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# Challenges to effective management of public sector organizations in an institutionally corrupt society

A study of Nigeria

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<b>Tiivistelmä</b> <p>Tutkimus arvioi johtamisen vaikuttavuuden haasteita institutionaalisen korruption vaivaamassa yhteiskunnassa, tarkasteltavana tapauksenaan Nigeria. Se tarkastelee julkisen sektorin johtajien käyttäytymistä ja toimintaa näiden suorittaessa johtamistehtäviään. Tutkimuksen tarkoitus on osoittaa kuinka institutionaalinen korruptio vaikuttaa julkisten organisaatioiden johtamisen vaikuttavuuteen.</p> <p>Analyysi perustuu empiiriseen aineistoon, joka kerättiin haastatteleamalla julkisten organisaatioiden johtajia Nigeriassa. Tutkimuksen teoreettisen viitekehyksen ydin muodostuu Luthansin ja kumppaneiden (1988) johtamistoimintojen analyysistä, Mintzbergin (1980) johtamistyön luonteen analyysistä sekä DuBrinin (2008) organisaatioiden matalaa vaikuttavuutta tuottavien tekijöiden analyysistä. Nämä tutkimukset tuottavat näkemyksen siitä miten johtamistoiminta ja -käyttäytyminen kytkeytyvät organisaatioiden toiminnan vaikuttavuuteen tai sen puutteeseen.</p> <p>Tutkimus osoittaa, että institutionaalinen korruptio vaikuttaa kielteisesti monin tavoin nigerialaisten julkisten organisaatioiden johtajien toimintaan ja käyttäytymiseen. Se myös johtaa sellaisten muiden tekijöiden esiin nousemiseen, jotka myös madaltavat maan julkisten organisaatioiden toiminnan vaikuttavuutta. Johtamisen vaikuttavuutta parantavan toiminnan sijaan nigerialaiset julkisten organisaatioiden johtajat käyttävät aikaansa ja energiaansa sellaisiin toimiin, joiden vaikutus johtamisen vaikuttavuuteen on merkityksetöntä.</p>		
<b>Asiasanat</b> Institutionaalinen korruptio, korruptio, johtamisen vaikuttavuus, Nigeria, julkinen sektori		



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<b>Abstract</b> <p>Despite the assumption that institutional corruption is the only cause of ineffectiveness of public sector organizations in an institutionally corrupt society, other factors that pose as challenge to effectiveness of public sector organizations go unnoticed due to the prevalence of institutional corruption. These factors negatively influence the behaviours of managers of public sector organizations, and how they perform their managerial functions. The effects of the influence on managerial performance make public sector organizations ineffective. With Nigeria as a case study, this research examined the challenges to effective management of public sector organizations in an institutionally corrupt society, by looking at the behaviours of managers of public sector organizations while performing their managerial functions.</p> <p>This research focused on unravelling how these factors affect the behaviours and functions of managers of public sector organizations in an institutionally corrupt society. Empirical data for this study was collected from interviews conducted with managers of public sector organizations in Nigeria. Luthans et al. study of managerial activities, Mintzberg study of nature of managerial work and DuBrin's organizational ineffectiveness factors are the theoretical framework for this study. These studies provided an insight into the link between managerial behaviours/functions and organizational ineffectiveness. This research established that institutional corruption leads to the emergence of other factors that deepen ineffectiveness of public sector organizations in the country through erosion of ethical values of managers of public sector organizations. However, among other findings of this study that make public sector organizations in Nigeria ineffective, public sector managers do not perform managerial functions that have relative contribution to organizational effectiveness. Instead, they focus on managerial functions that only guarantee their career success.</p>		
<b>Keywords</b> Institutional corruption, corruption, managerial effectiveness, Nigeria, public sector organization.		



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# 1 INTRODUCTION

The increasing desire for effective management of public sector organizations has attracted the attention of management researchers, scholars and practitioners globally, especially on how to subdue inherent challenges in managing public sector organizations effectively. According to Drucker (1973), (cf. Gazell 2000: 49), effective public management protects democratic societies from sliding into totalitarianism which could result if public organizations are not effectively managed. Effective management of public sector organizations in Nigeria has remained elusive since independence as a result of systemic and institutional corruption. This study seeks to contribute to effective management of public sector organizations in institutionally corrupt environments, by identifying the causes of ineffectiveness in Nigerian public sector organizations. It will pay attention to the actions, behaviours and roles of public managers in Nigeria and how they affect effectiveness of public sector management. Good leadership is a necessary ingredient for effective management; being leaders in their respective organizations, the behaviours of public sector managers' greatly affect effectiveness of their organizations. This study will pay attention to the actions and behaviours of managers of public sector organizations in Nigeria, and how their actions affect effective management of public sector organizations in the country. This research intends to answer one main question- how can effective management of public sector organizations be achieved in an institutionally corrupt environment? This question will be properly treated in this study by answering the following related sub-questions:

- (a) What are the key challenges institutional corruption posed to effective management of public sector organizations in Nigeria?
- (b) How do these challenges manifest in official behaviours and activities of public sector managers in the country?
- (e) Why have these challenges persisted despite their negative effects on the effectiveness of public sector organizations?

