

Ex-Raying the Nexus Between Public Administration and Human Resource Management in Nigerian Public Sector Organizations

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Abstract

The study is focused to examine the nexus between Public Administration and Human Resource Management in public sector organization. Public administration as a field of study and practice essentially focused on the direction and utilization of both human and material resources. These characteristics has placed Public Administration a veritable instrument for efficient and effective Human resource management making it more influential in their day-to-day activities. Hence, this study examines how Public Administration, influence the effectiveness and efficiency of Human Resource Management practices in public sector organizations, ascertain the symbiotic relationship between Public Administration and Human Resource Management and to identify challenges in aligning Human Resource Management practices with the principles of Public Administration. The study has theoretical, empirical and practical significance. The study adopted Weber's Bureaucratic Theory and Scientific Management Theory. The study used content analysis. The study found that Public Administration has influence on the efficient and effectiveness of Human Resource Management practices in public sector organizations, it also found that there is significant nexus between Public Administration and Human Resource Management and in addition there are identify challenges face in aligning Human Resource Management practices with the principles of Public Administration. The researcher therefore recommended that public sector institutions should prioritize the integration of relevant theoretical frameworks, such as Weber's bureaucratic theory and Frederick Taylor's Scientific Management Theory into their HRM policy development and implementation processes, it is recommended that continuous training and development programs be established for HR professionals.

Keywords: Public Administration, Human Resource Management, Relationship, Challenges, Impact, Organization, Management.

1.0 Introduction

Public organizational efficiency plays a pivotal role in shaping the functioning and well-being of an entire society. At its core, it refers to the ability of public organizations, such as government agencies and institutions, to utilize resources effectively and achieve their objectives in a timely and cost-effective manner (Box, 2020). Importantly, the efficiency of public organizations is a key determinant of the effectiveness of governance. When these entities operate efficiently, they can allocate resources judiciously, streamline processes, and respond promptly to the needs of the public. This, in turn, fosters an environment where citizens experience improved services, reduced bureaucratic hurdles, and an overall sense of trust in the institutions that govern them (Bouckaert, 2018).

Notably, Public Administration and Human Resource Management (Human Resource Management) are two integral parts and fundamental pillars that enhance and support the efficient and effective performance of public sector institutions. While Public Administration light on the implementation of government policies, the utilization of public resources, and the supervision of administrative operations, Human Resource Management is focused on the recruitment, development, and management of the workforce that operate these operations. The alignment of these two disciplines is imperative, as the capacity and measure of public administration to deliver its mandate largely depends significantly on how effective human resources are utilized. This symbiotic relationship placed Public Administration as a vital instrument for effective and efficient Human Resource Management, particularly within the public organization, where difficult task of governance, accountability, and service delivery required a well-managed and motivated workforce. Furthermore, early Human Resource Management practices were focused on improving worker productivity and maintaining control within industrial settings. The work of Frederick Taylor and his theory of Scientific Management, which emphasized efficiency and productivity, heavily influenced the early development of HRM. Taylor's focus on "the best way" to perform tasks and manage workers set the stage for the development of HRM as a distinct function within organizations.

In addition, with the dynamism trends and development of industry in the competitive environment of open market, human resource management becomes a significant variable for the efficient and effective growth of any organization. Thus; Manpower planning was the very first concept used in ancient eras with the passage of the trends changes and the concept of manpower planning developed and become "Personnel Management". Currently personnel management is now known as Human resource management.

Some of the key factors or significant variables postulated by the American writers Terrey and Franklin (1996) 6 "M" of management, viz. Men and women, material, money, market and method. Among these, men and women the only living being do the effective coordination and utilization of these human and non-human resources. Managing human resource is a complex process. As asserted by Harzing and Ruysseveldt "A better way to understand the philosophy of human resource management demands a thorough understanding about the evolution of the concept itself from the ancestral concept personnel management". Becker and Huselid (1998) pointed out the most significant value that is generated in the result of Human Recourse function by focusing primarily on delivery of HR practices like staffing, development, compensation, labor relations, etc. which is based on professional and often research-based principles. These practices are important, and research indicates that when they are done well they add tangible value to the organization.

Public Administration in other hand furnish the structural and procedural principle upon which Human Resource Management operates. This comprise of establishing the legal and regulatory environment that governs employment in the public sector, provides standards for recruitment and promotion, and ensuring that Human Resource Management practices are in alignment with public service values and ethics which encompasses fairness, meritocracy, transparency and accountability. Through its diverse and significant input/functions, Public Administration ensures that Human Resource Management practices impart to the efficiency, effectiveness, and responsiveness of public sector organizations.

