

Manpower Development and Utilization in Nigeria's Local Government System: A Study of Ayamelum Local Government Area, Anambra State

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Abstract

This study is on "Manpower Development and Utilization in Nigeria's Local Government System: A Study of Ayamelum Local Government Area, Anambra State". It's aimed at examining the manpower development and its utilization, whether or not the selection of staff for training are based on merit and the effectiveness of the trained manpower towards enhancing the organizational performance of Local Government System in Nigeria vis-à-vis the Ayamelum Local Government. It is a quantitative research therefore, a descriptive survey research design was adopted and four hypotheses were formulated to guide the research objectives and questions. A Likert scale structured questionnaire was used and analyzed with the simple percentage data analysis method. The hypotheses were tested using the chi-square statistical tool. Findings showed that, there is manpower development programmes in the local government council, -that selection of staff for training are not the true reflection of actual manpower training needs of the council, -that the selection of staff for training are not based on merit and -that the trained manpower are not properly placed in areas that will enhance their acquired skill. The study further recommended above all, that there is a need for the establishment of "**Manpower Utilizations Evaluation Board, MUEB**" to help checkmate the excesses of politicians as well as curb the incident of corruption in the system.

1.0 INTRODUCTION

The gains and losses of any organization is a function of the human resources that pilot the affairs of such organization. The onuses as to how an organization thrives are at their whims and caprices; they constitute the greatest assets of any organization. The supply of labour, technical and professional skills, which are germane for effective and efficient planning and implementation of development policies, programmes, projects and daily activities are their sole responsibility. Very instructively, human resource administration relates to the overall organizations planning process by which the organization tries to ensure that it has the right number of persons and the right kind of people, at the right time and at the right place performing functions, which are economically useful and which satisfy the needs of the organization and provide satisfaction to the individual involved.

More importantly, the work environment is hugely dependent on human factor. Human input is a prerequisite for proper operation and services. For instance, the office computers, plants, automated equipment, office gadgetries, electronic machines, and every other relevant facility found in a modern firm are unproductive except if human effort and direction is carefully applied.

Scholars of vast intellectual reputes such as; Ezeani (2002), Obi (2004), Onah (2007), Okoye et al (2005) have come to terms that human resources and not any other constitute the ultimate basis for the wealth of nations. Obi (2004) noted that mere good organizational structure does not by itself guarantee good performance.

Onah (2007) subscribed that, every organization needs these resources to keep afloat and functioning. An organization needs money to pay its staff and to buy essential materials or equipment for daily operations. Maximum production of services offered cannot be achieved unless the essential material resources are available. Organizations, whether public or private, are prone to jeopardy when there is no adequate human resource and manpower administration.

Consequent upon the available premise, the disturbing need arises for manpower management and development as a sine-qua-non for improved performance which ensures optimum productivity and reproduction of a near perfect society. Despite the available human capital, civil service in Nigeria has neither been properly managed nor the available human resources administered effectively and efficiently. Nwanolue (2012) opined that this ugly trend has fetched the service a bad name over the years. In most cases, staff development is neglected or overlooked entirely. This is usually due to the corruption in the service. Cases abound where funds ranging into millions and billions of naira, meant for staff development have been embezzled by individuals and groups in change, without any serious actions taken to that effect.

On the other hand, there have been situations where staff is never given the opportunity for years to undergo training at all. It is now a simple understanding that staff training in the public domain has become a matter of "face-looking" (Nwanolue, 2012).

1.1 Statement of the problem.

The local government system in Nigeria has been widely acknowledged as one tier of government that has been grossly marred by ineptitude. While some see it as a result of political interference, leadership style, corruption etc, others see it as a result of weakness, un-readiness and unwillingness of the staffers of the institution to do their job. However, in either ways these opinions are expressed, the underlying and undeniable facts are that something is fundamentally wrong with the system that has left us where we are today.

Ekpo (1989) stated that the lack of adequate emphasis on manpower development as a tool for development in Nigeria on the part of government as well as the organized private sector could not be far-fetched from the lack of understanding of both the concept and methods application of manpower development in a post-colonial Nigerian State in which the process of human resources development for national growth was distorted by colonialism with the attendant negative orientation that was injected into political leadership. Nwanolue & Iwuoha (2012) emphasized that the challenges of manpower development in Nigeria's Local Government System vis-à-vis Anambra State are myriads. These challenges according to them include;

- Colonial experience
- Leadership style
- Poor human capital planning
- Corruption.

They went further to stress that there are too many square pegs in a round holes. To them the helpless and confused structural contradictions and general malfunctioning of public businesses and institutions are mainly the reason why things are not moving smoothly in the public circle. They believed that meritocracy has been thrown overboard in the nation's public institutions. Those issues such as promotion and even recruitment and staff welfare are now done on preferential basis. Anazodo (2008) stated that there has continued to be the unlikelihood of the attainment of the purposes for which the public sectors in Nigeria were established, reasons being that some senior public servants lack professional depth and often fail to provide any chain of continuity in government over the longer term.

From the above, it could therefore be argued that there were distortions in both the concept and methods of application (i.e. utilization) of manpower development in the Nigerian Local Government System as it was oriented towards serving capitalist interest which has consequently left into the hands of self-serving political leaders. In view of the numerous weaknesses associated with the local government system, successive governments had embarked on a number of manpower development reforms to address these problems. The various reform efforts have focused on the search for a more responsive, reoriented, restructured and effective manpower development and its attendant utilization. In spite of these numerous reforms, it is sad to note that in reality the efforts have not yielded the desired result. For instance, the Nigerian local government system has often been accused of being short sighted, inefficient, incompetent, insensitive and conservative; and lack of imagination.

