THE EFFECT OF PERSONNEL BEHAVIOUR IN THE IMPLEMENTATION AND CONTROL OF BUDGET - PROPOSALS:

A CASE STUDY OF KWARA STATE INDUSTRIAL TRUST FUND

BY

MALIKI OLADIPO TAJUDEEN

OCTOBER, 1995.

THE EFFECT OF PERSONNEL BEHAVIOUR IN THE IMPLEMENTATION AND CONTROL OF BUDGET - PROPOSALS:

"A CASE STUDY OF KWARA STATE INDUSTRIAL TRUST FUND"

BY

MALIKI OLADIPO TAJUDEEN

MASTERS IN BUS. ADMIN. (MBA) (ABU).

A PROJECT SUBMITTED TO THE POSTGRADUATE SCHOOL IN
PARTIAL FULFILMENT OF THE REQUIREMENTS FOR
THE AWARD OF MASTER DEGREE IN BUSINESS
ADMINISTRATION (MBA)

DEPARTMENT OF BUSINESS ADMINISTRATION
FACULTY OF ADMINISTRATION
AHMADU BELLO UNIVERSITY
ZARIA.

DEDICATION

This project is dedicated to my Late affectionate father whose memory will continue to be fresh in mind always.

DECLARATION

I hereby declare that this project has been prepared by me and that it is a record of my own research work. It has not been presented by any other person in any previous application for a higher degree.

My quotations are indicated and the sources of information are specifically acknowledged by means of references.

Sign.....

MALIKI OLADIPO TAJUDEEN

OCTOBER, 1995.

CERTIFICATION

This project entitled "THE EFFECT OF PERSONNEL BEHAVIOUR IN THE IMPLE MENTATION AND CONTROL OF BUDGET-PROPOSALS: A STUDY O KWARA STATE INDUSTRIAL TRUST FUND" by MALIKI OLADIPO TAJUDEE meets the requirements of the regulations governing the award of the degree of Mas ter of Business Administration of Ahmadu Bello University, Zaria, and is approve for its contribution to knowledge.

Name and signature of Supervisor — Date

Dr. A. D. Sheidu

Name and signature of External Examiner — Date 29/8/09

Name and signature of Head of Department — Date

Name and signature of the Dean
Post-Graduate School. — Date 20/02/02

ACKNOWLEDGEMENTS

My sincere appreciation to my supervisor Mallam M.M. Mirza under whose scholarly criticisms, guidance and advice the project was made a reality.

I will like to thank the management and staff of Kwara State Industrial Trust Fund for their cooperation and assistance during my Research work.

I wouldn't forget my good Joseph (Chairman MBA Class 1994/95) who is always by my side irrespective of the situation. Also my best wishes to all members of MBA Class 1994/95 for their composure and maturity throughtout the programme.

Lastly, my special gratitude to my Chartered Secretary (Kuburat M. Bello) who did all the typing and editing with me.

ABSTRACT

This study is concerned with the investigation to identify among others:-

(i) The causes of the urge for participation in budgetary processes and whether Budget-proposals that are participatively prepared are better than the traditionally prepared ones.

(ii) The causes of failures of Budget-proposal in satisfying resource requirements by budget-proposals participants.

(iii) The relationships between employee's participation in the budgetary process and employee's performance.

To accomplish this, employees were randomly selected from the five divisions of Kwara State Industrial Trust Fund and the data collected analysed.

The study revealed that:-

(i) Imposed budgets have caused constant dissatisfaction to employees.

(ii) Most participants are ignorant of the budgetary processes and the budget is viewed as a total control document and this inhibit initiatives from employees.

(iii) Very few staff are involved in the formulation and preparation of the Budget proposals.

(iv) The urge for employees' participation in the budgetary processes seemed to be the only alternative approach to traditional budgetary approach than a total solution to its problems.

(v) The most recurring dysfunctional behaviours include the urge for participation, creation and inclusion of slacks as well as negative cohesion among employees.

The study suggests:-

(a) The use of training of employees.

(b) The study and use of organisational and employees' objectives.

(c) The use of proportionate aspects of administrative, social and personal controls to minimise employees' dysfunctional behaviour.

TABLE OF CONTENTS

		Page No
1.	Title Page.....	i
2.	Dedication.....	ii
3.	Declaration.....	iii
4.	Certification.....	iv
5.	Acknowledgement.....	v
6.	Abstract.....	vi-vii
7.	Table of Content.....	viii-ix
8.	List of Tables.....	x
CHAPTER ONE		
1.	Introduction.....	1
1.1	An overview.....	1-2
1.2	The Problem.....	3
1.3	The significance of the study.....	4
1.4	Limitations of the study.....	5
CHAPER TWO		
2.	Review of literature.....	6
2.1.	The development of the budget.....	6-7
2.2.	The budget and its purposes.....	8
2.2.1.	Definition of Budget.....	8
2.2.2.	The purposes of Budget.....	8-11
2.3	The role of participation in budgetary process.....	12
2.3.1.	The Definition of participation.....	12
2.3.2.	Participative Versus Traditional Budgets.....	12-15
2.3.3.	The right Approach and attitude to participation.....	15-16
2.4	Controlling Employees in the Organisation.....	17
2.4.1	Control within Organisations.....	17
2.4.2.	Types of Control & their purposes.....	18-19
2.4.3	Control & the organisation.....	20
2.5	Summary.....	21-22
2.6.	References.....	23
CHAPTER THREE		
3.	Research Methodology.....	24
3.1	Introduction.....	24
3.2	The Research Method and Approaches.....	24
3.2.1.	The Survey Method.....	24
3.2.2.	The Research Approach.....	24-25

CHAPTER FOUR

		Page No
4.	Data Presentation & Analysis.....	26
4.1	Introduction.....	26-27
4.2	The stages at which Dysfunctional Behaviours Manifest in the Budgetary Process.....	27-29
4.3	The Budgetary Approach and Practices for the Industrial Trust Fund.....	29-30
4.4	Participation, Performance & Control.....	31-35
4.5	The constitutional and other Budgetary requirements and their Effects on worker behaviour.....	36
4.6	Other Budgetary Requirements.....	37
4.7	Summary.....	38-39

CHAPTER FIVE

5.	Summary and Conclusion.....	40
5.1	Summary.....	40
5.2	Conclusion and Recommendation.....	41
6.0	Bibliography.....	42-43
7.0	Appendix.....	44-51

LIST OF TABLES

TABLE NO.			PAGE
i.		Questionnaire Response	27
ii.		Most recurring dysfunctional behaviours	28
iii.	(a)	Existing Budgetary Approach in the Industrial Trust Fund	29
	(b)	The Desired Budgetary Approach	30
iv.		The Control Approach in use in the Industrial Trust Fund	32
v.		Performance as base for Resource allocation	32
vi.		Views about the budget	32
vii.		Extent of slacks in the budget	34
viii.		Budget sessions and conflict resolution	34
ix.		Employee's objectives	35
x.		Employee's goals and aspirations in the Industrial Trust Fund	35

KASdM I: A LIBRARY

CHAPTER ONE

INTRODUCTION

1.1 AN OVERVIEW

Usually before and after the budget speech, there is tension as well as high hopes. The budget session in itself is not an easy one, people are impatient to know the budget. Infact, what could be termed as the "budget fever", is increasingly gripping the populace as there is continuing participation of a large number of people in the budget, budgetary process and implementation.

The people nowadays include cadres like finance, economic and management professionals, reporters, bureaucrats, policy-makers, politicians and even staffers. The budget and the budgetary process as they continue to involve such people as actors, are generating more enthusiasm in the public and even private sectors in the country.