Consequently, the nexus between the two discipline is particularly identified in the area of public sector reform. The New Public Management (NPM) movement, which began in the late 20th century, is a core example of how the dynamism in public administration significantly influence human resource management practices. The NPM advocates for the adoption of private sector management practices in the public organization, underlining performance management, accountability, and customer service (Hood, 1991). This shift has led to significant improvement in human resource management, including a greater emphasis on performance-based management, decentralization of human resource functions, and the development of more hitch-free employment practices. Public administration and human resource management as a field of studies and practice are two sides of the same coins. This is because both disciplines shared the same parenthood called management.

In a nutshell, both fields share a common foundation in administrative theory. Max Weber's bureaucratic theory, which influenced Public Administration, also provided a framework for understanding organizational structure and management practices, which are central to HRM.

For clarity, Henry (1992) asserted that public administration is a field with two parent's "political sciences and management science". In a more pronounce manner public administration could be said to have a parent and foster parent that is the mother discipline is political science while its foster parent is management science. However, Management as a foster parent of Public Administration has impacted in many positive ways to the upbringing and development of Public Administration. Hence Public Administration has grown to become a fundamental and inevitable part of Management Science.

One of the relative discombobulations that strikes every scholar being introduced to the vast field of administrative theory is the seeming relationship between the concepts of administration and management. A lot of research seems to portray both concepts in the same light. It has become common to use administration and management vice-versa. Both public administration and human resources management are both area of specialization in management sciences. They are interconnected and used interchangeably as personnel management in the context of Public Administration.

The administrators understand the organization in macro or strategic terms" in formulates phrase, and often possess the ability to coordinate or relate organization variables to achieve desired over all goals. on the other hand, the manager implements policies formulated by the administration. This triggered with the question of efficiency and effectiveness between administrators and managers. Thus, no matter the dynamic of what is being discussed whether it is administrative or management theory: it invariables bills down to the same thing i.e the proper structuring of organization in its capacity to function effectively Adamolekun (2002).

Thus, administration exist whenever people co-operate to achieve the goals of their groups and such achievements require planning, organization, command, co-operation, and control. It involves the mobilizing, deployment and direction of both human and material resources to accomplish or achieve the identified objectives and management of human resource becomes inevitable in an organization.

1.1 Statement of Problem

Despite the essential and inevitable role of Human Resource Management (HRM) in enhancing efficient and effective public sector organizations, there remains a significant loophole in the integration of human resource management practices within the broader principle and framework of Public Administration. This divorce often leads to suboptimal human resource management practices that neglect the unique needs and challenges of public sector organizations. Based on this, many government agencies struggle with issues such as lack of adequate workforce, planning, poor remuneration, and inefficient and ineffective talent management, all of which hinder their ability to deliver high-quality public services.

A major challenge is that traditional human resource practices in the public sector are often bureaucratic, inflexible, and slow to adapt to changing organizational needs. For instance, the recruitment and selection processes in many public organizations are often lengthy and difficult, leading to slow process and delays in filling critical positions. This inefficiency not only impacts organizational performance but also undermine or reduce the public's trust in government functions. In addition, performance management systems in the public organization consistently lack the flexibility required to reward high performers or tackle underperformance effectively. This adaptability challenges can lead to unmotivated workforce, further increasing the challenges faced by public sector institutions in Nigeria.

A pertinent reference of the problem can be trace to the Nigeria's civil service, where workforce planning and recruitment practices have been found for being outdated and inefficient. As rightly notice by Adegoye (2006), the Nigerian civil service still undergo challenge from an "over-bureaucratized and centralized" recruitment process that hinder and obstruct the timely filling of vacancies. This inefficiency often results to unsuitable and mismatch between the skills of new recruits and the actual needs of the organization, ultimately affecting the quality service delivery. Adegoye opined that to overcome these challenges, there is a need for a more decentralized and merit-based approach to recruitment that aligns with the principles of Public Administration.

Similarly, in the United States, the federal hiring process has been criticized for its complexity and length, which often results in the loss of top talent to the private sector. As Ingraham (1995) points out, the federal government's recruitment process is "rigid and procedurally impel," making it complicated to attract and retain skilled experts or professionals who are essential for effective public administration. Ingraham insinuated that a more flexible and responsive HRM system is needed to meet the dynamic demands of modern public administration.