Effectiveness is a feature that can be attributed to any organization, private or public, for profit or non-profit, small or big (Dressler 2004: 1). In profit-oriented organizations, productivity is usually aimed towards profit maximization. But public sector and non-profit organizations have the mandate of serving the general good of the people, which even though might result in inefficiency (Parhizgari & Gilbert 2004: 221-229). Though the public expect efficiency of public sector organizations in provision of public goods and services, they are more interested in effectiveness of public sector organizations. To be effective,

public sector organizations need to respond to public perceptions regarding public needs and demands, and maintain equity in provision of public goods and services (Jones & Thompson 2007: 129-130). Mention is often made of effectiveness or ineffectiveness in most discussions on management of public sector organizations. To different people in different situations and environments, effectiveness means different things. In profit-oriented organizations, it often refers to monetary returns or outputs in respect of a given input (Siddiqi 1995: 21). According to Malik (2006: 72-88), effective managers are result-oriented, they achieve management objectives. They are holistic in thinking and actions, carry everyone along and limit themselves to few important carefully selected activities that are central to the organizations' goal. Zammuto (1982: 22), Bartram, Robertson & Callinan (2002: 1-2) and Kondalkar (2009: 1) also maintained that effectiveness of any organization's management is about achieving the goals of that organization. According to Robbins, DeCenzo, Coulter & Woods (2014: 7) effectiveness simply means achieving organizational goals, or getting things done.

These authors present effectiveness simply as achievement of goals. Interestingly, public and business organizations do not have the same goals or interests. The public sector has a broader set of interests, goals, values and norms, and is more concerned with public good. Unlike the business sector, most public sector organizations for example do not operate within a free competitive market. On the other hand, the main consideration of business sector organizations is profit and economic surplus (Christensen, Læg Reid, Rones & Rovik 2007: 4, 7). Also, countering the 'one-size-fits-all' view of effectiveness expressed by the above authors, Papadimitriou (2007: 571-587) argued that effectiveness in public and non-profit organizations is better viewed from multiple perspectives because most public and non-profit organizations are involved in production of public goods and services, with the aim of identifying and satisfying social needs and expectations of the people, instead of profit maximization. Effectiveness therefore, varies according to organizations and their goals. These arguments present two perspectives of effectiveness: (i) the business sector perspective and (ii) the public sector/non-profit organizations' perspective of effectiveness. In the business sector perspective, effectiveness as "goal achievement" or "getting things done" translates to profit maximization; while in the public sector/non-profit organizations perspective, effectiveness as "goal achievement" or "getting things done" means production of adequate public goods and services to satisfy social needs and expectations of the people.

If effectiveness is simply seen as "getting things done", it is noteworthy, therefore, to mention that in institutionally corrupt societies, effectiveness has two

opposing sides. In a short-term perspective, corruption can help business sector organizations to get things done or achieve goals; it might even be the only route to goal actualization. In this sense, it helps organizations to become effective. In this way, corruption can contribute positively to effectiveness. But in the long run, corruption is detrimental to good governance, makes it more difficult to actualize short and long-term goals of public sector organizations and subsequently erodes the effectiveness of government institutions because corruption in several ways decreases the positive outcome of government spending (Suryadarma 2012: 87; Chêne 2014: 2). Since the main goal of business organizations is profit maximization, they can achieve their short and long-term goals through corruption in institutionally corrupt societies. This literally makes them effective. However, such cannot be said of public sector organizations whose broader goal is public satisfaction. Notwithstanding the short term “benefits” of corruption, it decreases the quantity and quality of public goods and services, and makes public sector organizations ineffective.

