, necessary for the discharge of it duty.

10. It is the duty of the board to carry any water pipe through across or any street or any place laid out or intended as street and after given reasonable notice in writing to the owner or occupier goes ahead to lay pipes without paying compensation.

11. The board is to abstract water from any lake river, stream or other natural source for the utilization of the public.

12. From time to time, the board is to examine any surface or underground water for the purpose of determining whether pollution exists and the causes of it and also to request for advice from the relevant government department or agency as regards to pollution at its raw water abstraction points.

13. The board is empowered to enter upon any land at anytime for the purpose of laying, examining, repairing, or removing of water pipe which is the property of the board.

14. To construct public fountains in any street or other public places in the state.

15. To disconnect the supply of water to any tenement or to diminish, withhold or divert the supply of water to any tenement through or by means of any service, either wholly or in part.

16. To diminish, withhold or suspend, stop, turn off or divert the supply of water through or by means of service or public fountain either wholly or in part whenever the board shall deem necessary or proper.

17. The board is allowed to enter into such contracts as may be necessary advantageous for the performance of its functions e.g. contracts for the construction of water works or bulk supply or materials.

18. To enter into any commitments, agreement or other arrangements in respect of the provision, distribution, supply or sale of water.

19. In summary, these are some of the duties assigned to the board by law.

3.3 Kaduna State Rural Water Supply And Sanitation (WATSA)

On the other hand, the Kduna State Rural Water Supply and sanitation (WATSAN Agency) RWASSA, which is headed by a programme manager as its chief executive, play a complementary role of facilitating Rural Water Supply and Sanitation. It is therefore saddled with the under listed Responsibilities: -

1. As its name connotes, its activities focus mainly on the improvement of water supply and sanitation in the rural areas hence one of its duties is to facilitate, safe drinking water supply and ensure environmental sanitation for the protection of the source against contamination and ensure safe excreta disposal through the use of pit latrines.

2. The agency is aimed at reducing greatly the drudgery and the workload on women and children, in particular, of the rural communities, in fetching water from far distance.

3. To enhance service levels and improved access to potable water and sanitation especially in rural areas in order to control and eradicate water borne diseases and guinea worm.

4. To improve infrastructural sustainability for usage in respect of hand pump operations and maintenance.

5. To achieve impact in terms of improved health of the rural communities with special emphasis on children and women through safe disposal of facial waste in pit latrines.

6. The agency is out to establish a programme of sipterms development and institutional capacity building for village based water (VBM) and support of village committees in order to contribute to the reduction of diarrhea, diseases and stimulate hygiene promotion for healthy living for community growth and development of the economy e.g. United Nation Children Education Fund (UNICEF).

8. In accordance with National Water Supply and sanitation policy and in consonance with collaborative effort with the Federal Government Presidential Water Initiative, Kaduna State Government (KDSG), Local Government Areas (LGAs) and communities are working towards improving access to potable water to rural communities and alleviate scarcity in all Local Government Areas (LGAs) of the State with full coverage of 100% by 2011 and beyond.

9. To improve access to environmental sanitation for water supply sanitation coverage for safe excreta disposal sipterm methods and practices.

10. To enlighten and educate people in rural communities about personal and domestic hygiene and good sanitary habits in order to reduce the incidence of water borne and water related diseases.

11. The agency is saddled with the responsibility of facilitating the establishment of rural water supply and sanitation committees to levy rates at the local government and village/community levels for the purposes of operation and maintenance of structures pertaining the usage and maintenance of hand pumps and development of sanitation for the protection of water supply resources being contaminated.

12. To teach techniques and train rural communities on the operation and maintenance of water supply hand pumps and construction of pit latrines at public places, motor parks, markets, schools and clinics.

13. The agency is to construct any work approved for water supply facility and excreta disposal, in any land in the State.

14. To send suitably qualified personnel for training in water supply and techniques of safe disposal of excreta in pit latrines e.g. (ventilated improved pit latrines or improved household traditional latrines).

15. The agency too is to monitor and coordinate all activities concerning water supply and excreta disposal in the rural and urban slum areas.

16. To ensure that institutionalized structures all developed and put in place for sufficient and effective village/community management and maintenance of facilities provided.

17. Finally to implement the provisions of safe rural or slum areas water supply with hand pumps, boreholes, protected dug-wells, rain water harvesting and spring development.

To ensure effective and efficient implementation of the responsibilities assigned the agency, a coordination and regulatory committee comprising of the under listed as members is put in place.

(a) Commissioner for Water resources - Chairman
(b) Commissioner for Health - Member
(c) Commissioner for Women affairs - member
(d) Commissioner for Education - member
(e) Programme manager of the Agency - member
(f) Secretary of the Agency - secretary

This committee has the following as its functions or terms of reference: -

(a) To advocate an advice on policy to facilitate water supply and environmental sanitation development at all levels i.e. FGN, State, LGA and village/communities.

(b) To facilitate policies, coordination and monitoring implementation of the activities of the agency and any other functions or duties that may be

assigned to it by the Governor. The functions of the Kaduna State Water Board and the Kaduna State Rural Water Supply and Sanitation, otherwise referred to as (WATSA) have been clearly spelt out and the two bodies seem to have interrelated functions.

3.4 Functions/Objectives of the Kaduna State Ministry of Water Resources

The enunciation or the coming to being of the Kaduna State Ministry of Water Resources in 1990 as a mother Ministry to Water Board and (WATSAN) meant that the Ministry would play supervisory role only so as to allow the two bodies run and operate effective and efficients services, devoid of bureaucratic bottlenecks.