Another example of the problem is the performance management systems in public sector organizations, which are often criticized for being ineffective and demotivating. For instance, in India, the performance appraisal system in government agencies has been described as "ritualistic and unproductive" by Bhattacharya (2006). The system tends to focus more on fulfilling bureaucratic prerequisite rather than genuinely assessing and improving employee performance. Bhattacharya claims that this approach neglect to incentivize high performance or address underperformance,

leading to a lack of motivation among employees and ultimately affecting the quality of public services.

Furthermore, in the UK, the performance management system in the National Health Service (NHS) has been argued for being too focused on process rather than outcomes. As Bevan and Hood (2006) observe, the NHS's performance management approach often emphasizes meeting targets rather than improving patient care, leading to "perverse incentives" where employees focus on meeting the metrics rather than delivering quality services. This misalignment between performance management practices and organizational goals underscores the need for a more outcome-oriented approach to HRM in the public sector.

It is on the basis of this identified problem that this study seek to investigate the nexus between public administration and human resource management in the public sectors.

1.2 Research Questions

- i. How does Public Administration influence the effectiveness of Human Resource Management practices in public sector organizations?
- ii. What is the nexus between Public Administration and Human Resource Management?
- iii. What are the challenges that public sector organizations face in aligning Human Resource Management practices with the principles of Public Administration and how can these challenges be mitigated?

1.3 Objectives of the Study

- i. To examine how Public Administration, influence the effectiveness of Human Resource Management practices in public sector organizations.
- ii. To ascertain the symbiotic relationship between Public Administration and Human Resource Management.
- iii. To identify challenges that public sector organizations face in aligning Human Resource Management practices with the principles of Public Administration.

1.4 Significance of the Study

The empirical significance of this study lies in its ability to provide concrete data and insights into how Public Administration principles influence human resource management practices in the public sector. The Findings from this study can serve as benchmarks for assessing human resource practices in public sector organizations. In addition, identifying successful strategies and common pitfalls, the study can guide public administrators in improving human resource systems based on empirical evidence.

Theoretically, the study is rooted in its contribution to the understanding of the nexus between Public Administration and Human Resource Management through various theoretical lenses. It helps to expand and refine existing theoretical frameworks by integrating concepts from both fields and applying them to contemporary issues. By examining how Public Administration principles impact HRM practices, the study contributes to the development and refinement of theoretical models in both fields.

Practically, the practical significance of the study lies in its strength to offer actionable recommendations for public sector organizations seeking to enhance their Human Resource Management practices in alignment with Public Administration principles. It provides practical insights that can be directly applied to improve public sector management.

2.0 LITERATURE REVIEWS AND THEORETICAL FRAMEWORK

2.1 Concept of Human Resource Management

The concept “human resource management” (HRM) has been popularly been in existence for about some years. Prior to this period, the field was universally recognized as “personnel administration”. Human resource management has changed in name various times throughout history. This transformation process was mainly due to the change in social and economic activities throughout history. Industrial welfare was the first form of human resource management. Personnel administration, which came into existence as a clearly defined field of the study by the 1920s, was largely focused on the technical mode of hiring, evaluating, training, and compensating employees and was very much of “staff” function in most organizational settings.

Personnel administration was conceived as a way and manner by which the people and organizations are bound together in such a way that both of them are able to accomplished their set objectives. More so, as government responsibilities expanded throughout the 20th century, the need for effective personnel management within the public sector became more pronounced. This led to the development of Public Sector Human Resource Management as a specialized area within Public Administration. Public sector HRM focuses on recruitment, training, and maintaining the workforce within government organizations, emphasizing meritocracy, accountability, and public service ethics. In contemporary times, the two fields have increasingly converged. HRM practices in the public sector are heavily influenced by principles of Public Administration, such as transparency, equity, and the public interest. Conversely, Public Administration has adopted HRM strategies to enhance organizational efficiency, workforce development, and performance management.

According to Flippo, “Human resource management is the planning, organizing, directing and controlling of the procurement, development, compensation, integration, maintenance and reproduction of human resources to the end that individual, organizational and societal objectives are accomplished.”. This definition shows that that human resource management is that essential part of management concern with the planning, organizing, directing and controlling the daily personnel functions of an organization. The rationale of these functions is to contribute to the accomplishment or achievement of basic organizational, divisional and societal goals.