Going by the understanding of effectiveness as simply “getting things done” or “goal achievement”, in societies where corruption is systemic and institutionalized, by helping to fast-track bureaucratic process; corruption can provide a quicker means for goal actualization which in that sense literally represents effective management; since effectiveness simply put is “goal actualization”. In this sense, one can argue that corruption plays positive role in eliminating bureaucratic bottlenecks and make management process faster. According to Rahman, Kisunko & Kapoor (2000: 3), Leff (2002: 312) corruption increases economic growth. For example, bribes help entrepreneurs to reduce bureaucratic delay by speeding the bureaucratic processes. Also, as a result of the poor salaries of employees’ of public sector organizations in such societies, bribe money can motivate public sector employees’. “Where government regulations are pervasive, however, and government officials have discretion in applying them, individuals are often willing to offer bribes to officials to circumvent the rules...” (Mauro 1997: 4.) Also, through mentoring, corruption strengthens leadership, increases employees satisfaction (Luthans, Hodgetts & Rosencrantz 1988).

The aim of this research is to study managerial effectiveness of public sector organizations in societies characterized by institutional corruption. Even though corruption has been significantly researched, there hasn’t been enough research on effective management of public sector organizations in institutionally corrupt societies. Instead, the academic world prefers to describe and explain corruption than to find how to make management of public sector organizations function effectively in institutionally corrupt societies Klitgaard (1988: 29). “While most

Western observers have manfully striven to avoid assuming a moralistic posture, they have rather uncritically assumed that the presence of corruption is an important hindrance to economic growth and progressive social change” Bayley (1966: 719.) They only talk about its existence, the amount of corruption discovered and the need to get rid of it, but they have not shown interest in telling how managerial effectiveness in the public sector could be increased in institutionally corrupt societies. However, the cultural, legal and sociopolitical differences among societies make it difficult to have a uniform global perception of corruption.

With all the “benefits” of corruption highlighted above, one wonders why public sector organizations in Nigeria are yet to reap these benefits despite the depth of institutional corruption in the country. The reason for this could be drawn from the explanation by Liu & Mikesell (2014: 346-359) that the negative effect of “extreme” selfishness of public officials, which they pursue through illegitimate means, consequently results to “predatory behaviours.” Such extreme cruel behaviours through improper use of public office for private purpose is taken to the extreme because such behaviours have been transformed to a necessary part of institutional duties, rules, routines and expectations of the public sector managers’ job. These make public sector managers to provide their official services in exchange for personal profits (Andersson & Anechiarico 2015: 258).

Effectiveness of public and non-profit organizations according to Martz (2013: 385-401) could be determined based on the number of people served, programmes efficacy, community impact, etc. This therefore, presents effectiveness in a much broader view, than mere goal actualization; though it aims at achieving goals. However, this study emphasizes a broader sense of public sector effectiveness that embraces the values, characteristics, and ethics of public sector service, which anchors on getting things “rightly” done through due process. Lawton, Rayner & Lasthuizen (2013: 2) define ethics as a set of principles that provide a framework for right actions. The ethical principles include (i) selflessness, which demands public servants to make decisions and act strictly in public interest, (ii) integrity, which demands public servants to conduct their public, professional and personal lives in a manner that maintain and strengthen public trust and confidence in public organizations, (iii) objectivity, which demands public servants to act impartially and make decisions based on merit; and (iv) accountability, which demands that public servants be held responsible for their official decisions and actions. These principles are public sector values and beliefs that characterize public sector organizations and employees of public sector organizations (Brereton & Temple 2002). Going by these principles, values and ethics of public sector organizations, corruption does



not contribute to public sector effectiveness, it rather contributes to public sector ineffectiveness. As a result, this study does not consider corruption as a proper means to effectiveness in public sector organizations.

The interest in studying and understanding managerial effectiveness especially in institutionally corrupt countries is linked to the systemic nature of corruption in Nigeria, and events around the environments of public organizations (Analoui 1998). Research on how effectiveness of public sector management could be achieved in institutionally corrupt societies and how the challenges created by corruption could be reduced to make management of public sector organizations effective has not been quite significant. Research activities have rather concentrated more on the causes of corruption in public sector organizations, its negative effects, and how it could be minimized. For example, OECD (1999); Rose-Ackerman (1999); Mbaku (2007); Jones, Wescott & Bowornwathana (2009) OECD (2005: 14-15); Kenny (2006: 21); Pope (2006: 52-54); Co, Lim, Jayme-Lao & Juan (2007); Ferreira, Engelschalk & Mayville (2007: 375); OECD (2011a: 12) and Tummala (2009) dealt on the causes, effects and control of corruption than how managerial effectiveness could be achieved in institutionally corrupt societies. There is growing awareness among Nigerian citizens on the ineffectiveness of public sector organizations and the need to increase the effectiveness level of public sector organizations in the country. People are no longer interested in the efficiency of public managers', they are rather interested in getting their problems solved (Tilden & Kleiner 2005: 45). Analoui (1999: 362-390) identified what he called "parameters" of managerial effectiveness in public sector organizations, which considerably determines the level of public sector managers' effectiveness. They include: the senior managers' perception, skills and knowledge, organizational criteria, motivation for effectiveness, constraints and difficulties.