As conglomerations of proposal and issues from different organisational participants, both public and private, are made into one document, hair is usually split and noses pointed at during the budgetary session. Inspite of the increasing complexity and diversity of these issues, they continue to find operational coverage and acceptance in the financial and budgetary systems of both governments and other private organisations. Since there is no doubt in the fact that, the use of budgets in running organisations and drawing their functional systems has come to stay, the need to study the impact of those responsible for the budget cannot be neglected. As pressure is continously being mounted for budgetary reforms, failures of divisions or units and the organisations in general are blamed on poor budgetary allocations and budgetary process. Since quite a number of purposes are served by the budget in addition to allocating the organisation's scarce current and expected resources, the need to critically examine those involved in

the budgetary process is essential. Budgetary reforms from traditional techniques to others like Planning and Performance Budgets (PPB), Programme and Performance Budgetary System (PPBS) and just of recent, the Zero Based Budgeting System (ZBBS) have been introduced. Behaviourist management practitioners criticise the traditional budgetary processes and practices, saying that, for performance to be satisfactory, the budgetary process's environment must be conducive. They argue that, this condition does not exist in an authoritative approach. Participation today, is believed by many, to be a solution to the ills of the traditional budgetary practices. Ineffectiveness, inefficiency and poor performance as well as the problem of slacks in budgets, are all assumed to be associated with lack of participation in the budgetary process. However, as long as people constitutes the major and the only rational element of the organisation; and the budget and its processes are inevitable in organisation's operations, the budget must be affected by their dysfunctional behaviours under whatever reforms and techniques, organisational performance relative to budgetary allocations and employee participation should be critically and seriously viewed particularly in the light of prevailing conditions and situations. The budget is futuristic and the future uncertain. Behaviour is not predictable with complete certainty. More so, very few employees are involved in the formulation and preparation of the budget.

At the same time, this small number lacks the necessary insights required to formulate and prepare not to talk of implementing and controlling the budgets. Little is realised from basic purpose of budget, which means resource allocation to different participants cannot be changed. Also, its processes are subject to personality influence at difference stages whether under traditional or behaviourists approach, it can be in the zero based budgeting technique or performance programme budgeting system.

1.2 THE PROBLEM

For about a decade now, Nigeria has been experiencing compounding financial problems. One of these problems is that of dwindling revenue position of both public and private sectors. As a result of this, services and other important projects of both capital and recurring nature are either totally abandoned or suspended. Ideas about new essential services and projects are shelved out for fear of their financial commitments. As foreign earnings got poorer and poorer, the external debts kept rising. Economic recovery measures were introduced under which the debts were rescheduled.

Apart from the poor revenue earnings, most of these problems are brought about by poor cost estimates. These poor cost estimates lead to high negative variations between estimated and actual costs. Fraudulent allocation or provision of funds to enable projects to be executed at inflated costs, are also made. Sparodic expenditures at the last days of the financial year have been the rule of the day. This is to enable the vote for allocated funds by the budget committee for the following year, as allocations are based on the extent of expenditures incurred.

These and other problems have been critically attributed to poorly prepared budget-estimates which in turn are blamed on participants in the budgetary cycle.

The need to study the participating employees in the budgetary cycle in Kwara State Industrial Trust Fund is therefore worthwhile.

1.3 SIGNIFICANCE OF THE STUDY

Formulation, preparation, implementation and controlling Budget-proposals is now an annual ritual in both public and private organisations. Although the techniques and the length of the budgetary cycle differ from organisation to organisation, the principles and major objectives remains the same at all times in every organisation.

Like budget, current management and administrative issues presently subjected to research findings have been highlighted. Some of the major issues include the desire for participation in the budgetary processes, inclusion of slacks, control and participants objectives, goals and aspirations have been analysed and related to the budget-proposals.

Although the focus is on the effects of personnel behaviour in implementation and control of budget-proposals of Kwara State Industrial Trust Fund, other State Governments, Federal Government, Private organisations and even individual responsible for budget of their organisations would also find this work beneficial. Whereas the constitutional aspects pointed out in chapter four indicate the budget legal base, the background, development and the reforms to budgetary approaches and techniques relate to its academic developments.

1.4 LIMITATIONS OF THE STUDY

Negative response by workers to any budgetary provisions and directives of an organisation, has mostly been associated by the behaviourists, with the workers lack of or poor participation in the budgetary processes of the organisation. The negative effects of personnel behaviour in the control of budget proposal of Kwara State Industrial Trust Fund has largely and critically been examined. Only a skeletal consideration has been given to some of the positive impacts of workers in the control of budget proposals in a participative environments. Attempts to establish the relationships amongst performance, participation in the budgetary process and the most recurring dysfunctional behaviour arsing therefrom have been tied to participants objectives, goals and aspirations.

CHAPTER TWO

2. REVIEW OF LITERATURE

2.1 THE DEVELOPMENT OF BUDGET

It is difficult to say exactly when budgeting started. It is however, an old and widely accepted practice in life. Inspite of its wide acceptance and use as one of the key elements in organisational planning and control, its development has been characterised by a lot of little separate literatures. This has been developed only through a kind of trial and error by different interested parties.

All along, the emphasis has been mostly on techniques. Both present public and business formal budgets are twentieth century innovations. As in the beginning, present formal budgets are still viewed as instruments of control giving powers to spend on different items of expenditure. As appropriations, the budget ususally gives the upper limit to which expenditures could be charged. When this limit is reached, the release of money is stopped. If the upper limit is fixed, control is achieved and this makes the organisational participants consider the budget imposed on them by the government council or the committee give the power to approve the budget.

The emphasis on control for which the budget is known has been the major reason behind associating with the budget different terms or names. Truly, the budget has a number of control measures ranging from limits, restraints, communicative to even clerical control. This control element still dominates both public and private budget making their budgeting system very similar. Criticism advanced on budgeting are mostly related to the control elements. Critics argue that, up to date, budgetary processes are based on talyorism, making participants passive members. Budgeting

and budgetary process seems to be viewed along two approaches. The traditional or tayloristic and participative approaches, an issue that is largely brought about by the emphasis on control in traditional budget. The debate on these two approaches seems to dominate the budgetary theory and even associate with performance in organisation..

2.2. THE BUDGET AND ITS PURPOSES

2.2.1 DEFINITION OF BUDGET

In a simple language, budget is a summarised financial plan for a specific future period of time. It is also defined as "A comprehensive and co-ordinated plan expressed in financial terms for all the operations and resources of an enterprise for some specific period of time in the future" 1.

From the above definitions, therefore, the major components of budget include plan, operations, resources, financial terms, specified future period, comprehensiveness and co-ordination.

2.2.2 THE PURPOSES OF BUDGET

The budget is both a financial and economic decision making tool which aims at encouraging active concern with the future operations of the organisation. Initially, the budget is viewed and used as the most important instrument of control over the officers of the organisation. To achieve this control, limitations are placed on the officers' authority to spend. Expenditures are subjected to scrutiny by the financial controller. Each item of expenditure is approved by him only if the necessary documents and attachments have been supplied. In addition to the above, the claim and the documents must be bonafide and above all, the claim has to be provided for in the budget. A sufficient balance must be available to cover the payments being sought.

From a static or fixed and imposed budget, concerned mainly with controls, the emphasis shifted to a flexible budget in the thirties. This was to accommodate some elements of environmental and business activity changes. This marked the beginning of budgetary control while allowing for some degree of flexibility in the budget itself.

Still, much of the emphasis was on control but with some allowances for flexibility in planning the organisation's resources and operations. The uncertainties from the environments, power tussle and conflicts that started affecting the smooth running of organisations led to viewing the budget and its process as a goal setting process in the organisation. The budget data started to be used in arriving at organisational financial and economic decisions such as production planning and funds requirement. It began to be used in communicating top management's style and authority to the rank and file as well as to the general administrative set up. The organisational constraints, be human or material, started to receive attention in the budget. Through its summaries and influences, the organisation's environments and operations are planned.