A comparative institutional reforms analysis conducted by Nwanolue & Iwuoha (2012) showed that the Nigeria's Local Government System has enjoyed more reforms than any other tiers of government in the history of Nigeria, yet the system is still marred by ineptitude. For instance, in the ministries, the permanent secretary who is a career professional is supposed to be the back born of the politically appointed minister and this continued even the to the local government system where we have the head of service. But in return what happens is that at the local government level most of these civil servants are illiterates whom either by any means found themselves in the system without the requisite qualifications. The pertinent question therefore becomes how well we can in the midst of these problems, better enhance and strengthen our local government system through adequate manpower utilization

1.2 Objectives of the study.

The broad objective of this research is to assess manpower development and its utilizations in Nigeria's Local Government System using Ayamelum Local Government Area as a case study. The specific objectives include;

- i) To ascertain whether the management of Ayamelum Local Government embark on manpower development.
- ii) To determine whether selection of staff for training by the management of Ayamelum Local Government is based on the training needs of the council.
- iii) To determine if selection for training is based on the merit.
- iv) To ascertain whether the staff are effectively utilized after training so as to enhance productivity.

1.3 Research Questions.

The following research questions were raised to guide the study

- i) Does the management of Ayamelum Local Government embark on staff development?
- ii) Were the selections of staff for training by the management of the Local Government based on

- training needs of the organization?
iii) Is the selection of staff for training based on merit?
iv) Are the trained manpower effectively utilized so as to enhance productivity?

1.4 Research Hypotheses.

The following hypotheses were raised to validate the objectives and research questions posed by the study.

Ho: The management of Ayamelum Local Government embarks on staff development.

Hi: The management of Ayamelum Local Government does not embark on staff development.

Ho: The selection of staff for training by the management of the Local Government is based on training needs of the organization

Hi: The selection of staff for training by the management of the Local Government is not based on training needs of the organization

Ho: The selection of staff for training in Ayamelum Local Government Council is based on merit.

Hi: The selection of staff for training in Ayamelum Local Government Council is not based on merit.

Ho: The trained manpower is effectively utilized.

Hi: The trained manpower is not effectively utilized.

LITERATURE REVIEW

2.1 MANPOWER DEVELOPMENT

Manpower occupies an indispensable position in any establishment, be it an industry, commercial or educational institution. This means that without manpower no establishment can function. In essence, human effort is greatly desirable and crucial in achieving the goals and objectives of the organization. Effective management is used to mean the training of personnel to improve their application of knowledge, skill, behaviour or problem solving techniques which they acquire through previous education, training and experience.

Hamlin (2004) examines different views and definitions of Manpower Development and submits that it implies any activity which deliberately attempts to improve a person's skill in a job. It also creates learning in the areas of knowledge, skill, experience and attitudes. This tends to suggest that the essence of manpower development goes beyond job skills but extends to personal development in terms of knowledge acquisition. In fact, it can be interpreted to mean a transformation of men. Furthermore, Conroy (2000) defined manpower development as a purposive effort intended to strengthen the library's capability to fulfill its mission effectively and efficiently by encouraging and providing for the growth of its own human resources. He described manpower development as a factor that improves the competence of personnel through opportunities for learning on the job. This implies that manpower development can be achieved through training and education of staff. However, the continual enrichment of staff with knowledge is to the mutual benefit of the individual and the organization. McNamara (1999) views training as involving an expert working with learners to transfer to them certain areas of knowledge or skills to improve in their current jobs. However, manpower development is not a responsibility of just an individual; rather it is a combination of different factors.

Biscoe (2002) sees manpower development as a two-way responsibility within the organization and individual. Sodipo (2005), investigated the effect of manpower development on productivity with the aim of determining the different factors that play important roles in any organizational set up for effective utilization of manpower resources available to it, its main focus is on different factors that play important role in organizational set up to ensure effective information management.

Onasanya (2006) perceives manpower development as a form of specialized education aimed at giving the trainee a particular or specialized knowledge, skill and attitude which he must possess to effectively perform in a given position. Beardwell and Helen (2001) on their own part view manpower development as the process of becoming increasingly complex, more elaborate and differentiated by virtue of learning and maturation. It is also seen as a planned process to modify attitude, knowledge or skill behavior through learning experience to achieve effective performance in an activity or range of activities (Osborne, 1996). Rouda & Kusy (1995) view manpower development as the 'acquisition of knowledge, competencies and skills, and adopting behaviors that improve performance in current jobs, including: adult learning theory and applications, instructional systems design, train-the-trainer programs, and instructional strategies and methods.

Gulvi et al (2011) explained that manpower development in an organization can be provided in two ways. An organization may decide to select the best outstanding performers or those within the firm can be trained and developed to bring out their full potential. Once an individual is selected, he must undergo some training regardless of his qualification. To them therefore, the basic objectives of training and development for sustainable job performance are to alter the thinking and behavior of the employee, in the direction desired by the management. He noted that training that does not accomplished these goals may be worse than useless. It may actually damage the organization and that training programme must as a result be tailored to the needs of specific company for specific position.

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

Samya (1999) noted that manpower development is to an organization what land and capital is to a builder; to manpower development demands fairness and equality, civil rights and labor laws, as well as minimum wage and pension regulations reflecting government attempts to ensure fair treatment of employees. As a result of the importance of manpower development in an organization's overall existence, it informed the need for adequate manpower training, even before they are engaged and thereafter in the job. It usually suggests a boards view of knowledge and skills acquisition than training, its less job oriented than career oriented.

Nwankwo (1988), summarized the problems associated with manpower development as those related to the bureaucracy, the socioeconomic and technological environment of public administration in Nigeria. He also associated the problem with the institutional framework and management education.