According to Institute of Personnel Management (U.K.): “Personnel Management is an integral but distinctive part of management concerned with people at work and their relationships within the enterprise. It intends to bring together into an effective organization the men and women who personnel the enterprise enabling each to make his/her best contributions to its success, both as a member of a working group and as an individual.

Critically, the origin of human resource management can be traced back to the early 20th century, with the increasing demands of scientific management and the work of pioneers such as Frederick Taylor and Henri Fayol. These early approaches emphasized that efficiency, standardization, and the

rational organization of work, laying the foundation for modern human resource management practice. The human relations movement, developed by scholars like Elton Mayo and Abraham Maslow, further expand the scope of human resource management by identifying the significance of psychological and social factors in employee incentives and output.

In the modern conception, human resource management is conceived as a strategic partner in organizational success. This perspective is rooted in the resource-based view of the firm, which posed that human resources are a key source of competitive advantage. As such, human resource management is concerned not only with managing people but also with developing and leveraging human capital to achieve organizational goal and objectives (Barney & Wright, 1998). In a related terms Armstrong (2020), sees human resource management as “the strategic approach to the effective management of people in an organization, such that they help the business gain a competitive advantage.” This definition affirms to the multidimensional role of human resource management in both managing employee relations and contributing to the organization’s strategic goals.

Storey (1995) provides a more concise definition, asserting that human resource management is “a distinctive approach to employment management which seeks to achieve competitive advantage through the strategic deployment of a highly committed and capable workforce, using an integrated strategy of cultural, structural, and personnel techniques.” This definition emphasized the strategic nature of human resource management and its it significant contributions in promoting employee commitment and capability.

From these definitions, it is clear that human resource management is a universal concept that combine both the management of individual employees and the strategic alignment of human resources with organizational goals. This multi-dimensional focus on people and strategy is what dichotomize human resource management from traditional personnel management. To fully understand the complexity of human resource management, it is important to break down its key components:

a. Recruitment and Selection:

Recruitment is conceived as the process of selecting the right person, in the right position and at the right time. Recruitment is a necessary exercise, not just for the human resource management team but also for line managers who are increasingly involved in the selection process. All personnel involved in recruitment activities should be well equipped with the appropriate knowledge and skills (CIPD, 2014). Importantly, the great deal of consideration and resources is required to attract, hire, and retain an experienced, committed, and well-motivated personnel. This is perhaps one of the most basic human resource functions. There are several essentials to this task, such as developing a job description, advertising the job postings, screening applicants, conducting interviews, making offers, and negotiating salaries and benefits. Corporations that value their people put a serious amount of investment in recruiting and staffing services.

Conversely, as the right set of skilled and talented employees can not only raise the organizational profile but also help it accomplish profitability and keep it running effectively, efficiently and productively. Beyond this, Recruitment and selection are the pillar of human resource management activities that involve identifying organizational staffing needs, attracting qualified candidates, and selecting the most suitable individuals for employment. These processes are sin-qua-non for ensuring

that the organization has the right talent to accomplish its set goals and objectives. As Bratton and Gold (2017) observed that effective recruitment and selection practices are critical for building a high-performing workforce in an organization.

b. Training and Development: Training and development are the inevitable tools that enhance employee capacity, skills, talent, knowledge, and competencies. This align with the facts that human resource management is primarily responsible for designing, formulating and implementing training programs that align with organizational goals and enhance employee career development. Noe (2017), emphasized that consistent learning and development are key access to maintaining a competitive workforce in a rapidly dynamic business environment. The human resource management department is responsible for providing on-the-job as well as refresher training for all employees who were newly hired and for the existing. This one of the most crucial task and inadequate training opportunities only increases frustration levels among employees in the organization. Hence, training systems must be designed, organize and streamlined across all areas in order to allow communication and sharing of resources a convenient task.