It was against this background that the newly established Ministry was charged with the responsibilities of formulation and implementation of government policy on the **conservation, exploitation** and **utilization** of ground and surface water resources in the State. The Ministry also was charged with the duties of coordinating the activities of Water Board and (WATSAN), which deal with the exploitation of water and sanitation. The Ministry was given the task of liaising with Federal Organisation such as the Federal Ministry of Water Resources, Federal Environmental Protection Agency etc.

In addition to policy formulation and coordination of all state activities in respect of Water Resources, the Ministry was assigned the following specific function: -

(i) Provision of water for irrigation of farmland and farm drainages.

(ii) To conduct hydrological and hydro-geological investigation and planning of projects for water resources exploitation of either surface or ground water.

(iii) Conduct research in all facets of water resources development.

(iv) Manage ecological matter, such as erosion, flood, pollution waster, water drainages etc.

(v) Compilation and maintenance of inventory of all dams in the state, whether owned by State of Local Government.

(vi) The ministry has duty of Dam inspection to ascertain their functionality.

(vii) Development of River Basins

(ix) To ensure optimal exploitation and utilization of water resources in the state by relating with the following agencies.

(a) River Basin Authority.

(b) Niger River Commission Niamey

(c) Lake Chad Basin Commission.

(d) International Water Organization

(e) National Institute of Water Resources – Kaduna.

(f) Kainji Lake Research Institute, New Busa.

(g) Lake Chad Research Institute Maiduguri.

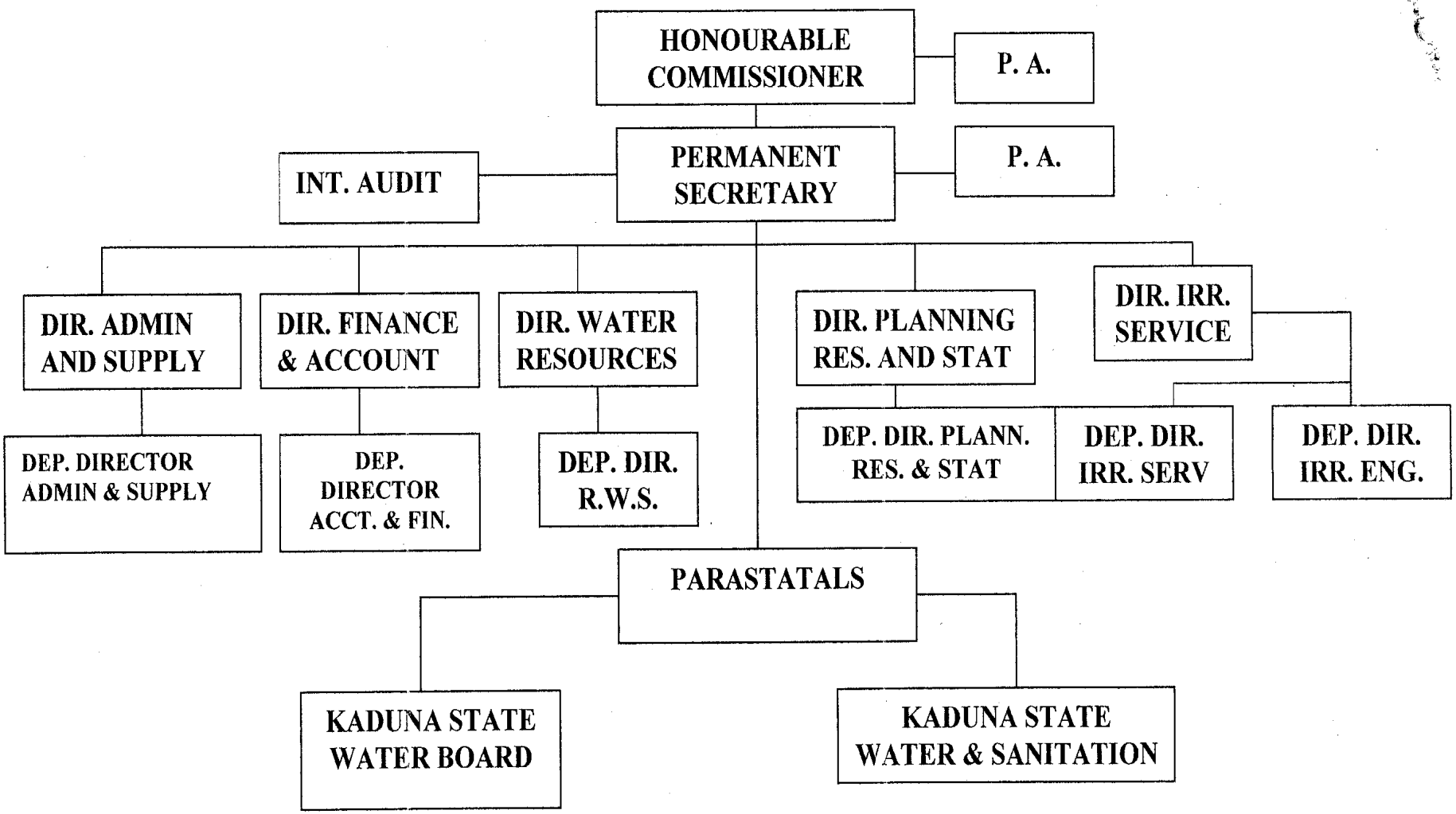
(h) Central Water Transportation Company.

(i) Fisheries Development.

For the effective attainment of the functions, goals **and** duties assigned to this ministry**, the ministry had to put in place an organizational design chart,**

otherwise referred to as an organogram, the essence being the division of labour so as to attain organizational goal as indicated below:

KADUNA STATE OF NIGERIA
MINISTRY OF WATER RESOURCES ORGANIZATIONAL CHART.