In spite of the emphasis on the need for manpower development, there is still poor awareness on the significance of manpower development among the political leadership and civil servants. This is reflected in the inability of the political leadership to either articulate the ideological component of the manpower development system in the country or to relate the government management training programmes closely to the development objectives of their various regimes. Consequently, public management development programmes in the country have continued to experience the constraints of inadequate funding as well as comprehensive programming (Nwankwo, 1988).

Also, the middle level management cadres in the public sector have often perceived training or development programmes as an opportunity for going abroad on holiday or as a means of enhancing their prospects for organizational advancement. To Nwankwo (1988), rarely have public servants taken training seriously as a means of changing the behavior of public organizations. This can be attributed to the inability of the parastatals to post administrators to jobs that are directly related to their training.

Another problem of manpower development as Onah (2003), noted is connected with the selection and release of staff for manpower development programmes. The process of selecting trainees is affected by non-merit criteria such as political / ethnic balancing and the geographical spread of training opportunities. Thus, some officers selected may not cope with the demands of the administrative training course programmes.

Writing on manpower development, Mutahba (1986) noted that there is the recognition that training and development in developed countries include all categories of public service from the most senior to the most junior but in developed countries; it has tended to be an exclusive concern of junior and middle level public service personnel. Senior and top executives have generally been left out especially in Africa (Hoyle, 1975). Apart from this, Civil service training in African countries has a reputation for poor organization and management (Armicheal, 1986).

In this direction Hilgert and Towle (1978) views human resource development as not only capable of reducing organizational or employee conflict but also of motivating staff in their work place. This is because "a well conceived training and development programme can contribute to a lessening or reconciliation of conflict. Thus a challenge and an opportunity are presented to every administrator / manager to make each employee better able to serve the organization, while at the same time realizing greater satisfaction of individual needs and aspirations". Thus, human resource development is also related to employee motivation as employees who know and understand their jobs and who feel that management values them enough to prepare them for future assignment are more likely to demonstrate higher morale and greater interest in the job.

Oladosu (1981) enumerated seven major problems relating to manpower development especially in the public sector as:

1. *How to design programmes for students of widely differing educational background, experience and age.*
2. *How to design programmes that would meet the needs of different units with different standards.*
3. *Communication problems, especially for the lowly educated.*
4. *The general dislike of courses which involve calculation or the use of numeral ability.*
5. *The nature and timing of the programme.*
6. *Problem of staffing - recruitment of the right caliber of personnel, conversant with training procedure.*

Uchenna (1982) argues that the manpower challenges for Nigeria is not in finding the people; it is rather in finding the people with the right types of skill at the right time and in the right places. As he argues, we most often find specialized talents in wrong kinds of activity and highly capable people in fields, which offer little incentive or challenge. This situation according to him creates constraints, which sap labour morale, erode productivity and lead to low turnover. Thus, the issue of manpower and its utilization becomes uppermost in any effort to improve efficiency in service delivery and performance.

Okoli (2011) in his own perspective said that the discontentment of staff also poses a challenge. Discontentment he says emanates from such issues as inadequate promotion and career enhancement opportunities as well as the dominant use of mediocrity in staff elevation. These factors leads to lack of commitment to duty on the part of civil service personnel and this lowers productivity and militates against effective human resources utilization. After all, it is only a contented staff that will put in his/her best, willingly in discharging his/her duty.

2.2 MANPOWER UTILIZATION

In its simplest connotation, manpower utilization refers to the manner of usage of manpower in an organization. It is used to include how personnel are deployed to perform jobs that are in tandem with training obtained. Utilization therefore is at the heart of any development and training exercise and as such, both have implications for productivity that depends generally on the relevance of human assets to needs and their subsequent optimization through prudent utilization. Talking about Nigeria, her human resource utilization practices cannot improve outside the orbit of the prevailing system of human resource training and development characteristics. This is why it is important to note that human resource utilization policies and practices are usually based on certain human asset principles and as such, whether the over-riding problem will be that of optimum utilization or even none utilization as the case may be depends on their relevance to national needs.

Ezeani & Onah (2002) posits that manpower utilization relates to the maximum use of competent staff, their deployment at strategic places, and the creation of the enabling environment for the practice of acquired skills. Therefore, the attainment of organizational goals is a factor that depends wholly on manpower utilization. This is why Harbison (1973) rightly points out that the appropriate utilization of manpower is essential factors that can be inducing economic development. In the words of Harbison (1973), deployment or utilization of human resource in position where they have been properly trained encourages efficiency and improved productivity. By so doing, there is no doubt that both time and skill development on the job are conserved (Mbat, 1992).

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

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

Systemized manpower utilization schemes requires the placement of only employees in the right job, at right time and places irrespective of their origins; and adequately motivating them through appropriate management techniques to make them productive. It ensures that every employees' talent are used to the fullest benefits of the enterprise and of the employees by taking these steps, there is the avoidance of the talented employees' display of disenchanting and disruptive work attitudes, which never augurs well for any enterprise.

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

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

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

2.3 MANPOWER DEVELOPMENT AND MANPOWER UTILIZATION

Indeed the importance of manpower development and its corresponding utilization especially at the local governments has become more obvious given the growing complexity of the work environment, the rapid change in organizations and technological advancement which further necessitates the need for training and development of personnel to meet the trend challenges. Manpower development helps to ensure that organizational members possess the knowledge and skills they need to perform their jobs effectively, take on new responsibilities, and adapt to changing conditions. It is important to note when properly utilized; i.e. ensuring that skills developed are placed in exactly in areas of specialty will consequently help in improving quality of work performance, customer satisfaction, productivity, morale, management succession, business development and profitability.

Manpower/human resource training however, can be defined as training of people in developing their capability on their jobs. Beach (1980) defined training as the organized procedure by which people learn from a definite purpose. The purpose of training according to Beach is to achieve a change in behavior of those trained. Training is a vital aspect of organizational needs. Appropriate and regular training equips the staff with organizational values, goals and norms, impart new skills, techniques and knowledge of one's jobs, increases problem-solving capabilities, and hence raises the level of workers performance. Above all, training keeps the staff abreast with the demands of a fast changing society.