Measurement and monitoring are another critical aspect of training in order to foster adoption of employees' new skills and talents. Training and development are functions of human resource management concerned with organizational activity aimed at developing the performance of individuals and groups in organizational settings. This has been known by several names, including "human resource development (HR development)" and "L&D".

c. Performance Management/Appraisal: Performance management deals with the continuous process of evaluating and improving employee performance to ensure that individual contributions align with organizational set goals and objectives. This process encompasses setting performance standards, providing feedback, and regular conducting of performance appraisals. Armstrong (2020) emphasizes that effective performance management is vital for motivating employees and enhancing organizational productivity. Performance appraisal (or performance review) is a process for individual employees and those concerned with their performance, typically line managers, to engage in a dialogue about their performance and development and the required support needed in their role. It is used to both assess recent performance and focus on future objectives, opportunities, and resources needed (CIPD, 2014). The performance appraisal can be seen as a review, evaluation and discussion of an employee's performance of assigned tasks and responsibilities in the organization.

d. Compensation and Benefits: Compensation and benefits are two key components of human resource management that involve planning and administering reward systems that attract, retain, and motivate employees. This includes setting pay structures, proposing benefits, and managing incentives. As Milkovich, Newman, and Gerhart (2019) view, a well-designed compensation system is essential for achieving employee satisfaction and organizational success.

e. Employee Relations: Employee relations encompass the management of interconnection between employers and employees, including handling organizational disputes, negotiating with unions, and ensuring compliance with labor laws and policies. Effective employee relations practices enhance a positive work environment and reduces conflicts that could disrupt organizational operations. According to Kaufman (2018), strong employee relations are essential for fostering a culture of trust and collaboration.

2.2 Concept of Public Administration

According to Ordway Tead “Administration is a variety of component elements which, together in action, produce the result of a defined task done. Administration, primarily, is the direction of people in association to achieve some goal temporarily shared. It is the inclusively process of integrating human efforts so that a desired result is obtained.” He further adds, “Administration is the central power house of the motivational impulsion and spirit which makes the institution drive to fulfill its purpose.”

To Marx defined “Administration is a determined action taken in pursuit of a conscious purpose. It is the systematic ordering of affairs and the calculated use of resources aimed at making those things happen which one wants to happen and foretelling to the contrary.” The above definitions make it clear that administration has two essential elements that is, a collective effort and a common purpose. Thus, administration means a cooperative effort of a group of people in pursuit of a common objective. Administration is a universal process and occurs in diverse institutional settings. Based on its institutional setting, administration is divided in public administration and private administration. The former refers to the administration which operates in a governmental setting, while the latter refers to the administration which operates in a non-governmental setting, that is, business enterprises.

James McCanny conceptualized “Administration is the organization and use of men and materials to accomplish a purpose. It is the specialized vocation of managers who have the needed skills of organizing and directing men and material resources just as an engineer acquire the needed skill of building structures or a doctor has the needed skill of understanding the human ailments or pains.” The rudiment of administration is said to commence when two or more persons collectively agree to achieve a specific result involving the use of human and material resources.

In a nutshell, Public Administration refers to the planning, direction, organization and management of public or government policies and programs, and the behavior of public institutions. This involves both the implementation of government policies and the effective and efficient utilization of public resources to accomplish the public goals. Woodrow Wilson (1887), in his perception, viewed it as the "detailed and systematic execution of public law." This conception highlights public administration focus on operational efficiency in discharging public services through a well structure or established processes and institutions. Wilson advocated for a clear dichotomy between politics (policy-making) and administration (policy implementation). In his books, he opposed that the administrative function should be apolitical, focused on efficiently implementing policies set by elected officials. This view was further strengthened by Goodnow (1900), who stress that Public Administration should be more focus on technical, neutral implementation of policies, oppose political influence in day-to-day operations.

In a popular parlance, Public Administration can be understood as the field that bridges governance and administration, ensuring the efficient and accountable delivery of public services are achieved in a timely manner. Public Administration integrates multiple disciplines such as Political Science, Human Resource, Economics, Law, and Sociology to serve public interests. Over time, various scholars have expanded on the roles and complexities of Public Administration, making it a diverse and dynamic field of study.

Leonard D. White (1926) is another prominent figure in Public Administration. In his seminal work, *Introduction to the Study of Public Administration*, White defined Public Administration as "the management of men and materials in the accomplishment of the purposes of the state." His view underscored the managerial aspects of public administration, focusing on the efficient organization of public resources to achieve governmental goals. This definition lights up the essence of public administrators to equip himself the necessary skills and knowledge for efficient human resource management in any organization. White argued that Public Administration should focus on principles of management, including hierarchy, authority, coordination, and control. His approach highlights that of early scientific management theorists, such as **Frederick Taylor**, who stressed efficiency and productivity in both private and public institutions.