Other purposes served by budgets include the coordination and intergration of the diverse components of the organisation through the budgetary process. These are hardly achieved through decrees or rules of administration. The budgetary process provides a forum for bargaining the organisational resources in addition to solving or reconciling conflicts among the diverse participants of the organisation. The comparism of managerial and employee performance with the budget and its system allows for their evaluation. The budget is therefore used as a medium of influence on their actions and behaviours. Being an appropriative device, it becomes an influence distributing process and device in the organisation. This is why each section in the organisaton is expected to contribute to the organisation, at least, in equal proportion to what is allocated to it under the budget. As part and parcel of administrative control, it becomes one of the most political document through which top management's objectives and interests are introduced, imposed, and possibly achieved e.g The Kwara State Government's 1993, 1994 and 1995 budgets have been named as "Budgets of consolidation" and "Take - off budgets of the New Kwara State" respectively.

Whatever the term or purpose given to a particular budget and its system,. the important thing is that it cannot always influence a participant's action and behaviour in the desired or anticipated direction. Moreso, the turbulent nature of the organisation's environment today coupled with the unstable nature of business activities makes the organisational setting of budget difficult to consider the least human relevance. Since participant's motives, aspirations, expectations and other meanings are neglected at the time the budget is prepared, it will hardly influence their behaviour in a desired direction. The most accepted remedies namely, participation and involvement in the budgetary process cannot solve the problem of poor performance by participants of an organistaion using a particular budget. Even where the purpose of a budget provides for participation, achieving a clear sense of direction is not effective. It is essential to have a sense of purpose if a better understanding of goals and their achievement is anticipated.

The purpose which a budget can serve largely depends on those who formulate it. One will therefore commit most costly mistake if he tries to recommend any single purpose to be served by a budget for any organisation at all times. Whether a budget is drawn in a behavioural context or on pure technical expectations, its intended purpose should be harmonised with minimun clash.

Irrespective of who makes them, budgets should be plans that co-ordinates, measures,compare and communicate performance to workers. This will in turn assist in influencing his future behaviour positively.

Inspite of this, however, the general view in the theory of budget is that it is an end rather than a means to the end. It is assumed that, the budget for whatever purpose is automatically realisable and will motivate and encourage high employee performance once involved in the budgetary process. The other means of performance which are even more important than participation are either religated or totally

totally. Issues like the ability of the participant to perform, provision of infrastructures in work place, his goals, rewards expected and others are assumed to be constant and passive for performance to be satisfactory. One therefore wonders the wisdom behind the magic that led to the universal recommendation and acceptance of participation as the solution to the so called failures of Traditionally drawn budgets.

2.3. THE ROLE OF PARTICIPATION IN BUDGETARY PROCESS

2.3.1. DEFINITION OF PARTICIPATION.

French et al, in human relations XIII (1960) 3, defined participation as "a process of joint decision making by two or more parties in which the decisions have future effects on those making them".

From this definition, it is easy to extract the main features of participation. These includes:-

Process
Decision making
Involvement of people
Future effects

The process in this context refers to the budgetary process through which decisions to allocate resources are reached.

2.3.2 PARTICIPATIVE VERSUS TRADITIONAL BUDGETS.

It is important to note that early debates and infact, most of today's literature on participation, seems to have universal acceptance as a panacea to the problems of traditional budgets. The concept of participation developed in America by 1930 when imposed budgets were recognised to be causing constant dissatisfaction particularly in the business sector. Inefficient performance was then attributed to lack of participation in the budgetary process. Participation is often said to give greater concern for human developement and achievements and this is associated with better planning, budgeting and productivity. Critics of traditional budgeting argue that participation give wider human encouragement and welfare in planning of an organisation's total activities. The point to the fact that knowledge scattered among the diferent participants, if properly utilised can greatly influence the quality of the organisation's budget.

They believe that it is an indisposable techniques for handling psychological problems of employees.

It is capable of enhancing solutions to morale and other psychological problems. Its effect on productivity is almost equivocal. Most advocates of participation use the study of Coch and French I title "overcoming resistance to change" to recommend and defend the concept. In the study, coch and his colleagues experimented with four different groups of workers in a manufacturing company in America. Three of these were allowed from representatives to full participation in designing the change to be introduced. The other groups were given the change without any participation or prior knowledge. The three participating groups came up with a 14% increase in productivity. The non-participative group had a drop in their performance and 17% of them left the job within forty days. One can hardly be right by assuming that pariticipation will always result in similar ways to this study. Constraints should count.

In a similar study in Norwagian company, their findings were not identical. The performance of both participating and non participating groups were the same. The last study was based on "psuedo participation" as discovered by Chris Argyis 1. Their results should have been identical if participation is capable of influencing behaviour in the desired direction. Participation could have more impacts on psychological problems with better results on comprehension of requirements, difficulties and communication problems associated with a job than on performance or productivity. Again, Fleishman's 2 study on participation resulted the same between fully and partially participative groups.He found out that the two groups productivity were quite identical. In Morse and Remier which is rather a comparism of the traditional management approach with the behaviourist approach to a changed programme, the traditionally controlled group was found to have higher productivity than the participative group.. The overall results of the study were equivocal.

All these quoted studies seems to neglect other inputs and constraints in organisations that necessarily influence performance. In every organisation, whether business or otherwise, there are inherent tight contraints that are imposed by top management's policies, diverse human and material factors as well as past practices. It is not right to assume that participation alone without any qualification can solve the problems of inefficient performance associated with an organisation's budget. Participation can only be of importance if weighed on the strenghts of these conditons and policies. It should be viewed, and infact, it is an alternative approach in arriving at an organisation's budgets. The success of any approach, and infact, the organisation in general, largely depends on these constraints. Human impacts relative to participation in a budgetary context can be considered only as a subset of the general constraints. Whereas some of the conditions and constraints aid participation for better performance, some of these organisational setting do just the opposite e.g participating managers may be solely allowed to prepare their budgets for the budget review committee's vetting, if their submissions are rejected by it without any acceptable explanations but to resubmit more acceptable proposals, the managers will be negatively cohesive. This in turn, could lead to a psychological rejection of whatever plans and incentives by top management. Also, a psychological rejection of plans and incentives will mean that the budget will hardly operate as desired. Past performance experience and intuition in this situation are certianly not going to help and improve if at all maintained.

Whereas qualitative participation in the budgetary process can increase participant's acceptance of the budget, there is hardly any empirical evidence available to support the fact that it is always better than an authoritative formulated budget. Infact, the argument by participative advocates that inefficient performance in organisation is as a result of lack of participation in the budgetary process has little or no base at all. Acceptance does not in any way mean performance. Participation could be "psuedo" with little or no effect. Top management could even allow participation just to enable it arrive at a "phony" budget. Inspite of the equivocal position of participation with regards to performance as discovered in many of the debates on the issue, the debate is still being skewed in its favour. This may be due to the fact that discussions on participation in the budgetary process have invariably focused on the determination of budgets at a current budget level only.

ABUBAKAR TAFAWA BALEWA LIBRARY

2.3.3. THE RIGHT APPROACH AND ATTITUDE TO PARTICIPATION

The foregoing attitude is likely to be responsible for the omission of the possible consideration of these constraints. The nature of the budgetary system, past trends of budget and actual performance are hardly brought to light at the budgetary process. Most of these are hardly given any consideration. The outcome of the studies on the issue call for a serious consideration of certain conditions at the time the budgetary process is in session. Participation should come in only when there is need for it and applied proportionately. This is also essential whether there is participation or not and whether the budgetary process is restricted to the current budget level or at the general level perspective. A major reason for considering these conditions is that most managers seek to and participate in the budgetary process to ensure that their "sand bagging" and "slacks" scale through budgetary process, especially at the budget review committee. Inspite of their knowledge of slacks being additional costs to the organisation, such Managers's defence for them become fierce and more serious especially in a qualitaive participation environment. According to Williamson 1, Managers strive to achieve two goals.

These are "theirs" and the "organisation's". He went on by saying that, these goals are best achieved in a slackened environment. One of the ways they create slacks is by understating revenue and overstating costs. Dysfunctional behaviours like the desire for and creation of slacks and the need to influence the budget by all managers constitute a major cause of conflicts in the organisation. Moreover, participation itself is just a means to an end rather than an end to the problems in the budgetary process and performance in the organisation. Infact, as long as people remain the major constituents of an organisation, dysfunctional behaviours must be expected and infact, must occur. The urge for participation itself, one can rightly say, is one of these dysfunctional behaviours. This is because most of the features of the tayloristic or traditional organisations, criticised by the participative advocates are very inevitable. Order, authority, unity of command and a lot of others are a must in organisations.