Ozigbo (2010) noted that the issue of utilization of developed manpower is aptly and unavoidably important if the sole objective of manpower development is to be achieved. To him, there is need for an optimum utilization of developed manpower in organizations (private or public) for the benefit of the stakeholders – the organization, - the staff and- the economy at large

Ubeku (1985) pointed out that training is a continuous process in any organization. He wrote that investment on training and development are wise investments. Osiji (1985) made it clear that no organization rises above the technical competence of its personnel, therefore any organization including the Ayamelum Local Government Area that does not take the development of her staff through training seriously must be heading for some problems.

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

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

One serious problem according to Chukwuemeka (2003) confronting public personnel managers is the most effective method of matching people with job. Experts, over the period have grappled with the problem of whether job should be designed to suit the individual or get the individual to fit into a job position. This calls for taking strategic steps or actions and this action is manpower training for development.

An effective human resources according to Ojo (1997) is central and vital to organization effectiveness. It requires an understanding of a range of factors involved in the manpower planning processes and specific roles of the various factors involved in the planning in line with the organizational, goals and objectives.

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

In Oguniyi's view, no nation in the world can carry out any of its development programmes without adequate and competent manpower. The important roles of manpower come into focus both in peacetime and when the nation is at war (Oguniyi 1992). Adequate and qualified manpower is the measure of an organization's strength, security and wellbeing. The human resource of any organization holds the key to its survival, advancement and future development. This is why Renesis (1967) pointed out the importance of manpower and

the need for its planning in an organization. According to him, development is concept of executive action that embodies the skills, of influencing and controlling the nature and direction of change. It involves persuasive and continuous executive function of complex process of perceptions, analysis, conceptual thought, communication, decision and action.

A lot of research works have been carried out on manpower development. According to Whitehead (1977), manpower development is a process of forecasting manpower requirements in the future, in the light of developing technology and look at the likely situation of five, ten and fifteen years ahead. Manpower development ensures that the organization is not held back by shortage of workers with the necessary competencies for the jobs, which the organization requires them to do. In the words of Nwankwo in Onah (2007:18), every organization plans its manpower needs just as it budgets the amount of money it needs to spend. Those organizations, whether public or private, which do not have well established personnel departments, fall into the error of looking for staff when necessary.

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

All these views and opinions are in accordance with what Peter Druker described as objective for all organization. According to Druker, in five to ten years from now, organizations should be able to twice the quality of works they are performing without a single individual payroll. In this view, in ten years from now, an organization should be able to have double efficiency of human resources. This will be made possible by working on the development of people and their organization. In other words, at any given point in the life of the organization, there must be the right number of people or employees with the right level of skills, in the right jobs, at the right time performing the right activities to achieve the objectives of the organisation.

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

According to Ridly (1967), in Adebayo (1997), the assumption underlying organization growth is that the nature of jobs will change overtime; implying that such changes must be continuously monitored in order to ensure that the right kind of human resources can be recruited or developed to do these jobs. Following these development assumptions, manpower planning and development then, forms the component that facilitate the actual process of the growth and development of the people who are brought into the organization with the purpose of removing ineffectiveness in skills and other phenomena that neglect the need for a new growth direction.

Uchenna (1982) argues that the manpower challenge for Nigeria is not in finding the people; it is rather in finding the people with the right types of skill at the right time and in the right places. As he argues, we most often find specialized talents in wrong kinds of activity and highly capable people in fields, which offer little incentive or challenge. This situation according to him creates constraints, which sap labour morale, erode productivity and lead to low turnover. Thus, the issue of manpower and its utilization becomes uppermost in any effort to improve efficiency in service delivery and performance.

Manpower in this context according to Anugwom in Onah (2007), is the available human resources that the Enugu State sports council can tap in order to effectively discharge its duties and obligations to the state. Human resources are utilized or invested in an organization in pursuance of set goals. It is important to appreciate that the employee is both the initiator and beneficiary of development. Thus, any situation that undermines the effective utilization of manpower in any system should be taken care of.

The author taking a cue from Dean (1972) pinpoint situations that may cause under-utilization of manpower. These include: poor coordination and control by agencies and ministries, failure to produce required information, failure to properly analyze and use available information and failure to make decision and take action when needed. Commenting on these factors, the author identified some of the indicators of manpower underutilization as: a critical shortfall between projection and realizations, breakdown of job-related internal communication and redundancy resulting from structured relationship and role. Quoting Harbison in his book "wealth of the Nation", Onah (ibid) sees human beings as the active agent who accumulates capital, exploit natural resources, build social, economic and political organization and carry national development. Thus,

human capital assumes the most prominent role in the development effort. We have already defined human resources development as the process of increasing peoples' knowledge, skills and capabilities by investing in human beings through education at all levels, trainings, health services, the development of leadership skill etc. On the other hand, human resources/manpower utilization is concerned with an optimal use of manpower in productive activities especially in their deployment in appropriate mix to meet corporate and national need. According to the Senate Special Committee on unemployment problem as contained in Ojo (1997), "un-used natural resources remain to be used in the future, but, work, the creative activity of man, once wasted, can never be recovered; what might have been produced is lost. The damage to individuals and to society from manpower underutilization cannot be repaired". Affirming the above statement, Onah (ibid) opined that careful and effective utilization of manpower would ultimately lead to improvement in productivity of labour. There is no gain saying that productivity, which is the ultimate aim of manpower development, is determined by skills, which in turn are dependent on education and training.