This study focused on Nigeria because of several factors that make Nigeria an interesting case among other African countries. Nigeria is the most populous country in Africa and the largest concentration of black people in the world. She is one of the richest and most powerful nations in Africa; and she is currently the largest economy in Africa and among the first ten fastest growing economies in the world. Unfortunately, she is among the most corrupt nations in the world with ineffective public sector performance (Mathews 2002: 17; Akintola & Akintola 2015). From independence to date, public sector organizations in Nigeria have witnessed lots of reforms and policies without the requisite political will for their implementation (Omisore 2013: 15.30). It has been observed that lack of transparency in public sector management, moral laxity of public sector managers, weak government institutions, high level of interference by the

political class, manipulation by top administrative class, ethnicity, nepotism, favoritism, religious considerations, Federal Character Principle in recruitment and promotions among other dysfunctional factors are significant in stimulating ineffective management of public sector organizations in Nigeria (Osimen, Adenegan & Akinyemi 2013: 87-97; Omisore & Okofu 2014: 280-293 ). Also, with an over-bloated federal, state and local government employees', the Nigerian public sector is the largest employer of labour in Nigeria (Oyelere 2014: 53; Alarudeen 2011: 2). These among other factors make Nigeria an interesting case for this study.

## 1.1 Background

In societies where provision of vital social services is heavily dependent on the government, it is very important that management of public sector organizations exhibit high level of effectiveness. Public sector managers should be placed at the center of any research to make public sector organizations function effectively, because public sector organizations are the medium for good governance and delivery of public goods and services. Incidentally, public sector organizations in Nigeria are deeply affected by systemic corruption and this negatively affects provision of public goods and services and good governance in Nigeria. For example, when public sector managers collect bribe from contractors to inflate the value of government contracts, it shoots up the cost of governance with very little public goods and services to show for it. This negatively impact on the well-being of the average citizen. When public sector managers collect bribe to certify poor quality of contract jobs and services that were rendered to the government, the public gain nothing, but contend with poor quality projects (Igbaekemen, Abbah & Geidam 2014: 149-157).

Efforts by management scholars therefore, should be directed on how to make management function effectively in institutionally corrupt societies. Some of the challenges institutional corruption pose to effective management of public sector organizations lies in the inability to create institutional environment for effective management of public sector organizations, lack of competent staff and leadership of Nigerian public sector organizations, lack of support from stakeholders, lack of organizational independence, and political interferences among others (Waring & Morgan 2007: 352). The claimed "positive" side of corruption creates moral dilemmas in public sector managers; and creates conflicting possibilities to achieve effectiveness either through the use of corrupt means or through ethical procedures. Considering the general understanding of corruption as evil, it therefore, has no legitimate contribution to effective

management. For example, according to Edoho (2001: 2), symptoms of management ineffectiveness and efficiency crisis could manifest in different ways such as high-level of corruption, persistent poverty, declining labour productivity, unemployment and poor investment decisions, deteriorating infrastructure, diminishing per capita income, hyperinflation, and declining standard of living. The view that corruption is “beneficial” to effectiveness of public sector organizations is a contradiction that leaves some public sector managers who want to be effective in a crossroad. It highlights the moral complexity faced by public sector managers in an institutionally corrupt society.

## 1.2 Key concepts of the study

In this section, the key concepts of the study are defined to clarify the meanings given to them in this research. More detailed explanations shall be offered in chapters two and three, where in-depth discussions are provided on them.

### 1.2.1 Public sector management

In order to draw a clearer picture of effective management of public sector organizations, a description of public sector management shall be given in this section. Management is a social practice that put various means in place for the achievement of various ends. It is concerned with achieving certain state of affairs through the implementation of various courses of action in an organization (Thomas 2003: 26). On the other hand, Montana & Charnov (2008: 2) gave two related definitions of management as: (i) a means of getting things done through people; and (ii) a means of achieving the objectives of both the organization and its members by working with and through people. Management is the process of designing and maintaining an environment through which people work together to accomplish selected aims (Koontz & Weihrich 2007: 5). Thomas (2003); Koontz & Weihrich (2007); Montana & Charnov (2008) and Griffin (2009: 5) agree that management is seeking to achieve established objectives through people, though their approaches may vary. While public sector management seeks to achieve the goals of public sector organizations through people, effectiveness of public sector organizations relates to how the outcomes of such goals affect the public. Public satisfaction reflects managerial effectiveness of public sector organizations. Unlike in business organizations, effectiveness of public sector organizations is not often financially quantifiable (Kamaruddin & Abeysekera 2013: 42).