SOURCE: Department of Research Planning & Statistics

OFFICE OF HONOURABLE COMMISSIONER

As indicated or shown on the organizational chart, the Commissioner who is chief executive of the Ministry and the political head has as his duty to liaise between the Ministry and the Governor on policy formulation issues. He signs contracts or agreement in all matters that pertains the Ministry.

OFFICE OF THE PERMANENT SECRETARY

The permanent secretary, who is the Accounting Officer of the Ministry, is a seasoned civil servant as per the provision of the Ayida panel of 1994 and he is answerable to the commissioner. The Permanent Secretary can best be described as a coordinator or the head boy on the grounds that he liaises with all the departmental heads in the Ministry to ensure the efficient and effective day to day smooth running of the Ministry.

The Ministry comprise of five (5) departments namely:

1. Administration and supply.
2. Water Resources.
3. Irrigation.
4. Planning Research and Statistics
5. Finance and Accounts.

(1) DEPARTMENT OF ADMINISTRATION AND SUPPLY

This Department is headed by a Director, whose basic duty is to ensure workers' maintenance. He sees to the welfare of personnel. All issues

pertaining to recruitment, placement, promotion, discipline and motivation are handled by the department.

In the discharge of his duty, he approaches issues with a human face. He is assisted by a Deputy Director, Staff Officer, Chief Executive Officer and other staff in both secret and open, registries and other clerical officer including messengers, Cleaners and Security Men.

(2) DEPARTMENT OF WATER RESOURCES

This Department is headed by a Director and therefore incharge of design (engineering) and construction. The Department advices on formulation, execution and review of water resources engineering policies and programmes.

Coordination of human and materials resources for the attainment of assigned functions of the department. Training of junior engineers and technical officer on water engineering practices. Co-ordination of semi-urban water supply and supervision of water supply projects. The department prepare project estimates and drafting of memo in respect of water supply.

The Department oversees water and sanitation engineering along with community development officer and hygiene education officer, form contact group during mobilization and physical work. Takes care of borehole maintenance and supervision of drilling of boreholes. The Director is assisted by a Programme Manager, Deputy Director, Chief Technical Officer, Principal Technical Officer, Works Superintendents and Technical Assistants.

(3) DEPARTMENT OF IRRIGATION

This Department is headed by a Director and has the function of advising government on matters relating to irrigation policies and programme in the State. Ensuring the implementation of approved development plan projects relating to irrigation. The Department budgets and funds allocation for irrigation development, monitoring irrigation development programmes in the State, initiating and reviewing irrigation policies and programme in the state procurement, operation and maintenance of irrigation machineries and equipment. Ensuring, collection, collation and submission of revenue and expenditure returns from irrigation divisions to the Ministry's Department of Finance on a monthly basis, keeping records of irrigation pump – loan recovery and returns. Coordinating the activities of tractor operators of the division, supervising consultancy services, designing projects and hydrological data compilation. Reproduction of maps for irrigation and water resources development. Documentation of field works forms survey into drawing field books. The Director is assisted by a Deputy Director, Chief Irrigation Officer, Superintendents, Technical Office works superintendents typist etc.

(4) DEPARTMENT OF PLANNING, RESEARCH AND STATISTICS

The Department is headed by a Director and responsible for coordinating of the preparation of development plans of the Ministry. Monitoring and evaluation of programmes and projects implementation undertaken by all the Departments of the Ministry in liaison with Departmental Heads.

The Department is the secretariat of the Tenders Board and therefore collects and process tender documents for the ministry.

Researches and advices on the internal organization and operational modalities of the ministry. Sorting and monitoring performance and efficiency targets for the various sub-division and staff of the ministry. Collections and processing of data and statistics relating to the ministry. Management of the ministry's records and information resources (data bank computed services, library etc). Coordination of the formulation and production of policies, codes, standards etc on development, operation and management of the activities of the ministry. The department does not only assist in initiation and formulation of policy in respect of functions assigned to it, but assist in coordination of human and materials resources for the attainment of the objectives and targets assigned to it. The Director is assisted by a planning officer, research officers and other clerical officers.

5. DEPARTMENT OF FINANCE AND ACCOUNTS

The Department is headed by a Director who handles all financial matters that concerns the Ministry. The Directors office initiates the ministry's budget preparation and coordinates same. He advices the Chief Executives and the Accounting Officer of the Ministry on all financial matters. The Department constantly liaises with the Ministries of Finances, Economic Planning and Chartered Bank LTD, Kaduna on all financial matters of the Ministry. The

Department ensures that provisions of financial instruction and store regulations are strictly adhered to. Ensures the prompt rendition of all routine monthly returns to the Ministry of Finance and resident Auditor.

The Director of the Department is a signatory to the Ministry's Accounts and performs administrative duties for the smooth running of the department.

The Director is assisted by a Principal Executive Officer Accounts, Senior Executive Officer Accounts, Higher Executive and Clerical Accounts all assigned different roles and functions in the Department to facilitate the attainment of goals set for the Department.

CHAPTER FOUR

4.0 ANALYSIS AND PRESENTATION OF DATA

4.1 Introduction

A total number of one hundred questionnaires were administered to the staff of Kaduna State Ministry of Water Resources as a means of collecting data for analysis.

Out of the one hundred questionnaires administered, the researcher was able to retrieve eighty, which formed eighty percent (80%) of total respondents while others could not be retrieved due to circumstances beyond the researchers control. Information obtained was presented in a tabular form and analysed thereafter. Simple percentage was adopted for clear and easy understanding of the study. Two members of staff were interviewed to validate data collected through questionnaires. Summary of findings will be stated at the end of the analysis as contribution to knowledge and literacy.