Adamalokun (1979) made significant supports to the understanding of Public Administration as an essential tool for societal and organizational growth and development. Adamalokun's work, focused on the weakness faced by public administrators in post-colonial states, where weak institutional frameworks, political instability, and resource challenges hinder effective governance. Adamalokun opposed that Public Administration in developing countries must be function, focusing on building capacity, fostering or developing human resources, and promoting good governance. He conceptualized public administration as a key driver for development, helping to address issues such as poverty, inequality, and underdevelopment. His perspective stressed that public administration in such contexts must be more than just a bureaucratic function; it should actively contribute to nation-building and societal transformation. This above explanation buttresses the importance public administration in contributing to efficient and effective human resource management.

2.3 Public Administration: A Veritable Instrument for Human Resource Management

Public sector HRM has been characterized by the creation of more flexible structures and processes, the removal of highly centralized agencies and service-wide consistency of rules and greater responsibility accorded to line managers and supervisors in the management of employees through flatter management structures and programmes of decentralization and devolution (Gardner 1993; Gardner and Palmer 1997; Shim 2001). At the job level, broader and multi-skilled jobs were introduced. There was also a greater concentration on performance and output measures. The new models of HRM in the public sector introduced the notion of human resources having the capacity to achieve performance outcomes in line with the strategic direction of the public sector organization (Gardner and Palmer 1997). With this orientation, there was an emphasis on securing and retaining staff who could achieve desired outcomes and, along with this focus, a dismantling of the internal labour market and little or no commitment to maintaining job security. The human resource system relied on performance management for workforce flexibility and productivity.

Expressively, the new system however, has been criticized for the resultant erosion of employment conditions and opportunities for career development. Large-scale downsizing and contracting out has also arguably contributed to poorer quality of service delivery. With the major changes and reforms to the public sector under NPM, there has been a dilution of some of the practices and conditions that have traditionally set the public sector apart from other organizations in the private and non-profit sectors. The consequences of adopting NPM practices and principles were argued to have meant a cutting back of employees' benefits and wages, staff reductions and changes in organizational culture and structure (Black and Upchurch 1999).

Public Administration and Human Resource Management as a field of study are inherently linked, with the former often serving as a vital instrument for the latter, particularly within public sector organizations. Public Administration, as the practice and study of managing human and material resources of government and the implementation of public policies, provides the structural and operational foundation upon which human resource management functions can efficiently and effectively operate. The integration of human resource management within Public Administration is not only inevitable for the efficient functioning of government institutions but also for the effective delivery of public services, the maintenance of meritocracy, and the fostering of accountability and transparency within the public organization.

Public Administration institute the organizational structure within which human resource management operates efficiently and smoothly. According to Max Weber's theory of bureaucracy, a key aspect of Public Administration is the creation of a clear hierarchy, standardized procedures, and defined roles and responsibilities (Weber, 1946). This bureaucratic framework is key and fundamental for human resource management functions, as it streamline the authority, responsibilities, and reporting lines that streamline human resource activities such as recruitment, training, and performance management. He argued that a well-structured bureaucracy is essential for the efficient management of public sector employees, providing the necessary rules and procedures that govern HRM practices (Weber, 1946).

In other hand, human resource management within the public organization is deeply rooted in the policies and regulations instituted by Public Administration. Government personnel and agencies are required to adhere to specific labor laws, civil service guide, and ethical standards, all of which are established, instituted, developed and implemented through the instrument and machineries of Public Administration. A prominent scholar such as Dwight Waldo have further emphasized the role of Public Administration in ensuring that human resource management practices align with broader public policy goals, including equity, justice, and the public interest (Waldo, 1948).

One of the primary objectives of Public Administration is to promote meritocracy and fairness in public sector employment. This is achieved through HRM practices that are designed to ensure that recruitment, selection, and promotion are based on merit rather than nepotism or political patronage. Public Administration provides the regulatory framework that governs these HRM practices, ensuring that they are conducted in a transparent and accountable manner. For instance, the Pendleton Civil Service Reform Act of 1883 in the United States, which was a significant milestone in the professionalization of the public service, was a product of Public Administration reforms aimed at establishing a merit-based HRM system.

Boldly speaking, Public Administration plays a pivotal role in the capacity development and training of public sector workforce. As the increasing demand on government agencies evolve, so too must the skills and competencies of the personnel in the sectors. Public Administration ensures that HRM practices include ongoing professional development, which is essential for maintaining a competent and responsive public service. Scholars such as Henry Mintzberg have highlighted the importance of developing managerial capacity within the public sector, arguing that effective Public Administration is key to ensuring that HRM contributes to the overall efficiency and effectiveness of government operations (Mintzberg, 1973).