2.4. CONTROLLING EMPLOYEES IN THE ORGANISATION

2.4.1 CONTROL WITHIN ORGANISATION

Control is another major element in running organisations. It has been viewed from different perspectives by different people. Whereas some consider the whole organisation as control system, others have concentrated on specific organisational operations. In budgetary and accounting or financial systems, control is manifested first, through giving power or authority to spend. This is followed by putting limitations to the amount that can be spent under each items of expendirure. Other control measures are achieved through administrative set ups in the form of job descriptions, operating manuals and other organisational rules and orders. The same and even tighter controls mesures are taken with regard to revenue accruing to the organisation. Specific persons are charged with the responsibility for the revenue collection and in most organisations, collections are daily banked in the organisation's account to avoid misappropriation and other unauthorised use of the money. A financial controller is charged with the overall responsibility for both revenue and expenditure transactions for the organisation for effective and efficient control. Whereas managers and administrators alike ensure strict adherence to laid down rules by surbordinates and other employees to achieve control, technical and engineering personnel usually concentrated on the mechanical aspect of control vis-a-vis the machine and interactions.

As an act of guiding and managing for an effective and efficient operations, control is still largely based on two major systems in organisations. The centralised control system is mainly concerned with monitoring the implementation of plans and controlling the costs of the organisation. Decentralised control system has its main functions, the creation of control positions at the division and sub-division levels. These positions are then staffed with competent controllers or the person controlling the whole organisation under whatever name. Decenralisation of control as control system has been largely in response to the participative critics of the traditional organisations

but in the hope of achieving tighter cost control and enhancing a more qualitative decision making process. It is interesting to note that the type of control system in an organisation indicates the forms and location of slacks in such organisation.

2.4.2 TYPES OF CONTROL AND THEIR PURPOSES

Administrative control is mostly used in influencing behaviour. It is used to regulate subordinate managers and other employees through formal rules and orders as well as standard organisational procedures. This type of control is indirectly specifying at all times, the organisation's objectives vis-a-vis the employee's personal objectives. When these rules and standard procedures are properly followed, organisational objectives are bound to dominate employee's personal objectives. In the government, the most used administrative control tools are the civil service rules, the financial instructions, the budget circulars from the establishment divisions of the governor's office and other associated documents that go along with them. Whereas this control clearly spell disciplinary measures to be meted to wrong doers, it offers protection at the same time to the employees. Relationships are specific among administrators and employees, and this in turn forms the structure through which decision making process is handled.

Another type of control in organisation is the social control. This though hardly recognised as important in organisations is so important that today, it contributes to performance in organisations more than the more authoritative administrative control. The controlled are never passive elements in any organisation and they have social relationship with one another in the organisation. Surbordinates expectations, aspirations, personal relationships of all members as well as their personalities and acceptance of their roles in the organisation exert important influences in running the organisation. Theories X and Y of Mc Gregor, likert's four systems, Blake and Moutons's concern for people and task, Mclelands's theories of affiliation, power and

achievement and a lot of other process theories are a recognition of the extent to which social relatonship affect control. Social controls can be exercised by individuals at all levels of an organisation over one another. Small cohesive groups in an organisation can and do regulate the performance of their members. This action in turn call the erring members of the groups to the groups norms. This is one of the most effective control means on behaviour than the use of any control procedures often used by managers. Management strategies and other organisational pressures are seen and responded to by groups only in relation to their personal characteristics, values and beliefs. Moreso, pattern of group behaviour and norms change with changes in their environment and organisational roles.

Self control is another means through which organisational objectives could be achieved. It is the internalisation of the other two types of control by an individual manager or employees in his effort to guide others to achieve objectives of the organisation. This internalisation by members of the organisation make the other types of control into personal controls over attitudes and behaviours.

It is important therefore, for both administrative and social controls to elicit and stress the personal needs for material well being, social acknowledgement, promotion of personal satisfaction and development of the individual. Members should be able to feel and recognise harmony in their needs and desires for external control to be effective.

2.4.3. CONTROL AND THE ORGANISATION

Neglecting the cyberneticians that attempted presenting the whole organisation as control systems, the three kinds of control dealt with above cannot be used independently in an organisational setting as presented. They have to be proportionately applied in a harmonised purpose within the organisation. Self and social control should be made compatible with the administrative control to be able to reward productivity increases without infringing on the social and personal needs and desires of employees beyond acceptance. Moreso, the emphasis place on means of control and their development should be shifted towards trying to understand what control is and its nature. The use of other means of control in the organisation such as delegation, recruitment policies and others are worthy of consideration for a purposive overall of an organisation.

2.5. SUMMARY

Quite a lot has been said on the issue of participation in the bugdetary process for a wider decision making and increased performance therefrom. Enormous contributions have been made by different writers, some of which have strongly suggested against the use of particiption instead of the traditional approach to budgetary process. The urge for participation in organisations could be correctly described as one of the effects personnel could make in running organisations. With its universal acceptance as a total panacea to traditional budgetary problems and poor performance, evidence seems to be suggesting that its contribution is only in generating awareness of it being an alternative approach to traditional budgetary process. Infact, it is only an alternative approach to traditional budgetary process. Personnel and organisations do not operate in a vacuum. For anyone to make any effective impacts under any approach, certain conditions have to be obtained. To perform, one has to have ability, motivation in terms of facilities, moral and financial incentives. There is the necessity for considering the inherent constriants in each organisation like scare resources, the ever changing environments, organisational and personal objectives of employees, and a clear understanding of the accounting and budgetary systems of the organisation.

Most of the features of the traditional budgetary process such as order, unity of command and direction, authority and others are a must irrespective of the budgetary appproach chosen. As an approach and not a fixed procedure, participative appraoch cannot uniformly apply to all these conditions and constriants and as such cannot be said to be better than the traditional approach. These constriants and conditions as well as the quality of participants and the participation itself determine what impacts they could make and what approach to use.

The intricacies and complexities of the organisation as a whole and the budget and its processes do not permit recommending any level of control. Just as emphasis has been put on techniques in budgeting, participation at the current budget level, the emphasis on conrrol has been on designining and developing controls on personnel behaviours in organisations. Little is mentioned about the major aspects which are trying to understand nature and purposes of control itself. Increased performance and effective control under participative approach can be realised and resistance to control minimised.This can only be possible when administrative, social and personal controls are understood and applied proportionately by both managers and employees to curtail incidences of dysfunctional behaviours in organisations.

2.6 REFERENCES

(1) Frenqen, James M., Accounting for managerial analysis. Homewood, III : Richard D. Irwin, Inc. 1973. pp. 144.

(2) Coch, L and French, J R P, Human Relations Vol. 1 No. 4 Oct. 1948 pp. 512-532

(3) C. Agyris, the impact of budget on people (New York: The controllership Foundation, 1952) pp. 25

(4) Fleishman, E. A. Attitude versus skill factors in work group productivity, Personnel Psychology, Vol. 18, No. 3, pp. 253 - 266

(5) O. E. Williamson, the Economics of Discretionary Behaviour: Managerial objectives in a Theory of the Firm (Englewood cliffs, N. J. Prentice - Hall include 1964) pp. 28 - 37.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 INTRODUCTION

In order to achieve the research's objectives, a review of the budgetary theories and the budgetary practices in Kwara State Industrial Trust Fund was carried out.

3.2 THE RESEARCH METHOD AND APPROACHES

3.2.1. THE SURVEY METHOD

In order to have a proper data integration analysis and interpretations, survey method was used. All the five divisions of the Industrial Trust Fund were surveyed and a hundred staff from each division were randomly selected and information gathered.