4.2 Personal Bio-data of Respondents

Table 4.1:
Approximate age of respondents

Years	No. of Respondents	Percentage
20-30	10	12.5%
31-40	40	50%
41-50	20	25%
51 and above	10	12.5%
Total	80	100%

Source: The Researcher 2006

From the above table it should be observed that the bulk of staff in the Ministry are between the ages of 30 to 40 years, which is a very good age grade for the Ministry as that will enhance longevity of service and sustenance of organizational culture and professional ethics. This is obvious as 40 representing 50% of total respondents were within the active Labour age.

Table 4.2:

Educational Qualification of Respondents

Qualification	**No. of Respondents**	**Percentage**
Primary school	20	25%
Secondary school	40	50%
Degree or HND	8	10%
OND or NCE	10	12.5%
Master Degree	2	2.5%
Ph.D	-	0%
TOTAL	**80**	**100%**

Source: The Researcher 2006

It is obvious from the above table that the Ministry of Water Resources Kaduna needs to strengthen her training policy so as to accommodate more staff member the opportunity for further studies. This became evident as a total of forty (40) representing 50% of total respondents were holders of Secondary School Certificate and 20 representing 25% had only Primary School Education. Only 8 representing 10% and 10 representing 12.5% and 2 representing 2.5% of total respondents had degree or HND, OND, or N.C.E and

Master Degree respectively. There was no single PhD holder in the Ministry in Kaduna. The Ministry is hereby admonished to put up policies that would enhance staff training and development so as to be able to meet with the challenges of the 21st Century.

Table 4.3:

Respondents Hierarchy of Office

Value label	**No. of Respondents**	**Percentage**
Junior Staff	55	68.75%
Senior Staff	20	25%
Management	5	6.25%
TOTAL	**80**	**100%**

Source: The Researcher 2006

From the above table, the need for staff training and development is not an over estimation, as 55 representing 68.75% of the total respondents were junior staff while 20 representing 25% were senior staff.

The researcher believes that junior staffs were more and needed to be sent for further studies so as to make the Ministry a vibrant one.

4.3 Section B: Test of Hypothesis

In this section, two hypotheses stated in chapter one of this thesis were tested to validate or disprove the objectives of the study. Relevant questions and responses obtained from the field are presented and analyzed in this section.

Test of Hypothesis one, which states "Inability of heads of department to enforce disciplinary measures on erring employee is responsible for indiscipline among staff in Kaduna State Ministry of Water Resources."

Table 4.4
Inability of head of departments to enforce discipline is promoting indiscipline among staff.

Value label	**No. of Respondents**	**Percentage**
Strongly agree	20	25%
Agree	10	12.5%
Strongly disagree	40	50%
Disagree	10	12.5%
Don't know	-	-
TOTAL	**80**	**100%**

Source: The Researcher 2006

From the above, it is evidently clear that heads of department inability to enforce discipline on erring staff was not responsible for indiscipline among employees of Kaduna State Ministry of Water Resources. This is so as a total of 40 representing 50% of the total respondents strongly disagree with the question while 20 representing 25% strongly agree and just 10 representing 12.5% of respondents agree. Here it can be observed that the management is working according to lay down rules and regulation and they should be encouraged because tenacious implementation of disciplinary measure on erring staff will serve as deterrent on others.

Table 4.5
Selective discipline by head of departments has encouraged indiscipline among staff

Value label	No. of Respondents	Percentage
Strongly agree	10	25%
Agree	10	12.5%
Strongly disagree	40	50%
Disagree	20	12.5%
Don't know	-	-
TOTAL	**80**	**100%**

Source: The Researcher 2006

The above table is a clear indication that indiscipline among staff was not promoted through adoption of selective disciplinary method by heads of department.

This fact became undisputable as 40 representing 50% of total respondents strongly disagree while 20 representing 25% agree and only a fraction of 10 representing 12.5% strongly support the assertion. It was discovered during the study that staffs of the ministry themselves were indiscipline and need to be encouraged to put off indiscipline behaviour. A lot rest on the management so that they can be more meticulous so that indisciplined applicants were not recruited during selection process of work force into the Ministry.

Table 4.6

Workers do not view disciplinary actions as corrective measure but Value punitive.

Value label	**No. of Respondents**	**Percentage**
Strongly agree	30	37.5%
Agree	20	25%
Strongly disagree	10	12.5%
Disagree	15	18.75%
Don't know	5	6.25%
TOTAL	**80**	**100%**

Source: The Researcher 2006

The above table is quite revealing, in that enforcement of disciplinary action on erring staff intended to serve as corrective measure is misconstrued to be punitive. This became evident as 37.5% of total respondents strongly agree with the question and another 20 representing 25% of respondents agree to the misunderstanding of disciplinary measure as punitive rather than corrective.

On any case, there is a strong contention between those that concur and those that do not, it is revealing that a total of 62.5% of respondents strongly agree and agree with the question, while only 12.5% and 18.75% disagree while 6.25% on the fence. Management is hereby encouraged to educate staff so that they could be informed on the essence of discipline, such that they would know that it was the wrong committed that was being corrected and not on their personality, as clearly depicted by the theoretical framework propounded by Douglas McGregor -the Red Hot Stove; as stated in chapter two of this work

Table 4.7

Workers manifestation of in disciplinary attitudes calls for strict enforcement of disciplinary measure.

Value label	No. of Respondents	Percentage
Strongly agree	30	37.5%
Agree	20	25%
Strongly disagree	10	12.5%
Disagree	15	18.75%
Don't know	5	6.25%
TOTAL	**80**	**100%**

Source: The Researcher 2006

The above table shows clearly that the manifestation of in disciplinary behavior among staff can be solved or reduced at least, through a strict implementation of disciplinary measures on erring staff in general.