The integration of HRM within Public Administration is also vital for promoting or upholding accountability and ethical standards in the public sector. Public Administration frameworks establish the codes of conduct, disciplinary procedures, and whistleblower protections that are essential for maintaining integrity within public service. HRM practices are aligned with these frameworks to ensure that public employees adhere to the highest standards of ethical behavior. Scholars like Frederickson and Ghere have argued that the ethical dimension of Public Administration is crucial for building public trust and ensuring that HRM practices support the values of transparency, accountability, and public service (Frederickson & Ghere, 2013).

2.4 Challenges Public Sector Faces in Aligning Human Resource Management with the Principles of Public Administration

In attempt to aligning Human Resource Management (HRM) with the principles of Public Administration in the public sector, several challenges impede or hinder the effective integration of HRM practices with the institutional principles of Public Administration. This paper highlight five significant challenges that public sector organizations face in this regard as identify and discuss below;

i. Bureaucratic Rigidity

Bureaucratic rigidity is one of the major inherent challenges in many public sector. Public Administration, particularly in traditional bureaucracies, often operates under strict rules, hierarchical structures, and standardized procedures. While these enhance consistency and accountability, they can also lead to inflexibility in human resource practices. This rigidity hindered the ability to adapt human resource practices to the changing demands of the workforce and the organization. As Caiden (1991) noted, excessive bureaucratization stifles innovation and responsiveness in human resource management, making it complicated to implement reforms that align with contemporary public administration goals.

ii. Political Interference

Political interference is another significant issue that sabotage the alignment of human resource management with Public Administration principles. In many public sector, human resource management decisions are often influenced by political considerations rather than meritocratic principles. This can lead to patronage, nepotism, and favoritism in recruitment, promotions, and other human resource management processes. Such practices not only collapse the principles of fairness and equity in public administration but also destroy the workforce and reduce overall organizational efficiency and effectiveness. According to Peters and Pierre (2004), political interference in human resource management is a persistent challenge in many countries, where appointments are often considered based on political loyalty rather than competence.

iii. Resource Constraints

Public sector organizations perpetually face significant resource constraints, such as limited budgets, insufficient staffing, and inadequate training resources. These challenges hinder effective implementation of human resource management practices that align with the methods and principles of Public Administration. For example, the inadequate resources can lead to underinvestment in

employee training and development, which is key for maintaining a competent and motivated workforce. Nigro and Nigro (2006) viewed that resource limitations are a critical barrier to effective human resource management in the public sector, as they hinder the ability of public administrators to recruit, retain, and develop talent in a manner consistent with public administration values.

iv. Resistance to Change

Persistent act of resistance to change is a pervasive issue in the accomplishment of the goals and objectives of public sector organizations, especially, where long-established traditions and practices often dominate. Public sector employees and managers may be adamant to adopting new human resource management practices that align with modern Public Administration principles, particularly if these practices are perceived as threatening their job security or altering established power dynamics. Kotter (1996) emphasizes that overcoming resistance to change is significant for successful organizational reform, including in the area of human resource management. Without addressing this resistance, efforts to align HRM with Public Administration principles are likely to face significant obstacles.

v. Lack of Professional HRM Expertise

Many public sector organizations lack the professional human resource management expertise needed to effectively integrate human resource management practices with Public Administration principles. In some cases, HRM functions are performed by individuals who have little or no formal training in public administration, leading to the implementation of outdated or inappropriate practices. This lack of expertise can result in poor workforce planning, inadequate performance management, and ineffective employee relations, all of which undermine the alignment of HRM with Public Administration values. Ulrich and Dulebohn (2015) emphasized the importance of professional HRM expertise in ensuring that HRM practices are aligned with organizational goals and principles, particularly in complex environments like the public sector.

2.5 Theoretical Frameworks

The theoretical frameworks below are indispensable for the study and practice of Public Administration as a veritable instrument for Human Resource Management. They provide the foundation for understanding the complex relationships between administrative structures, policies, and HRM practices.

Weber's Bureaucratic Theory: Max Weber's bureaucratic theory is one of the popular influential frameworks in Public Administration and human resource management. It posits that a well-defined hierarchy, formal rules and procedures, and a clear division of labor are necessary for the effective and efficient functioning of public sector. Notably, this theory provides the foundation for understanding how administrative structures enhance human resource management practices by creating a stable and predictable environment for managing human resources. Weber's emphasis on rational-legal authority emphasizes the importance of merit-based human resource management practices, which are central to maintaining fairness and accountability in public administration (Weber, 1946).