2.4 THE ISSUE OF MERIT AS A CRITERION FOR MANPOWER DEVELOPMENT IN THE LOCAL GOVERNMENT SYSTEM

Adamolekun (2011) pinpointed that manpower development focuses on six major interrelated policy areas:

- Management of change
- Organization/ job design
- Recruitment, selection and socialization
- Appraisal training and development
- Reward system and
- Communication.

To achieve this thrust of the interrelatedness, the mechanism in which trainees are selected should be one devoid of corrupt tendencies. This is because if it is not justiceably made so, it may amount to the popular saying "... as one bad apple in a basket...", that is to say that if any of the policy areas is devoid of merit in the selection for trainings, it would undoubtedly bring to futility each of the others. For example, the development of incentive or reward systems affects the ability of an organization to respond to rapid change. Similarly, communication ensures that all other policy areas are linked to one another through building and reinforcing the appropriate organizational culture around the organizational mission.

Manpower development has become an important emphasis for all governments' components especially the local government in an age of global competition in which all large-scale organization must compete for resources whether they are in the private or public sector (Adamolekun, 2011). This we believe is because of the increasing awareness and insight of customers in the services delivery; and in no doubt, a wake-up call for government's establishments over the character and capability of the staff that are selected for training.

The practical significance of a merit system driven manpower development orientation for public organization is that, it underscores the need for the transformation of personnel departments of the local government from a preoccupation with passive or even negative roles of administering (largely on the basis of outdated rules) to actively developing and pursuing policies for synergizing the personnel function with overall proactive strategic management (Adamolekun, 2006).

He further explained that a merit-based criterion for selections for training of manpower development in any organization [even in the local government] is widely acknowledged as the hall mark of well-performing administrative system. He illustrated it in the table below as;

Key elements of a merit-based selection processes for manpower development.

Salient Features	Rational
Recruitment and promotion based on merit.	Efficient administration.
Competitive pay	Attractive and retention of the best and brightest.
Mandatory training and retraining [after due and diligent training needs assessment].	Efficient administration and productivity.
Decent [training] environment	Ditto
Political neutrality [in training].	Fairness, Impartiality, Smooth leadership.

Source: Adapted from C. Adamolokun, "A note on civil service personnel policy reform in sub-Saharan Africa", *International journal of public sector management* 6(3), and 38-46.

A further look into the above table gives a clearer insight of what and how efficiency and effectiveness can be achieved if selection for training for human resources development is merit driven. In fact, it is expected

that borrowing from what happens in the private sector as existing literatures on human resources development has showed that all that one done in the public sector where borrowed from the private sector as indicated by L. Adamolekun (2011), the local government councils considering their pivotal roles and closeness to the people, should be emphatic and more disciplined in conducting their training needs assessment based on meritocracy so as to achieve the core values of development and enhance efficient and effective service delivery. That is to say those in private sectors, selections for manpower trainings are purely merit-oriented and the aims are to ensure the sustainability of the organization through proactively engaging their staffers in competitive and innovative challenges. Nevertheless, the challenges to be posed by corruption or corrupt practices in hindering a merit-based selection for trainings even when diligent training needs must have been conducted cannot be underemphasized. Also, Anazodo et al (2004) noted that the local government councils in Nigeria has been meted with gross ineptitude despite the various reforms that were geared towards ensuring that the system becomes better amidst the overriding technological challenges in the world today.

Our emphasis on the above assertion however, is that there cannot be ineptitude without “reluctance” activities of the workforce, and for that reason the manpower cannot exempt themselves from the blames for low performance of the system. It therefore exposes the fact that there is a high degree of either inadequate trained/developed manpower or total lack of it. This gave credence to the evidence however, that developing countries that use merit-based selection for manpower development have better performing public management system than those that do not. These include several countries in East Asia (especially Singapore and Korea) and a few African countries such as Namibia, Swaziland, South Africa etc. (Adamolekun, 2011).

Nevertheless, it is important to note that an essential issue with meritocracy or any merit-driven system be it local, state, or federal council is that, it is costly both in monetary and nonmonetary terms. This is because countries who desire to get it right across board would ensure qualitative training tools for the workforce and to achieve that, huge sums of money must be invested. Democratization seems to have reasserted the importance of meritocracy in manpower development especially at the local councils and the need to endure that non-merit considerations do not jeopardize the commitment to the merit system. But in Nigeria there are numerous factors that has negatively affected merit-based criterion for training selections in the local council which we have divided into two (2) distinct ways:- Economic factors, and Political factors.

2.4.1 Economic Factors

Dittomatically, training/manpower development is an exercise that has “costs” attached to it. Chubah (2013), affirmed that many organizations after due analysis of the cost implication of embarking on employee development/training are known to have dropped the idea. Some have simply concluded that training and its associated costs is another way of wasting organizations resources.

In dotting the “I’s” and crossing “T’s” in the words of Chubah, it is simple and easy to see the motives of organizations towards employees’ selection for training. If the entire training/manpower development could be seen as a waste of resources, how much more when emphasis are made to select the best qualified which would undoubtedly not require anything less in quality training, and to ensure quality trainings, much money would be involved.

Whole focusing on economic factors as an excuse for deviating from merit-based criterion, Chubah (2013) outlined the dangers inherent as follows;

- Poor quality training outcome
- Poor training facilitators usually deployed
- Only small training time durations allowed
- Training materials remains in shortfall
- Training made scarce for those that may need to be trained etc.
- The amount of resource committed to training programmes has to direct relationship to the outcome of such training exercise

2.4.2 Political Factors

It may appear not too serious a factor when we bring in the issue of politics in employee selection for training in organizations even in the local government councils but the available literatures has shown that there is really the need to look into the effects of boardroom politics on employee training (Chubah, 2013).