The above statement became confirmed as 35.5% of total respondents strongly agree to the question while another 25% agree with the question. Summing up the respondents concurring, a total of 62.5% of total respondents were of the opinion that there is need for management to strictly enforce disciplinary measure in order to get the right behavior from workers only 18.75% disagree while 6.25% were on the fence.

Test of Hypothesis two, which states, **"inadequate knowledge of disciplinary procedure and measures in the organization, is therefore responsible for indiscipline among staff of Kaduna Ministry of Water Resources."**

Table 4.8
Absence of knowledge of disciplinary measures and procedures enhances indiscipline in the organization.

Value label	No. of Respondents	Percentage
Strongly agree	10	12.5%
Agree	5	6.25%

Strongly disagree	40	50%
Disagree	20	25%
Don't know	5	6.25%
TOTAL	**80**	**100%**

Source: The Researcher 2006

From the above table, it would be observed that it wasn't the lack of or non availability of disciplinary procedures in the Ministry that is responsible for in discipline among staff of the Ministry of Water Resources, rather some of the respondents concluded, that indiscipline is an inborn issue in the life of some staff, no matter the kind of procedures and measure available in the Ministry, yet the naturally undisciplined ones will still produce that fruit. With reference to Douglas McGregor's theory X, man is naturally lazy, indolent, indiscipline and does not like to work except tougher measures are imposed on him.

The above statement became confirmed as, out of the total respondents, 40 representing 50% strongly disagree to the question raised, while 25% disagree. On the whole, a total of 75% of total respondent's strongly disagree and agree; while a fraction of 12:5% and 6.25% strongly agree and agree respectively. The management is therefore enjoyed to find a more effective means of implementing such available disciplinary measure and procedures to ensure that the level of indiscipline is reduced to the bearest minimum if not completely eradicated.

Table 4.9

Lack of motivation is responsible for in discipline among staff.

Value label	**No. of Respondents**	**Percentage (%)**
Strongly agree	30	37.5%
Agree	5	6.25%

Strongly disagree	35	43.75%
Disagree	10	12.5%
Don't know	-	-
TOTAL	**80**	**100%**

Source: The Researcher 2006

Data presented on the above table is a vivid example of the state of workers welfare in the Ministry of Water Resources, Kaduna. It is obvious that discipline attitude is not synonymous with motivational packages.

This became ascertained as 37.5% of respondents strongly agree and 43.75% strongly disagree with the question; while only 6.25% agree and 12.5% disagree. There is therefore a strong correlation between those that strongly agree and those that strongly disagree, as only 6.25% and 12.5% were between the two. Management should therefore ensure that staff are well motivated to ensure productivity among staff. On the other hand, management should watch against over pampering of staff in the name of motivation, but they should balance up things by taking middle of the road position to ensure equitability and optimum productivity.

Table 4.10

Ethno-religious factors impeding enforcement of disciplinary measure in the Ministry

Value label	No. of Respondents	Percentage
Strongly agree	10	12.5%
Agree	15	18.75%
Strongly disagree	20	25%
Disagree	20	25%
Don't know	15	18.75%
TOTAL	**80**	**100%**

Source: The Researcher 2006

From the above table, it is clear that there is a clear distinction between office and religion or tribe, as implementation of disciplinary measures has nothing to do with tribe or religious issues; while 20 and 20% each strongly agree and disagree respectively with the question, only 12.5% strongly agree and 18.75% on the fence. It is therefore the opinion of the researcher that management should as a matter of expediency keep to the status quo so as to enhance efficiency and attainment of organizational objective and goals.

Table 4.11
Level of literacy affects the effective dissemination of disciplinary procedures in the Ministry

Value label	**No. of Respondents**	**Percentage**
Strongly agree	40	50%
Agree	20	25%
Strongly disagree	10	12.5%
Disagree	10	12.5%
Don't know	-	-
TOTAL	**80**	**100%**

Source: The Researcher 2006

From the above table, it should be observed that proper dissemination of information on disciplinary procedure and the level of literacy in the Ministry

hampers measure. This became evident as 50% of total respondents strongly agree, while 20 representing 25% agree; cumulatively, a total of 75% of respondents were on the affirmation, while only 12.5% strongly disagree and disagree respectively.

This Ministry is hereby enjoined to make more efforts in ensuring that level of literacy is raised among employees for better performance.

Table 4.12

Workers are naturally indiscipline, lazy and indolent in spite of motivation and availability of guidelines on procedures of work ethics.

Value label	**No. of Respondents**	**Percentage**
Strongly agree	30	37.5%
Agree	10	12.5%
Strongly disagree	20	25%
Disagree	15	18.75%
Don't know	5	6.25%
TOTAL	**80**	**100%**

Source: The Researcher 2006

The above table is a replica of the true state of man in general and staff of Kaduna State Ministry of Water Resources in particular. It is evidently clear that man except some stringent measures are taken to make him conform with rules and regulation, he has the tendency of being indolent and lazy as propounded by Douglas McGregor theory X'. A total of 37.5% strongly agree with the assertion, while 12.5% also agree to the question raised.

Cumulatively, a total; of 50% of respondents strongly agree and agree, while a fraction of 18.75% disagree and 6.25% don't know.

Data presented above further confirmed the position of Douglas McGregor's theory which forms the theoretical framework of this thesis; that man needed strict supervision and cohesion before he can work inconformity with lay down rules and regulations. The Ministry is to ensure the monitoring of staff to ensure actual compliance to rules and procedures.

Table 4.13

Improper placement of employees in position other than their field of specialization is responsible for in discipline.