3.2.2. THE RESEARCH APPROACH

Three major approaches were used in the survey. These are:-

(i) **Use of Questionnaires**

Questionnaires were personally distributed to the randomly selected staff and enough time was allowed for their study and response. A total of three hundred and sixty-five (365) responded and this gives a 73% response.

CHAPTER FOUR

4.0 DATA PRESENTATION AND ANALYSIS

4.1 INTRODUCTION:

It has earlier on been pointed out in the proceeding chapter that the study aims at empirical ascertainment of among other things: the effect of personnel behaviour in the implementation and control of Budget-proposals of Kwara State Industrial Trust Fund. Specific areas covered by the research are relationship between poor participation or lack of participation in the budgetary processes and incidences of unwanted behaviours. Another area is whether participation in the budgetary process is a condition and necessary for commitment to higher performance and whether authoritative budgetary system or approach is really used in the Industrial Trust Fund. One other aim has been the determination of whether the participation and / or its absence should be associated with the unwanted behaviour of managers and workers alike, as writers seems to universally accept. And lastly, the ascertainment of the most recurring unproductive behaviour, the control systems and documents in use by the Industrial Trust Fund.

Under the survey, all the five divisions of the Industrial Trust Fund were involved. These are:- The Budget division, Treasury division, Administrative division, Economic planning division and internal revenue division.

A 73% response was acheived and this represents 365 respondents. This was made possible by the use of a simple questionnaire that provided alternative solutions to the question asked. Also proximity of the researcher to the respondents and constant follow-up has helped a lot in getting the response obtained. Details of the response is shown in the table below:-

TABLE 1

DIVISION	QUESTIONNAIRES RESPONSE NO. OF QUESTIONNAIRES DISTRIBUTED	RESPONSE RECEIVED IN NO.	%
Treasury	100	92	18.40
Revenue	100	66	13.20
Econ. Planning	100	80	16.00
Budget	100	64	12.80
Administration	100	63	12.60
TOTAL	**500**	**365**	**73%**

It can be seen that the highest response came from the treasury division where the research happens to be working. The least came from the administrative division which could easily be related to employees and management attitudes with some degree of autonomy.

4.2 THE STAGES AT WHICH DYSFUNCTIONAL BEHAVIOURS MANIFEST IN THE BUDGETARY PROCESS

One key question often asked personally and included in the questionnaire is for the respondents to mention the stages of the budgetary process and those they think exhibit the largest number of negative or unproductive behaviour.

Although almost all the stages or phases that include formulation, preparation, approval, authorisation and implementation and control were mentioned, two clear levels at which this behaviours manifest can be inferred. This is made possible from the number of answers received on the most recurring dysfunctional behaviours. Oral question and answer on poor implementation resulting in misappropriations, fruads, embezzlements and awards of inflated contracts helped in establishing these two levels. Almost every interviewee mentioned bad or poor implementation with its associated outcomes above.

. As for most recurring dysfunctional behaviours in question 42 of the attached questionnaires the result is as shown in table two (II) below.

TABLE II:

MOST RECURRING DYSFUNCTIONAL BEHAVIOURS

DIVISION	BEHAVIOURS FAVOURED					TOTAL
	DESIRE FOR PARTICI PATION	CREATION AND INCLUSION OF SLACKS	PSEUDO PARTICI PATION	PHONY BUDGET	NEGATIVE COHESION	NO
Treasury	48	33	9	-	2	92
Revenue	37	13	4	2	10	66
Econ. Plann	61	11	5	1	2	80
Budget	49	13	-	-	2	64
Admin.	37	17	5	2	2	63
TOTAL	232	87	23	5	18	365

From the above, it can be seen that desire for participation in the budgetary process by workers tops the table with 232 of the 365 respondents in its favour.

This is followed by creation and inclusion of slacks and pseudo participation with 87 and 23 respondents respectively. As earlier pointed out, two clear levels at which dysfunctional behaviours take place can be inferred from the above. These are preparation and implementation levels.

Evidence from the above table has it that desire for participation, pseudo participation and negative cohesion, are 1st, 3rd and 4th (fourth) most recurring unproductive behaviours. These are general behaviours to both levels as the urge for them thrives through the whole process. Whereas members of an organisation not allowed participation or not satisfied with the extent of their participation could team up against the system and its success from preparation to implementation, the management could also allow pseudo participation at any level it wishes. Only the creation of phony budget is related to preparation levels and this behaviours are practised by the executive arm charged with the preparation, review and approving the budget.

Unproductive and unwanted behaviours peculiar to implementation levels alone include misappropriations and embezzlement of public funds or what can be called financial mismanagement of public funds. This act can take any form ranging from frauds, forgery, misfeasance to award of highly inflated contracts and atimes shoddy or paper contracts. It is important to note that these particular behaviour characterised the nation's second republic that led to taking serious economic measures such as austerity, privatisation and commercialisation of public holdings, structural Adjustment programme (SAP) and foreign Exchange Market (FEM) the effects of which are presently being witnessed.

4.3. THE BUDGETARY APPROACH AND PRACTICES FOR THE INDUSTRIAL TRUST FUND:

As the most recurring dysfunctional behaaviours the desire for participation in the budgetary process and creation and inclusion of slacks, others are as per table II above. The case of the existing budgetary approach and what should be the approach for the Industrial Trust Fund indicates a kind of equivocal position.

Table III (a) shows the result of the research

Table III (b) shows that workers want full participation in the budgetary process

TABLE III (A)
EXISTING BUDGETARY APPROACH

EXISTING BUDGETARY APPROACH				
DIVISION	PARTICIPATIVE DEMOCRATIC	IMPOSED/ AUTHORITARIAN	COMBINATION OF BOTH	TOTAL
TREASURY	42	38	12	92
REVENUE	30	26	10	66
ECON.PLAN	32	36	12	80
BUDGET	18	44	2	64
ADMIN.	29	29	5	63
TOTAL	151	173	41	365

TABLE III (B)
THE DESIRED BUDGETARY APPROACH

DIVISION	PARTICIPATIVE	IMPOSED	COMBINATION	DEPENDS ON SITUATION	TOTAL
TREASURY	62	-	11	19	92
REVENUE	46	-	9	11	66
ECON.PLAN	52	2	16	10	80
BUDGET	27	37	-	-	64
ADMIN.	31	4	6	22	63
TOTAL	218	43	42	62	365

From table III (a), it can be seen that about 47% of the total response are of the view that the present budgetary approach in the industrial Trust Fund is imposed or authoritarian. While about 41% of them indicate that the approach is participative. On what should be the best approach however, about 60% of the respondents want a participative approach with treasury division staff ranking highest followed by Economic Planning Division. While it can comfortably be judged that the approach needed in the future is participative, the current position cannot be easily established with any degree of certainty. This is because the difference of 22 staff is far from enough a difference to judge.

4.4 PARTICIPATION, PERFORMANCE AND CONTROL

It has for long been acknowledged, that the public sector is bureaucratic, the research also seems to indicate the same view.

Almost all the respondents have agreed that the most prominent and used control system is the administrative control. This type of control uses administrative procedures and rules such as the Civil Service Rules, Financial Instruction, stores Regulations and Circulars often released by the Establishment division of the governor's office. Only 16% are of the view that personal control is used in the Industrial Trust Fund. Table IV shows the data. However, personal control is really exercised more than the 16% result by the Industrial Trust Fund.

Performance has also been highly tied to participation as almost all have shown that their performance is certainly not likely to be the same when not allowed participation. For one reason or the other, a lot of the people object to the use of performance as a criteria for funds allocation in the budget. Incompetence and poor measurements objectives are the major reasons for the objection. Many are of the view that the budget serves as a goal setting device and a control document but which could be rendered ineffective by the socially controlled groups in the Industrial Trust Fund. Also almost all have shown their dissatisfaction with the way Budget-proposal committee is set up and not satisfied with its performance. This might be the reason behind the results under Table VII showing the process inability to resolve the conflicts over resources allocation taken to the allocation table.