We earnestly believe that it is one thing for an organization to possess the economic muscle to bankroll the cost of employee training but yet another to come to terms with the politics of selection of participants among the employees for such training programmes-politics there becomes the authoritative allocator of value and top company executive more often than not, great pockets of “favourites” among the members of personnel who are to benefit particularly when the available space is limited. As this point, there is then a split of choice as to whether the council’s interest should be uppermost or whether such training opportunity should be seen as an ample opportunity to recruit more employee faithful into ones political company.

Sometimes, the “political man” takes a less concern at the organizations goal and sees such training as largesse for setting political apostles.

Consequently, in a situation where there is a weak political will over selection for employee training, the quality of training is compromised, training needs is down played and the resultant effect would be that of decreased culprit. Therefore, for organizations to reap the full benefits of employee training there must be a systematic survey or analysis of training needs devoid of any primordial considerations. Those who need training must certainly be those who are exposed to such training opportunity

3.0 Methodology

This is essentially a descriptive survey research design. The field investigation was carried out in the Ayamelum Local Government Area secretariat at Anaku and the Anambra state local government service commission, Awka. Ayamelum local government is in the Anambra North Senatorial zone. They are neighbored in the north by Enugu State, in the South by Anambra East Local Government, in the East by Kogi State and West by Awka North Local Government. The economic hub of the local government is agriculture but basically at subsistence level.

3.1 Population of the Study

The target population for this research defined to include the staff of the Ayamelum Local Government Area and Executive / Political appointees of the state local government service commission. The essence is to have balanced responses as to what and how manpower development and its corresponding utilization are done by the local government. The total population therefore is 347. The Taro Yamane's sampling technique was used to determine the number that is representative of the study population. The data generated from the administered and returned questionnaires were collated and presented in tables according to the objectives of this study.

4.0 RESULTS AND DISCUSSION (See Appendix for Analysis)

The data analyzed ranging from the questionnaires to the hypotheses tested has shown a great deal of defects that exists in the issue of manpower development and utilization in Ayamelum Local Government Council.

The hypothesis one which was posed as Ho: The management of Ayamelum Local Government Council embarks on staff training and development. And Hi: The Management of Ayamelum Local Government Council does not embark on staff training and development. It was found from the response that the management of the council embarks on manpower development.

The hypothesis two in the same manner showed that the selection of staff for training is not based on the training needs of the local government council. Just as in the hypothesis three, the selection for training is also not based on merits.

In the hypothesis four, it was evident from the analysis of the respondents that the trained manpower is not effectively utilized. People use training as a way of making money and enrich their personal needs.

The researcher thus, concluded that of all the issues raised and discussed here, corruption is the major problem to the ineffectiveness of the numerous systems in this Nigeria.

5.1 CONCLUSIONS

The study has put into bare all its various findings and recommendations. It is therefore our humble suggestions that the recommendations to be made in this study be put into use. We admit that, our suggestions here are not exhaustive, but be it as it may; they are remedial to the identified problems.

Continuing with the current state of affairs, where corruption and overriding personal interests have taken the other of day which would not help matters in the efficiency of the local councils, and until the current issue or debate before the just concluded National Conference on whether the Local Government should be scrapped or be made to become just a mere administrative arm of the state government owing to the incidences of corruption or other corrupt related practices, we can only move forward in other to help drive the system better.

In any case, continuing with the status quo, lack of proper manpower development and under-utilization of manpower in the council, will not help matters in the local government system. A change for effective manpower development and utilization that would ensure strict adherence to the issue of merit as a criterion for manpower development and utilization is necessary, if not compulsory.

5.2 Recommendations

After the findings, the researcher recommends as follows: that

A. Though there is an existence of training and developments in the council, more efforts should be made to improving its current status to include even an oversea participation. With the current trends in the highly and fast growing digitalization around the globe, the local government staff should be in the know of these current trends so as to reposition them in the task ahead.

B. The selections for training on the other hand should actually reflect the training needs of the council which according to the respondents does not reflect that at all.

C. The selection of staff for training should be by merit. People whom have distinguished their selves in their present job positions should be encouraged by being sent on training. That in its self would make such staff more committed to his job.

D. On the issue of utilization, we recommend for there to be what should be referred to as “**MANPOWER UTILIZATIONS EVALUATION BOARD**” (MUEB). The state government of Anambra State could start and it should be an independent organ that would not have a direct control of the Local Government Service Commission. Their primary responsibility should be to, from time to time move around the local governments and evaluate the utilizations of the available manpower in the system and consciously advice the government on any area there seems to be underutilization.

Finally, we recommend that more empirical study is needed in this area not just in the Anambra State Local government alone but also in the public service within the State. This would enable the government to x-ray her policies and programmes targeted at training, re-training and developing her manpower, to be able know whether or not the primary intensions of the government which is on the effective utilization are being met.

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Appendix

4.3 TEST OF HYPOTHESES

4.3.1. Hypothesis One.

To test the hypothesis, we used the chi-square statistical tool to analyze the responses. The respondents whom were grouped into three such as the senior staff, junior staff and political appointees.

The question number one of the questionnaire was used to test the hypothesis one.

Ho: **The management of Ayamelum Local Government Council embanks on staff training and development.**

Hi: **The Management of Ayamelum Local Government Council does not embark on staff training and development.**

Statistical Test.

We used level of significance of test of 5% = 0.05.

Table 4.3.1. **Observed Responses**

Variables	SA	A	U	D	SD	TOTAL
Junior Staff	60	5	3	6	2	66
Senior staff	40	10	4	4	2	60
Political Appointees	30	5	2	5	5	47
Total	120	20	9	15	9	173

Sources: field survey 2014.