Value label	**No. of Respondents**	**Percentage**
Strongly agree	40	50%
Agree	10	12.5%
Strongly disagree	10	12.5%
Disagree	20	25%
Don't know	-	-
TOTAL	**80**	**100%**

Source: The Researcher 2006

From the above table, it should be observed that causes of indiscipline in the Ministry can be attributed to putting a square peg in a round hole. A total of 50% of respondents strongly agree, while 12.5% and 25% strongly disagree and disagree respectively. Authorities of the Ministry of Water Resources is therefore advised to ensure that employee placement are done with respect to areas of specialization to enhance optimum productivity and a well discipline office environment.

Table 4.14

Immoral conduct of heads of department promote indiscipline among junior female staff

Value label	No. of Respondents	Percentage
Strongly agree	30	37.5%
Agree	10	12.5%
Strongly disagree	30	37.5%
Disagree	10	12.5%
Don't know	-	-
TOTAL	**80**	**100%**

Source: The Researcher 2006

The above table shows a strong relationship among those that strongly agree and those that strongly disagree. In all, 37.5% strongly agree and strongly disagree, while a fraction of 12.5% each agree and disagree.

The prevalence of immoral relationship between heads of department and junior female staff could not be ascertained, as there is equilibrium among respondents.

Table 4.15
In discipline is enhanced among the echelon as a result of godfatherism from the ruling class of the day.

Value label	No. of Respondents	Percentage
Strongly agree	20	25%
Agree	30	37.5%
Strongly disagree	10	12.5%
Disagree	10	12.5%
Don't know	10	12.5%
TOTAL	**80**	**100%**

Source: The Researcher 2006

From the table above, it should observed that 25% of total respondents strongly agree while 37.5% also agree that god-fatherism among the top echelon in the Ministry was enhancing indiscipline behavior at that level through flagrant

violation of rules and procedures, hence embezzlements, lateness to duty and absence from office without due permission. Only fraction of 25% of total respondents strongly disagree, disagree and don't know an even breakdown of 12.5%.

Management should therefore ensure that those at the top level in the Ministry sever that close relationship with elites and concentrates on their work.

Table 4.16

EXTENT OF THE USE OF DISCIPLINARY MEASURES IN THE KADUNA STATE MINISTRY OF WATER RESOURCES

YEAR	NO. OF EMPLOYMENT	VERBAL WARNING	QUERRY	WRITTEN WARNING	INTERDICTION	SUSPENSION	TERMINATION	DISMISSAL	TOTAL
2000	**313**	**14**	**5**	**5**	**-**	**-**	**-**	**-**	**24**
2001	**300**	**11**	**13**	**13**	**-**	**2**	**-**	**-**	**39**
2002	**286**	**8**	**2**	**10**	**-**	**-**	**-**	**-**	**20**
2003	**290**	**12**	**8**	**7**	**-**	**1**	**-**	**-**	**28**
2004	**282**	**9**	**3**	**2**	**-**	**1**	**-**	**-**	**15**
2005	**285**	**12**	**4**	**4**	**4**	**-**	**-**	**-**	**4**
2006	**265**	**30**	**10**	**10**	**-**	**-**	**2**	**-**	**52**
TOTAL	**-**	**96**	**45**	**51**	**4**	**4**	**2**	**-**	**202**
% TOTAL	**-**	**47.52**	**22.28**	**25.25**	**1.98**	**1.98**	**0.99**	**-**	

Source: Secret and Open Registries, Kaduna State Ministry of Water Resources.

A glance at the table above reveals that between 2000 and 2006 various forms of discipline and disciplinary measures were applied on erring employees at the following percentages: -

a) Verbal Warning = 47.52%
b) Query = 22.28%
c) Written Warnings = 25.25%
d) Interdiction = 1.98%

e) Suspension = 1.98%

The table reveals that disciplinary measures are applied on erring employees so as to ensure the attainment of organizational goals. There are no cases of dismissal the reasons being that dismissal is the worst or highest form of punishment in the public service. This is always associated with offences otherwise referred to as serious misconduct and affected employees forfeit their benefits.

It should be observed that despite the various forms of disciplinary measures applied on erring staff so as to bring about positive attitudinal change in performing their duties, there has never been any difference in the situation. This therefore has confirmed Dauglas Mc Gregor theory X which states that man is naturally lazy, indolent, dislikes work and lacks initiatives and therefore needs to be controlled before embarking on productive activities.

4.17 Test of hypothesis.

Interview: Two staff of the ministry were interviewed to enhance face to face interaction and to further obtain staff impulse on the effectiveness of the disciplinary procedures or otherwise in order to supplement and validate results obtained through questionnaires. One junior staff and one senior staff were interviewed in order to get a balance feeling between different strata of employees in the Ministry.

Question One: Sir, as a junior staff in the Ministry, will you say that you are satisfied with the disciplinary procedure as operated in the Ministry?

Respondent: Well, in my own point of view, disciplinary procedure as operated in this Ministry falls below expectation. Sometimes, staff who are

supposed to be disciplined are not due to the operation of primordial factors. It has come to the point in the Ministry that if you don't belong to a class i.e. the privileged and favored class, not because they are most qualified but that they are loyalist to the officials in the top echelon; it becomes difficult for an erring staff to be disciplined which will contribute to productivity of such staff because of the corrective nature. Again, stringent disciplinary measures in the Ministry is another factor that demotivates someone from fully complying to those procedures. Finally, I will say that this Ministry needs to find a more humane disciplinary measure and procedures and implement such strictly on merit so that staff can on their own volition abide by such procedures, which will in the long run, enhance the attainment of overall objectives of the Ministry.

Question Two: Sir, how would you evaluate the outcome of disciplinary measures and procedure adopted by the Ministry, does it significantly improve staff performance afterwards?