Out of the 365 people that responded to the questionnaire, 211 are of the view that the conflicts over resource allocation are never resolved at the budgetary sessions believed to be the best avenue for such resolution. Tables IV, V and VI are the results of the survey for control approach in use, Resource allocation criteria and what the budget should be or mean to the worker.

TABLE IV
THE CONTROL APPROACH

DIVISION	PERSONAL CONTROL	SOCIAL CONTROL	ADMINISTRATIVE CONTROL	TOTAL
TREASURY	13	20	59	92
REVENUE	10	14	42	66
ECON. PLAN	22	9	49	80
BUDGET	-	15	49	64
ADMIN.	13	21	29	63
TOTAL	58	79	228	365

TABLE V
PERFORMANCE AS BASE FOR RESOURCE ALLOCATION

DIVISION	YES	NO	TOTAL
TREASURY	53	39	92
REVENUE	29	37	66
ECON. PLAN	40	40	80
BUDGET	30	34	64
ADMIN.	20	43	63
TOTAL	172	193	365

TABLE VI
VIEWS ABOUT THE BUDGET

473245

DIVISION	SYNONYMOUS WITH CONTROL	CONTROL DOCUMENT	MOTIVATING DEVICE	GOAL SETTING	TOTAL
TREASURY	10	11	56	15	92
REVENUE	NIL	3	29	34	66
ECON. PLAN	5	28	7	40	80
BUDGET	2	42	2	18	64
ADMIN.	23	33	NIL	7	63
TOTAL	40	117	94	114	365

It is clear from this information that inspite of performance not being the base, majority of the respondents do not want it to be the resource allocation criteria. Administrative division has the largest number of advocates. This may not be unconnected with the fact that they may not have the know-how to compare costs and performance with plans. As for what the budget means to them, more than half of all those who responded from Budget Administrative divisions see the budget as a total control document. 57% of all the respondents see it as motivating device and goal setting process respectively. It is important to note that about 61% of all the respondents under the treasury division see the budget as a motivating document or device.

On the issue of creation and inclusion of slacks in divisional submissions or proposals, respondents are in total agreement that such practice obtains in the Industrial Trust Fund. When further interviewed, most of the respondents believe that the budget-proposal committee do not consider the importance and viability of project. They only consider the total amount of Naira demanded and cut approve as the case may be. This makes heads of division to give higher figures so that even when there happens to be cuts, they could have what they least require to operate without much stress. Although non of the respondents could estimate the costs and locations of such slacks in the Industrial Trust Fund's budgets, they all accept that slacks are not in the best interest of the Industrial Trust Fund. They further accept that the amount of slacks and infact the budget itself can be reduced at the budget cycle, namely formulation, preparation, authorisation and approval matures.

The results for the research is shown in table VII below:-

TABLE VII
EXTENT OF SLACKS IN THE BUDGETS

DIVISION	YES	NO	TOTAL
TREASURY	56	36	92
REVENUE	49	17	66
ECON. PLAN	55	25	80
BUDGET	44	20	64
ADMIN.	41	22	63
TOTAL	245	120	365

The results of the research on employee objectives, goals and aspirations that are to be met by the Industrial Trust Fund are shown in table IX and X respectively. Under the treasury division they see the budget as a motivating document or device.

TABLE VIII
BUDGET SESSIONS AND CONFLICT RESOLUTION

DIVISION	CONFLICTS ARE RESOLVED AT BUDGET SESSIONS	CONFLICTS ARE NOT RESOLVED AT BUDGET SESSIONS	TOTAL
TREASURY	30	62	92
REVENUE	20	46	66
ECON. PLAN	59	21	80
BUDGET	25	39	64
ADMIN.	20	43	63
TOTAL	154	211	365

TABLE IX

EMPLOYEES OBJECTIVES

DIVISION	TRAINING ADVANCE MENT	REWARD FOR PERFOR- MANCE	OTHER EMPLOYEE WELFARE	ACHIEVE MENT	TOTAL
TREASURY	52	25	-	15	92
REVENUE	41	19	6	-	66
ECON. PLAN	45	35	-	-	80
BUDGET	48	16	-	-	64
ADMIN.	37	24	2	-	63
TOTAL	223	119	8	15	365

TABLE X

EMPLOYEES GOALS AND ASPIRATIONS

DIVISION	FREEDOM FOR INITIATION OF ACTIONS AND TRAINING	MOTIVATION BY PROMOTIONS AND RECOGNI- TION	REWARD FOR PREFOR MANCE	TOTAL
TREASURY	62	21	9	92
REVENUE	50	16	-	66
ECON. PLAN	57	16	7	80
BUDGET	38	18	8	64
ADMIN.	40	17	6	63
TOTAL	247	88	30	365

4.5 THE CONSTITUTIONAL AND OTHER BUDGETARY REQUIREMENTS AND THEIR EFFECTS ON WORKERS BEHAVIOUR

Today, government budgets, budgeting and budgetary processes serve more of Political, Economic and Policy purposes than the Legal orientation and accountability associated with them at introduction. These later developments have made public budget to be viewed as having quite a number of formats as is the case with their purposes. As a result of this, different names and definitions are given to budgets today. Irrespective of the above however, public budget is still one of the most effective means through which administrative and legislative controls are established and maintained in public expenditure.

Like in other countries of the world, the 1979 Nigerian constitution which has been reviewed also provides for the creation of budgets. This, it does for both the Federal and State Governments. E.g. the same constitution, under section 75(1) requires that: "The president shall cause to be prepared and laid before each house of the National Assembly at any time in each financial year estimates of the revenue and expenditures of the Federation for the following financial year". Similarly, State Government are also required by the same constitution under section 113(1) "To cause to be prepared and laid before the House of Assembly at any time before the commencement of each financial year estimates of revenues and expenditures of the State for the next following financial year".

These section require and give freedom to the Federal and the State executives to make and translate their policies, programmes and intention for the following year into financial terms-budgets. Broader base is given to these budgets in the budget speeches usually made at the beginning of each fiscal year.

4.6 OTHER BUDGETARY REQUIREMENTS

Apart from the constitutional provisions or requirements quoted above, others are contained in instructions, circulars, rules and regulations in operations. The financial instructions, which is one of the authoritative and administrative control document in use by the Industrial Trust Fund as a financial operator in the state.

It is important to note that the Accountant General is expected to and infact does exercise General Management and Supervision of all accounting operations of government under the direction of the Director General and the Commissioner of Ministry of Finance. This is in accordance with the Public Finances (Control and Management) law chapter (108). It is also important to further note that the Financial Instructions itself if issued in accordance with section 3(2) of the same law, Accounting Officers, who are also the Finance Officers of their respective Ministries are personally required or assign appropriate officers, to perform all the finance duties listed in Financial Instructions 0204-0206. They are however personally responsible for such duties even where the duties are delegated to other officers. However, responsibility is shared as rule 0207 of the Financial Instructions provides that Officers are personally and pecuniarily responsible for the due performance of the financial duties of their offices.

4.7 SUMMARY

Budgeting and budgetary procedures are always full of behavioural, social and political dimensions that effect its technically oriented setting. Just like in other writings, it is difficult to cover all facets of the topic such as budgeting and participation by different actors in the field. It has been indicated in this chapter that workers would want full participation in the budgetary process in the Industrial Trust Fund.

The preparation of proposals are contained in chapter 5, rules 0501-0522. In this chapter, it is required that Accounting Officers, formerly the Permanent Secretaries and now called Director-Generals, were responsible for this. With the new Civil service structure introduced in 1988, the commissioners were made the Accounting Officers of their respective ministries. The Accounting officers are required by the Financial Instructions rule 0501 to prepare estimates or proposals in accordance with the hand book on Development Plans and Capital Estimates especially for Capital Estimates. Rules 0505 requires that estimates of items be prepared and submitted between the 30th June, to 1st January of the year for which the Estimates are prepared. The format for the following year is expected to be the same with the current year estimates unless otherwise changed by the call circular for the budget. This is specifically provided for the financial instruction 0513.