Scientific Management Theory: According to Frederick Taylor's Scientific Management Theory, though more closely related with industrial settings, has had a profound significant impact on human resource management practices in Public Administration. Taylor's focus on efficiency, task specialization, and standardization of work processes has influenced public sector HRM by promoting practices such as performance measurement, job analysis, and systematic training. Universally, this theory provides an effective framework for understanding how Public Administration can influence HRM practices to improve organizational efficiency, effectiveness and productivity (Taylor, 1911).

3.0 Methodology

This study is case study qualitative research that employs the descriptive research design. The population of the study includes public sectors in Nigeria. The various public institution and the actors responsible for implementing policies constitute the sample. The data sampling techniques is the purposive/ judgmental non probability sampling technique. Data used for this research were sourced from secondary data such as journals, books and historical documents both on the internet and libraries. Data was analyzed using content analysis technique.

4.0 Findings of the Study

Based on the objectives and the robust literature review, the findings of the study revealed that Public Administration has influence on the efficient and effectiveness of Human Resource Management practices in public sector organizations, it also found that there is nexus between Public Administration and Human Resource Management and again rigid bureaucratic and resources constraints are the major challenges faced in aligning Human Resource Management practices with the principles of Public Administration, and how can these challenges be mitigated.

5.0 Summary and Conclusion and Recommendations

5.1 Summary

This study critically and exhaustively examined the intricate nexus between Public Administration and Human Resource Management (HRM), emphasizing how Public Administration serves as a significant machinery for shaping HRM practices within the public organization. The study takes into cognizance Max Weber's bureaucratic theory and Scientific Management Theory to simplify the work. The study found that Public Administration and HRM are universal and interdependent, with Public Administration providing the necessary organizational structure and regulatory framework for HRM to function effectively. In addition, Public Administration establishes and stipulate the policies, procedures, and ethical standards that guide or govern HRM practices, ensuring that they align with the broader goals of public service, such as fairness, accountability, and transparency.

Furthermore, this study also identified hindrance that have impeded the alignment of the Public Administration and Human Resource Management such as bureaucratic rigidity, political interference, resource constraints, resistance to change, and the lack of professional HRM expertise are significant barriers to aligning HRM practices with the principles of Public Administration in the public sector.

5.2 Conclusion

The study concludes that Public Administration plays a key role in shaping and guiding human resource management practices within the public sector. Public Administration established the structural and procedural foundation upon which HRM functions are built, ensuring that they operate in such a manner that is consistent with the values and objectives of public service. Through its emphasis on meritocracy, accountability, and transparency, Public Administration ensures that HRM practices foster fairness, equity, and professionalism in the management of public sector employees. This symbiotic relationship between Public Administration and HRM is crucial for the effective functioning of government institutions and the delivery of public services. In conclusion, the alignment of Public Administration and HRM is essential for the effective management of human resources in the public sector. Consequently, by leveraging the insights provided by theoretical frameworks, public administrators can develop HRM practices that not only enhance organizational performance but also uphold the values of public service, contributing to the overall well-being of society.

5.3 Recommendations

The study recommended the following:

- i. Public sector organization should prioritize the integration of relevant theoretical frameworks, such as Weber's bureaucratic theory and Frederick Taylor's Scientific Management Theory into their HRM policy development and implementation processes. By grounding HRM practices in well-established theories, public administrators can formulate policies that are not only efficient and effective but also aligned with the core values of public administration, such as fairness, accountability, and transparency. This integration will ensure that HRM practices are better suited to the unique challenges and complexities of the public sector, ultimately leading to more motivated and high-performing workforces.
- ii. To enhance the effectiveness of HRM practices within the public sector, it is recommended that regular training and development programs be organized for HR professionals. These programs should focus on equipping HR practitioners with a deep understanding of the theoretical underpinnings of Public Administration and HRM, as well as practical skills for applying these theories in real-world settings.
- iii. Addressing these challenges requires comprehensive reforms that include enhancing HRM capacity, promoting meritocracy, investing in training and development, and fostering a culture of adaptability and continuous improvement. Only by overcoming these challenges can public sector organizations effectively integrate HRM with Public Administration principles to achieve better governance and public service delivery.

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