Respondent: Staff discipline is a very important task of management in any organization as without discipline and proper work ethics, such organization would soon discover that her staff become lawless and inefficient.

Evaluating the importance or effects of disciplinary procedures and proper work ethics on staff is very vital such that productivity after discipline compared with what was obtainable before such action. It has been discovered that, not all staff that were disciplined performed brilliantly after such disciplinary exercise.

It should be noted that some staff just went on discipline without realizing the importance that it was for the purposes for improvement on their job performances. Well, on return from such discipline period, there used to be significant improvement on staff performance but after a while they return back to the status quo. Some other staff really improved on their performances and they were keeping to rules and regulations. I will not hesitate that state that staff be motivated further, because they are very useful to the Ministry

4.4 Major Findings of the Research

Having presented and analysed data to test the stated hypothesis and in trying to pursue the objectives of the study, the followings are hereby stated as major findings of the study.

It was discovered that heads of department were living up to expectations and that prevalence of in disciplinary behavior among staff can not be traced to inability of head of department to enforce discipline on erring staff.

Secondly it was also discovered during fieldwork that most staffers do not realize the need for disciplined life styles.

Management should embark on enlightenment programme so as to sensitize workers on the importance of proper discipline to be seen as corrective measure and not punitive.

Thirdly, it was discovered that it was not the absence of disciplinary measures and procedure that make indiscipline rampant in the Ministry, but because of the nature of man as contained in the theoretical framework, that man is

naturally lazy, indolent, dislike work, lacks initiatives and needed to be controlled before embarking on productive activities.

Fourthly, it was discovered that, management should improve upon the level of enlightenment among workers so that they can have adequate knowledge on disciplinary procedures and know the effect and importance of discipline; being a corrective measures and far from being punitive.

It was also fund out, that wrong placement of staff on post they are not qualified is a major factor causing in disciplinary attitude among workers in the Ministry. Management is therefore advised not to compromise standard during recruitment for the purposes of effectiveness and productively.

CHAPTER FIVE

5.0 Summary, Conclusion and Recommendation

5.1 Summary

One of the major factors determining organizational success in its operation towards achievement of overall goals and objectives is the ability of such organization not only to procure highly disciplined personnel but to be able to ensure compliance to organizational goals and procedures. It is on this basis that the research was undertaken to evaluate discipline and disciplinary procedures in relation to its effectiveness and impact on staff productivity in the Kaduna State Ministry of Water Resources. This is an institution established with the objective of providing adequate and unambiguous operational framework that delineates in very clear terms the specific roles and responsibilities of all organizations and agencies involved either directly or indirectly in the implementation of the Kaduna State Government Constitutional responsibility to citizens. Having this in mind, it is obvious that the Ministry must address the issue of discipline among her staff so as to facilitate the attainment of the objectives of providing portable water to the masses.

In order to ensure a logical study, some objectives were raised which among others include; the assessment of the problems associated with relationship

among workers and management staff of the Ministry, evaluation of discipline in the organization in relation to its effectiveness and goal oriented.

Survey research method was adopted and questionnaires were administered to staff of the Ministry while interview was conducted with one senior staff and one junior staff of the Ministry in order to ascertain the validity of stated hypothesis or otherwise. Relevant documents were also consulted to corroborate other sources of information.

The population of the study was the Ministry of Water Resources Kaduna, while the sample size was 100 respondents out of which 80 responded to the questionnaires. Information obtained was analyzed using tabulation and simple percentage was adopted for easy comprehension. Findings of the research were stated afterwards.

5.2 Conclusion

From the study, it was discovered that even though disciplinary procedures is very important to any organization, the study reveals that implementation of an

effective disciplinary measures and procedure in the Ministry is greeted with lukewarm attitude by management of the Ministry; while the staff themselves do not attach much importance to discipline. This conclusion was drawn on the premise that Ministry of Water Resources, Kaduna has not endeavored to marshal out its disciplinary measure and procedures by identifying workers area of weakness as considered from the holistic point of view. The theoretical framework adopted in the study is known as Douglas McGregor Red Hot Stove theory X&Y, which considered the necessity to put workers on management control to achieve management goal for the organization.

In the course of the study, it could be inferred that, the major obstacle to the achievement of well disciplined staff in the Ministry is the lack of awareness of both employees and the management on the usefulness of proper work ethics and a discipline workforce, proper care is to be taken by management while preparing meaningful disciplinary procedure and measures. It must be stated emphatically that the improvement of workers for an efficient and effective productivity depends ultimately on the enlightenment and awareness of staff on proper procedures and measures on discipline.

In fact, it is most essential to invest on human capital development because of the desire for organization achievement of stated objectives which in turn would lead to the attainment of the national developmental goals and objectives.

53 Recommendations

After investigating and analyses of issues on discipline and disciplinary procedures in the Kaduna state Ministry of Water Resources, it becomes imperative at this juncture to make some recommendations to enable the Ministry improve on the current disciplinary procedures which had not impacted seriously on staff productivities.

The followings were hereby recommended:

1. That disciplinary procedures and measure implementation in the Ministry should be strictly adhered to as stated in the papers. Management should as a matter of fact avoid primordial factors while considering staff for disciplinary purposes.
2. That awareness and sensitization of staff on the relevant of proper disciplinary attitude to their output be enhanced in the Ministry.

3. That the condition of service be made more conducive for staff to serve as motivators for them to want to go for good disciplined attitude.

4. That Selection of staff into the Ministry should not be haphazardly done as discovered in the course of the research. Staff that need to be selected must be properly scrutinized to ensure their actual need and suitability for the job. This can be achieved when needs are identified. More so, appraisal system for identifying staff needs should be adopted in the Ministry. By so doing, the employees with deficiencies can be identified and remedial action taken to forestall inefficiency.