The ministry is expected to examine each ministry's Advance proposals officially and pass comments. Queries are taken up with the ministry concerned. Unresolved issues are then passed to the Estimated Committee. The committee considers all aspects of the budget such as its size, super scale and issues or points of principles. It then make recommendations to the Government for decision making. The Ministry of finance then notifies Accounting Officers whose Advanced proposals have been approved.

This participation has further been strongly tied to expected future performance as almost everyone indicated that his or her performance will certainly be different when allowed full participation. Employees major objectives and aspirations have been clearly indicated as those of participation, freedom for initiation of action, training and recognition, motivation and reward for performance. The overall results of the research seem to go alone using the budget as target base, pressure mounting device and technically up-held. This is not in the interest of the Industrial Trust Fund as it neglects the personnel side, the simple feedback need review setting of the budgets. Moreso, the complex and conflicting rules and regulations are reviewed day-in-day-out give no room for personal,organisational and man-machine interactions. This does not attempt to balance the three types of controls that exist in every organisation.

CHAPTER FIVE

SUMMARY AND CONCLUSION

5.1 SUMMARY

The notion of traditional versus participative approach to budgetary processes have for long continued to divide heads of organisations and their divisional or functional managers. This had led to a number of dysfunctional behaviours. A lot of the unwanted behaviours are due to the dissatisfaction in terms of the participants' resources requirements. Furthermore, the urge for participation has been found to have only generated awareness for the need of an alternative approach to the traditional approach rather than a total solution to the ills of the traditional approach. The dysfunctional acts such as the creation and inclusion of slacks, cohesiveness in an unwanted direction are more enhanced in a participative but unco-ordinated budgetary process. Just like the traditional versus participative budgetary approaches theory, the existing practices is just about equivocal. Two major levels or stages under which dysfunctional acts manifest have been established. These are the preparation and implementation levels. The largest number of these dysfunctional behaviours run across the two levels. The urge for participation is the most recurring dysfunctional behaviour featuring at all the levels of the process.

Whereas the control documents used are believed to be sufficient by many of those interviewed, administrative control, which is the most used in the Industrial Trust Fund, is often dominated by social control groups. This makes financial mismanagement inevitable in the Industrial Trust Fund.

5.2 CONCLUSION AND RECOMMENDATION

The use of budget as an important element in planning and operating organisations is inevitable. Equally, the rise in the need for participation in this process is increasingly becoming severe, important and defended by behaviourists in management cycles. At the same time, advocates of the traditional budgetary approach continue to argue in its favour pointing to its features such as unity of command, order, direction, authority and others as essential in using any approach. The belief that performance is highly affected by participation both ways in the budgetary process is very strong among the workers.

Even though the study has contributed in the ascertainment of some of the most recurring dysfunctional behaviours in the industrial Trust Fund, the levels of which they occur, the control and budgetary approaches in practice, it did not consider why the budget fail to achieve the desired and expected behaviours and results. This is not unconnected with the facts that, this kind of failure usually happens both in an authoritarian and participative environments.

Again no attempt has been made at finding the frequency of occurrence of these behaviours. Inview of the time and other constraints, it was not possible to look into the costs to the organisation, of these dysfunctional behaviours or even at identifying those conditions that best fit any of the two budgetary appraoches.

It is therefore hoped that when next the topic is considered by some one else, attempts will be made to determine the frequency of occurrence and costs to the organisations of these behaviours. Also, conditions and contraints in favour of both appraoches need to be ironed out to minimised these negative behaviours, participation being one of them. Further more, the notion of control needs refinements and understanding to avoid equating it with controls largely used as means of achieving desired human behaviours in organisations.

6.0 BIBLIOGRAPHY

1. T.S Mc Alpine The basic Arts of Budgeting
   Business Book Ltd

2. American Accounting Association, "Report of the committee on Non-Financial Measures of Effectiveness" The Accounting Review, supplement vol. 46, 1971 pp. 165-212.

3. Osuala E.C (1985) Introduction to Research Methodology
   African Ref. p. Publishers Limited
   Onitsha - Nigeria.

4. Pandy I.M (1981) Financial Management
   PP 65-130

5. Public Finances (Control and Management) Law,
   Chapter 108

6. Stedry, A, C, Budget Control and Cost Behaviour
   Prentice-hall, 1960.

7. Selwin, B & David, Budgetting and Employee Behaviour
   Journal of Business

8. H. Thell, "How to worry about increased Expenditures"
   The Accounting Review, vol. XLIV, No. 1
   (Jan. 1969) PP. 27-37.

9. Approved propsals of the kwara State Industrial Trust Fund 1990-1995

10. Unhuman organisation Havard Business Review Vol.39 No. 4 July-August, 1962 PP. 90-98.

11. Constitution of the Federal Republic of Nigeria 1979 section 75 (1), 113 (1).

12. M.Schiff and A.Y LEWIN, "Where Traditional Budgeting Fails" Financial Executive, Vol. XXXVI, No.5, PP. 51-62

13. Argyris, C. The impact of budgets on people The School of Business and Public Administration,Cornell University, 1952, pp.6

14. Becker and D.Green, Budgetings and Employee Behaviour"
    Journal of Business, vol.35, pp.392-402

15. Accounting Review Vol. XLII NO.3 (August - 1967 pp. 468-479.

16 Accounting Review
Vol XLI No.3 July, 1966 PP. 496-509

17. Michael, S and Arie, The impacts of people on Budgets. The Accounting Review Y.L. (1970). Vol- XLV No. 2 pp. 133-146.

18. Abubakar, Halidu I: (1986) Public Finance & Budgeting, Principles, practices and issues 1986 Zaria.

19. Lovis Fisher, (1975) presidential spending powers Princeton University press. P. 5-10

20. Bufffa, E.S. (1972) Operations management problems and models, 3rd Edition Wiley series in Management & Administration.

21. Grahan H.T. (1981) Human Resources Management Richard Clay (The chaucer press) Ltd. Bungay, stuffock pp. 72-81.

22. Anthony Hopwood; (1974) Accounting & Human Behaviour prentice - Hall, Inc, Engle wood Cliffs, New Jersey pp. 17-92.

Institute of Administration,
Ahmadu Bello University,
Zaria.

Date.....1995.

Dear Sir,

Attached is a questionnaire which is intended to help me write my project on the effect of personnel behaviour in the implemention and control of Budget-proposals.

Please tick/fill up the spaces provided in the questionnaire. Where the space is not sufficient attach any information you consider relevant on a separate paper.

Please note that the information would strictly be confidential and utilized for academic purpose only.

Yours early response would be highly appreciated, please.

(MALIKI O. TAJUDEEN).

SECTION A BIO DATA

Please Tick where appropriate

1. **DIVISION OR UNIT WORKING**
   - Teasury Division ☐
   - Economic Planning ☐
   - Budget Division ☐
   - Administration Division ☐
   - Revenue ☐

2. **AGE**:.....

3. **Marital Status:**
   - Married ☐
   - Single ☐

4. **No of children:** .....

5. **Qualifications:** .....
   - Primary ☐
   - Secondary ☐
   - 1st Degree ☐
   - 2nd Degree ☐

6. **Rank:** .....