The relevance formula for the calculation of expected frequency is given as;

$$E(RC) = \frac{FR \times FC}{N}$$

Where E(RC)= Expected Frequency of the cell

FR= Total row frequency

FC= Total column

N= Total frequency

Using the formula, the expected frequency is calculated as below.

$$Fe_1 = 66 \times \frac{120}{173} = 45.7$$

$$Fe_2 = 66 \times \frac{20}{173} = 7.6$$

$$Fe_3 = 66 \times \frac{9}{173} = 3.4$$

$$Fe_4 = 66 \times \frac{15}{173} = 5.7$$

$$Fe_5 = 66 \times \frac{9}{173} = 3.4$$

$$Fe_6 = 66 \times \frac{20}{173} = 41.6$$

$$Fe_7 = 60 \times \frac{9}{173} = 6.9$$

$$Fe_8 = 60 \times \frac{15}{173} = 3.1$$

$$Fe_9 = 66 \times \frac{9}{173} = 5.2$$

$$Fe_{10} = 66 \times \frac{9}{173} = 3.1$$

$$Fe_{11} = 47 \times \frac{120}{173} = 32.6$$

$$Fe_{12} = 47 \times \frac{20}{173} = 5.4$$

$$Fe_{13} = 47 \times \frac{9}{173} = 2.4$$

$$Fe_{14} = 47 \times \frac{15}{173} = 4.0$$

$$Fe_{15} = 47 \times \frac{9}{173} = 2.4$$

The calculated table is below:

Tabular Representation of the Calculated Chi-Square

FO	ϵF	FO- ΣF	(FO- ΣF) ²	(FO- ΣF) ² / ϵF
60	45.7	14.3	204.49	4.47
5	7.6	-2.6	6.76	0.89
3	3.4	-0.4	0.16	0.05
6	5.7	0.3	0.09	0.02
2	3.4	-1.4	1.96	0.58
40	41.6	-1.6	2.56	0.06
10	6.9	3.1	9.61	1.39
4	3.1	0.9	0.81	0.26
4	5.2	-1.2	1.44	0.28
2	3.1	-1.1	1.21	0.39
30	32.6	-2.6	6.76	0.21
5	5.4	-0.4	0.16	0.03
2	2.4	-0.4	0.16	0.07
5	4.0	1	1	0.25
5	2.4	2.6	6.76	2.82
173	173	10.5	243.93	11.77

Calculated thus: $X^2_{0.05} = (r-1)(c-1)$

$$X^2_{0.05} = (3-1)(5-1)$$

$$X^2 = 0.05, 8.$$

$$= 2.73$$

Since X^2 calculated > X^2 tabulated we reject the H_0 and accept the alternative which reads that the “Management of the Ayamelum Local Government does not embark in manpower development”.

4.3.2. Hypothesis Two

H_0 : The selection of staff for training by the management of the local government is based on training needs of the organization.

H_1 : The selection of staff for training by the management of the local government is not based on the training needs of the council.

Table 4.3.2: Observed Responses.

Variables	SA	A	U	D	SD	TOTAL
Junior Staff	19	04	01	04	70	98
Senior staff	10	03	02	02	30	47
Political Appointees	10	03	02	02	10	27
Total	39	10	05	08	110	173

Sources: field survey 2014.

calculated as follows;

$$Fe_1 = 98 \times \frac{39}{173} = 22.0$$

$$Fe_2 = 98 \times \frac{10}{173} = 5.6$$

$$Fe_3 = 98 \times \frac{5}{173} = 2.8$$

$$Fe_4 = 98 \times \frac{8}{173} = 4.5$$

$$Fe_5 = 98 \times \frac{110}{173} = 62.3$$

$$Fe_6 = 47 \times \frac{39}{173} = 10.5$$

$$Fe_7 = 47 \times \frac{10}{173} = 2.7$$

$$Fe_8 = 47 \times \frac{5}{173} = 1.3$$

$$Fe_9 = 47 \times \frac{8}{173} = 2.1$$

$$Fe_{10} = 47 \times \frac{110}{173} = 29.8$$

$$Fe_{11} = 27 \times \frac{39}{173} = 6.0$$

$$Fe_{12} = 27 \times \frac{10}{173} = 1.5$$

$$Fe_{13} = 27 \times \frac{3}{173} = 0.7$$

$$Fe_{14} = 27 \times \frac{8}{173} = 1.2$$

$$Fe_{15} = 27 \times \frac{116}{173} = 17.1$$

It is calculated in the table as below;

Tabular Representation of the Calculated Chi-Square

FO	ΣF	FO-ΣF	(FO-ΣF) ²	(FO-ΣF) ² /εF
19	22.0	-3	9	0.409
04	5.6	-1.6	2.56	0.457
01	2.8	-1.8	3.24	1.157
04	4.5	-0.5	0.25	0.055
70	62.3	7.7	59.29	0.952
10	10.5	-0.5	0.25	0.024
03	2.7	0.3	0.09	0.033
02	1.3	0.7	0.49	0.377
02	2.1	-0.1	0.01	0.005
30	29.8	0.2	0.04	0.001
10	6.0	4	16	2.667
03	1.5	1.5	2.25	1.5
02	0.7	1.3	1.69	2.414
02	1.2	0.8	0.64	0.533
10	17.1	-7-1	50-41	2.948
Total				13.532

Sources: Field Survey 2014.

Thus $X^2_{cal} = 13.532$, therefore we compare the chi-square calculated with the chi-square tabulated.

$$X^2_{tab} = X^2_{(r-1)(c-1)}$$

$$= X^2_{0.05, (3-1)(5-1)}$$

$$= X^2_{0.05, 8}$$

$$= 2.73$$

Since $X^2_{cal} > X^2_{tab}$ we reject null hypothesis and conclude that the selection of staff for training by the management is not based on the training needs of the council.

4.3.2. Hypothesis Three

Statistical Test.

Ho: The Selection of Staff for Training in the Ayamelum Local Council is based on Merit.

Hi: The Selection of Staff for Training in the Ayamelum Local Council is not based on Merit

We used question number 13 in the questionnaire to test the number three hypothesis.