5. That if these recommendations were considered favorably, it is my belief that staff disposition to discipline will improve and enhance the willingness of staff to appreciate disciplinary measures and procedures. Thereafter increase staff output and overall attainment of the Ministry's goals, which is one of the national objectives.

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APPENDIX
QUESTIONNAIRE

Introduction:

Mataimaki Bernard A. (MPA/Admin 40689/2004-05) a Postgraduate student of the Department of Public Administration, Ahmadu Bello University Zaria, is currently carrying out a research on discipline and disciplinary procedure in an organization: A case study of Kaduna State Ministry of Water Resources.

This questionnaire is meant to test the stated hypothesis to obtain result for analysis of the research topic. Information given will solely be used for the purpose of this research and will be treated confidentially.

Please tick as appropriate the options in the questionnaire. Thank you for the anticipated cooperation.

Yours Faithfully,

MATAIMAKI BENARD A.

SECTION A.

Personal Bio-data of Respondents

Approximate age of Respondents

Years	No. of Respondents	Percentage
20-30	10	12.5%
31-40	40	50%
41-50	20	25%
51 and above	10	12.5%
Total	80	100%

Source: The Researcher 2006

Educational Qualification of Respondents

Qualification	No. of Respondents	Percentage
Primary school	20	25%
Secondary school	40	50%
Degree or HND	8	10%
OND or NCE	10	12.5%
Master Degree	2	2.5%
Ph.D	-	0%
TOTAL	**80**	**100%**

Source: The Researcher 2006

Respondents Hierarchy of Office

Value label	No. of Respondents	Percentage
Junior Staff	55	6.8.75%
Senior Staff	20	25%
Management	5	6.25%
TOTAL	**80**	**100%**

Source: The Researcher 2006

HYPOTHESIS I

Inability of heads of department to enforce disciplinary measures on erring employee is responsible for indiscipline among staff in Kaduna State Ministry of Water Resources.

Questions

1. **Do you think that the inability of head of departments to enforce discipline is encouraging indiscipline among staff?**

   a) Strongly agree ( )

   b) Agree ( )

   c) Strongly disagree ( )

   d) Disagree ( )

   e) Don't know ( )

2. Do you think that it is the manner of selective discipline adopted by heads of department that has encouraged indiscipline among staff?

   a) Strongly agree ( )

   b) Agree ( )

   c) Strongly disagree ( )

   d) Disagree ( )

   e) Don't know ( )

3. Does your head of department enforce discipline at all?

   a) Strongly agree ( )

b) Agree ( )

c) Strongly disagree ( )

d) Disagree ( )

e) Don't know ( )

4. What is your opinion on implementation of disciplinary action by your head of department?

……..

…….

…….

5. When disciplinary actions are enforced, workers do not see it as corrective measure but punitive

a) Strongly agree ( )
b) Agree ( )
c) Strongly disagree ( )
d) Disagree ( )
e) Don't know ( )

6. Would you agree to the fact that workers themselves manifest indiscipline attitude and need strict enforcement of disciplinary measure before behaving rightly?

a) Strongly agree ( )
b) Agree ( )
c) Strongly disagree ( )
d) Disagree ( )
e) Don't know ( )

Hypothesis 2

Inadequate knowledge of disciplinary procedure and measures in the organization, is therefore responsible for indiscipline among staff of Kaduna State Ministry of Water Resources.

1. Indiscipline is Rampant among staff because of the absence of disciplinary measures and procedures in the organization?

a) Strongly agree ( )
b) Agree ( )
c) Strongly disagree ( )
d) Disagree ( )
e) Don't know ( )

2. Indiscipline is common in the Ministry because of lack of motivation for staff?

a) Strongly agree ( )
b) Agree ( )
c) Strongly disagree ( )
d) Disagree ( )

e) Don’t know ( )

3. Indiscipline is common because the books/guidelines on procedures and measures on discipline are not available?

a) Strongly agree ( )
b) Agree ( )
c) Strongly disagree ( )
d) Disagree ( )
e) Don’t know ( )

4. What is your opinion on implementation of disciplinary action by your head of department?

……..

…….

…….

5. Do you think that the issue of tribe and religion influence the enforcement of disciplinary measure in the ministry?

a) Strongly agree ( )
b) Agree ( )
c) Strongly disagree ( )
d) Disagree ( )
e) Don’t know ( )

6. Do you think literacy level affects the effective dissemination of disciplinary procedures and measures in the ministry?

a) Strongly agree ( )
b) Agree ( )
c) Strongly disagree ( )
d) Disagree ( )
e) Don't know ( )

7. In spite of incentive and availability of guideline on procedures on work Ethics, workers are naturally indiscipline, lazy and indecent?

a) Strongly agree ( )
b) Agree ( )
c) Strongly disagree ( )
d) Disagree ( )
e) Don't know ( )

8. Indiscipline is as a result of wrong placement of Employee in positions different from their fields of specialisation?

a) Strongly agree ( )
b) Agree ( )
c) Strongly disagree ( )
d) Disagree ( )

e) Don’t know ( )

9. Indiscipline is promoted in the Ministry because of immoral relationship that exists between their heads of department with some junior female staff?

a) Strongly agree ( )
b) Agree ( )
c) Strongly disagree ( )
d) Disagree ( )
e) Don’t know ( )

10. Indiscipline is enhanced among the Echelon as a result of godfather from the ruling class of the day?

a) Strongly agree ( )
b) Agree ( )
c) Strongly disagree ( )
d) Disagree ( )
e) Don’t know ( )