7. **Length of work with the establishment**
   - Below 2 yrs ☐
   - 2 to 5 yrs ☐
   - 5 to 9 yrs. ☐
   - 10 and above ☐

8. **Working life experience**
   - 1-5 yrs ☐
   - 6-10 yrs ☐
   - 11-15 yrs ☐
   - 16-20 yrs ☐
   - 20 yrs and above ☐
   - Others.....please state unit

9. **Which personal goals and aspirations do you have in the work place?**

(a) Freedom for initiation of actions and Training ☐
(b) Motivation by promotion and recognition ☐
(c) Rewards for achievements and performance ☐
(d) Increased earnings and protection on the job. ☐

10. **What work do you do?**

(a) Accounting & Finance ☐
(b) Budgetary in nature ☐
(c) Administration ☐
(d) Clerical ☐

11. **Which personal objectives of employees do you think the Establishment should satisfy most?**

(a) Training & Advancement ☐
(b) Reward for high performance ☐
(c) Employee welfare ☐
(d) Achievement and actualisation ☐

12. **Why do you think people join the Establishment?**

(a) To earn a living only ☐
(b) They have the knowledge required by the Establishment ☐
(c) They have no alternative place ☐
(d) In the Establishment by chance ☐

13. **What do you think are the main reasons that makes employees leave the Establishment to other organisations?**

(a) Frustration ☐
(b) Low concern for employee welfare and achievement ☐
(c) Poor condition of service ☐
(d) Cannot perform ☐

14. **IN WHAT % DO YOU THINK WORKERS LEAVE THE ESTABLISHMENT?**

Below 10% ☐

10 - 20% ☐

20% and above ☐

15. **HOW DO YOU KNOW ABOUT THE ANNUAL BUDGET PROPOSALS?**

(a) Budgetary process participations ☐

(b) Circulars ☐

(c) Broadcast ☐

(d) Others..... *state please*

16. **HAVE YOU EVER PARTICIPATED IN THE BUDGETARY PROCESS?**

(a) Yes ☐

(b) No ☐

17. **WHAT IS THE EXTENT OF YOUR PARTICIPATION IN THE BUDGET?**

(a) Formulation ☐

(b) Preparation ☐

(c) Implementation ☐

(d) All of the above ☐

18. **ARE YOU SATISFIED WITH THE EXTENT OF YOUR INVOLVEMENT IN MAKING THE BUDGET:**

(a) Yes ☐

(b) No ☐

19. **HOW WOULD YOU LIKE YOUR ESTABLISHMENT'S BUDGET PREPARED?**

(a) I want full participation ☐

(b) I want it prepared by some one ☐

(c) I cannot say ☐

20. **HOW ARE DECISIONS MADE IN BUDGETARY-PROPOSALS PROCESS & IMPLEMENTATION?**

(a) Through budget committee ☐
(b) Through Discussions ☐
(c) Through observations of trends ☐
(d) Through use of past data only ☐
(e) All of the above ☐

21. **DO YOU AGREE AND ARE YOU SATISFIED WITH THE WAY YOUR ESTABLISHMENT'S BUDGET COMMITTEE RESPONSIBLE FOR DRAWING THE ESTABLISHMENT'S BUDGET IS FORMED?**

(a) I agreed & Satisfied ☐
(b) Strongly agreed & satisfied ☐
(c) I don't agree and not satisfied ☐
(d) Less concern ☐

22. **IN YOUR OPINION IS THE INVOLVEMENT OF ALL HEADS OF UNITS AND DIVISIONS IN THE BUDGETARY PROCESS ENOUGH?**

(a) It is enough ☐
(b) Not enough ☐
(c) Not even necessary ☐

23. **THE BUDGET-PROPOSAL REVIEW COMMITTEE STUDIES, ANALYSES AND APPROVES ESTABLISHMENT ANNUAL BUDGETS. WHAT CAN YOU SAY ABOUT ITS PERFORMANCE?**

(a) Satisfactory ☐
(b) Average ☐
(c) Below average & Not satisfactory ☐

24. **HAVE YOU EVER APPEARED BEFORE THE BUDGET-PROPOSAL REVIEW COMMITTEE FOR BUDGET DEFENCE?**

(a) Yes ☐
(b) Never ☐

25. **IN YOUR VIEW, ARE YOU ALLOWED OBJECTIVE AND ENOUGH INVOLVEMENT FOR DEFENDING YOUR SUBMISSION?**

(a) Yes ☐
(b) No ☐

26. **WILL YOUR PERFORMANCE BE THE SAME WITH YOUR PERFORMANCE WHEN NOT ALLOWED INVOLVEMENT IN MAKING THE BUDGET?**

(a) Yes

(b) No ☐

☐

27. **THE MAIN TOOLS, DOCUMENTS AND EQUIPMENTS USED IN THE PREPARATION AND IMPLEMENTATION OF THE ANNUAL BUDGET-PROPOSALS ARE:**

1. Past budgets ☐
2. Call circulars ☐
3. Books of Accounts, Circulars, Past budgets ☐
4. The rules and Regulations ☐
5. Government guidelines and all of the above ☐

28. **IS IT TRUE THAT PAST BUDGET INFLUENCE THE PREPARATION OF THE CURRENT BUDGETS OF THE ESTABLISHMENT?**

(a) Yes ☐

(b) No ☐

29. **DO YOU AGREE THAT THE PARTICIPANTS IN BUDGETARY PROCESS ARE INFLUENCED BY OTHERS OUTSIDE THE PROCESS?**

(a) Yes ☐

(b) No ☐

30. **WHICH CATEGORY OF PEOPLE INFLUNCES THE BUDGET AND PEOPLE MAKING IT?**

(a) Those to implement the budget ☐

(b) Associate of the participants ☐

(c) Policy makers and other professionals in the establishment ☐

(d) Government programmes and all the above ☐

31. **FROM YOUR EXPERIENCE, DO YOU BELIEVE THAT THE CONFLICTS OVER RESOURCES ALLOCATION BETWEEN DIVISIONS, ARE RESOLVED DURING THE PROCESS OF PREPARING THE BUDGET?**

(a) Yes ☐

(b) No ☐

32. **DO YOU BELIEVE THAT HEADS OF DIVISIONS SUBMIT PROPOSALS MUCH HIGHER THAN THEY NEED FOR THEIR UNITS?**

(a) Yes ☐
(b) No ☐

33. **DO YOU AGREE THAT THE BUDGET INFLUENCES THE WORKER'S SENSE OF COMMITMENT TO HIGHER PERFORMANCE AND VICE VERSA?**

(a) Yes ☐
(b) No ☐

34. **WHAT DOES A DECREASE IN THE BUDGET OF YOUR ESTABLISHMENT/UNIT MEANS TO YOU?**

(a) Less work to do ☐
(b) Shows less money ☐
(c) The unit deemed inefficient or less important ☐

35. **DO YOU BELIEVE IN THE USE OF PERFORMANCE AS A CRITERIA FOR ALLOCATING FUNDS IN THE BUDGET-PROPOSALS OF YOUR ESTABLISHMENT?**

(a) Yes ☐
(b) No ☐

36. **FROM YOUR EXPERIENCE, THE BUDGET SHOULD BE**

(a) Synonymous with control ☐
(b) A control document to prevent excess expenditure ☐
(c) A motivating device for higher performance ☐
(d) A goal setting device ☐

37. **CONTROL IS NECESSARY IN EVERY ORGANISATION, WHICH TYPE OF CONTROL IS MOST PROMINENT AND USED IN YOUR ESTABLISHMENT?**

(a) Personal Control ☐
(b) Social Control ☐
(c) Administrative Control ☐

38. **DO YOU ALSO ACCEPT THAT CERTAIN GROUPS OF WORKERS CAN MAKE THESE CONTROLS SUCCEED OR FAIL?**

(a) Yes ☐
(b) No ☐

39. **IT IS ESSENTIAL FOR AN OFFICER TO USE A COMBINATION OF THESE CONTROLS IN DOING HIS WORK IN THE ESTABLISHMENT?**

(a) Yes ☐
(b) No ☐

40. **WHICH BUDGETARY APPRAOCH IS PRACTISED BY THE ESTABLISHMENT?**

(a) Participative/democratic ☐
(b) Imposed/Authoritarian ☐
(c) Combination of the above ☐

41. **WHICH OF THESE APPROACHES DO YOU THINK IS THE BEST FOR THE ESTABLISHMENT?**

(a) Participative ☐
(b) Imposed ☐
(c) Combination of the two ☐
(d) Depends on the circumstance prevailing ☐

42. **THE MOST RECURRING DYSFUNCTIONAL BEHAVIOUR IN THE BUDGETARY PROCESS IS:-**

(a) Desire for participation ☐
(b) Creation and inclusion of slacks ☐
(c) "Pseudo" participation ☐
(d) Creation of "phony budgets" ☐
(e) Negative cohesiveness by participant ☐