Table 4.3.2: **Observed Response**

Variables	SA	A	U	D	SD	TOTAL
Junior Staff	70	9	6	2	02	89
Senior staff	31	8	4	1	0	44
Political Appointees	30	5	4	1	0	40
Total	131	22	14	4	2	173

Sources: field survey 2014.

calculated are as follows;

$$Fe_1 = 89 \times \frac{131}{173} = 67.3$$

$$Fe_2 = 89 \times \frac{22}{173} = 11.3$$

$$Fe_3 = 89 \times \frac{14}{173} = 7.2$$

$$Fe_4 = 89 \times \frac{4}{173} = 2.0$$

$$Fe_5 = 89 \times \frac{2}{173} = 1.0$$

$$Fe_6 = 44 \times \frac{131}{173} = 33.3$$

$$Fe_7 = 44 \times \frac{22}{173} = 5.5$$

$$Fe_8 = 44 \times \frac{14}{173} = 3.5$$

$$Fe_9 = 44 \times \frac{4}{173} = 1.0$$

$$Fe_{10} = 44 \times \frac{2}{173} = 0.5$$

$$Fe_{11} = 40 \times \frac{131}{173} = 30.2$$

$$Fe_{12} = 40 \times \frac{22}{173} = 5.0$$

$$Fe_{13} = 40 \times \frac{14}{173} = 3.2$$

$$Fe_{14} = 40 \times \frac{4}{173} = 0.9$$

$$Fe_{15} = 40 \times \frac{2}{173} = 0.4$$

Tabular representation is as follows;

Tabular Representation of the Calculated Chi-Square

FO	EF	FO-EF	(FO-EF) ²	(FO-EF) ² /EF
70	67.3	2.7	7.29	0.108
9	11.3	-2.3	5.29	0.468
6	7.2	-1.2	1.44	0.2
2	2.0	0	0	0
2	1.0	1	1	1
31	33.3	-2.3	5.29	0.159
8	5.5	2.5	6.25	1.136
4	3.5	0.5	0.25	0.071
1	1.0	1	1	1
0	0.5	-0.5	0.25	0.5
30	30.2	-0.2	0.04	0.001
5	5.0	0	0	0
4	3.2	0.8	0.64	0.2
1	0.9	0.1	0.01	0.011
0	0.4	-0.4	0.16	0.4
Total				5.254

Sources: Field Survey, 2014

Thus, we compare the chi-square calculated with the chi-square tabulated.

$$X^2_{tab} = X^2, (r-1)(c-1)$$

$$= X^2_{0.05, (5-1)(3-1)}$$

$$= X^2_{0.05, 8} = 2.73.$$

4.3.3 Hypothesis Test Four

Ho: **The trained manpower is effectively utilized to enhance productivity.**

Hi: **The trained manpower is not effectively utilized to enhance productivity.**

We used question number 17 from the questionnaire to test hypothesis 4.

Table 4.3.3: **Observed Responses.**

Variables	SA	A	U	D	SD	TOTAL
Junior Staff	80	20	02	9	07	118
Senior staff	18	07	0	5	03	33
Political Appointees	14	03	0	2	03	22
Total	112	30	02	16	13	173

Sources: field survey 2014.

Calculated are as follows;

$$Fe_1 = 118 \times \frac{112}{173} = 76.3$$

$$Fe_2 = 118 \times \frac{30}{173} = 20.4$$

$$Fe_3 = 118 \times \frac{02}{173} = 1.3$$

$$Fe_4 = 118 \times \frac{16}{173} = 10.9$$

$$Fe_5 = 118 \times \frac{13}{173} = 8.8$$

$$Fe_6 = 33 \times \frac{112}{173} = 21.3$$

$$Fe_7 = 33 \times \frac{30}{173} = 5.7$$

$$Fe_8 = 33 \times \frac{2}{173} = 0.3$$

$$Fe_9 = 33 \times \frac{16}{173} = 3.0$$

$$Fe_{10} = 33 \times \frac{173}{173} = 2.4$$

$$Fe_{11} = 22 \times \frac{112}{173} = 14.2$$

$$Fe_{12} = 22 \times \frac{30}{173} = 3.8$$

$$Fe_{13} = 22 \times \frac{2}{173} = 0.2$$

$$Fe_{14} = 22 \times \frac{16}{173} = 2.0$$

$$Fe_{15} = 22 \times \frac{13}{173} = 1.6$$

It is calculated in the table as below;

FO	EF	FO-EF	(FO-EF) ²	(FO-EF) ² /εF
80	76.3	3.7	13.69	0.179
20	20.4	-0.4	0.16	0.008
2	1.3	0.7	0.49	0.377
9	10.9	-1.9	3.61	0.331
7	8.8	-1.8	3.24	0.368
18	21.3	-3.3	10.89	0.511
7	5.7	1.3	1.69	0.296
0	0.3	-0.3	0.09	0.3
5	3.0	2	4	1.333
3	2.4	0.6	0.36	0.15
14	14.2	-0.2	0.04	0.003
3	3.8	-0.8	0.64	0.168
0	0.2	-0.2	0.04	0.2
2	2.0	0	0	0
3	1.6	1.4	1.96	1.225
Total				5.449

Thus, we compare the chi-square calculated with the chi-square tabulated.

$$X^2_{tab} = X^2, (r-1)(c-1)$$

$$= X^2_{0.05}, (3-1)(5-1)$$

$$= X^2_{0.05}, 2 \times 4 = X^2_{0.05}, 8$$

$$X^2_{tab} = 2.73 \quad X^2_{cal} = 5.449$$

Since $X^2_{cal} > X^2_{tab}$ we reject null hypothesis and conclude that the trained manpower are not effectively utilized to enhance productivity.

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