Though management seeks to achieve organizational goals as stated by the above authors, however, goals and management approaches vary according to organizational types. The distinctiveness of public sector organizations makes their management different from business sector organizations. Unlike the private sector organizations that are often accountable to a board made up of shareholders, management of public sector organizations are headed by political leaders who are accountable to the electorates or the public. However, in an institutionally corrupt society, part of the challenges to effective management of public sector organizations is that political accountability is a mirage because the systemic nature of corruption has prevented the citizens from seeing the need to demand for accountability from political office holders. Management of public sector organization is guided by legislation, regulations, laws and political support. Most public sector organizations are not profit-oriented; the primary aim of public sector organization is to improve the communal interests of the citizens through provision of effective public goods and services. Also, public sector organizations have a broad range of goals, which make them different from the private sector (Yongbeom 2013: 149-164, Christensen, Lægheid, Rones & Rovik 2007: 6).

Different scholars have different views and perceptions of public sector management. To Osborne & McLaughlin (2002: 1), it is an evolving school concerned with meeting complex social and economic needs of the people. Agranoff & McGuire (2004: 2) see public sector management as a new development, the coming of a new paradigm in the management of public sector organizations. It emerged in response to the shortcomings of the “traditional model of administration”, representing a shift from the traditional public administration to a new way of carrying out management functions within the public sector. According to Brudney, O’Toole & Rainey (2000: 1) public sector management is a process or a managerial action through which people and resources are organized to carryout public programmes and get public jobs performed by public sector managers through government and government agencies. Bovaird & Löffler (2009: 6) understand public sector management as the application of private sector management techniques into the public sector, with the aim of increasing quality, quantity and effectiveness of public sector services.

Public sector management therefore, is a gracious merger of private sector practices and the traditional aspects of public administration, giving public administration a sharper cutting edge in terms of risk-taking, flexibility, performance measurement, and goal achievement. Put simply, public sector management is the result of integration of the best practices, processes and

developments in the management of private sector organizations and public administration. This gives rise to a new way of conducting business of the state (Pollitt & Bouckaert 2004: 10-12).

The traditional concept of public administration is built on top-down arrangement; it relies on principles of hierarchy, command and control, independence and integrity guided by public sector ethos. It is characterized by centralized authority, set rules and guidelines, separation of policymaking from implementation. It maintains efficiency and effectiveness in budgetary and human resource management as its watchwords. Some of its features include: (i) separation between politics and administration, (ii) professionalism and appointments based on qualifications and merit, (iii) functional division of labour and a hierarchy of task and people, (iv) public' servants serve public, instead of personal interests. However, this model was characterized by bloated, inefficient and self-serving public bureaucracies. In the 1980s, a new approach to public management known as New Public Management (NPM) was introduced (Robinson 2015: 4-5).

New public management is a movement that has been sweeping across the globe since 1980s. It was introduced to maximize effective management and efficiency of public sector organizations. Since its arrival, it has enormously transformed management of public sector organizations across the globe, with special attention to effectiveness and efficiency. In general, it has six main components: (i) productivity, which is aimed at how government can provide more services with less money; (ii) marketization, which is focused on how government can eliminate the inadequacies of its bureaucracy, using market-style incentives to change the behaviour of government managers; (iii) service orientation, which is about putting the citizens who in a market situation are customers first, encourage customer oriented approach to service provision; (iv) decentralization, which gives room for devolution of responsibilities for various programmes, in order to lower the levels of government and reduce bureaucracy; (v) policy role separation from service delivery, which helps government focus on providing enabling policies for service delivery, instead of doubling as both service provider and purchaser; and (vi) accountability, which focuses on delivering government promises with more attention and interest in outputs and outcomes, instead of processes and structures (Kettl 2005: 1-2).

However, the NPM more or less advocated for a business sector oriented form of public management, which deviates from the traditional values of public administration. Owing to the inadequacies of the NPM, a new concept of public sector management known as New Public Governance (NPG) that deviates from

the NPM has been developed. Unlike the traditional public administration which emphasizes bureaucratic hierarchy and administrative interest, and the NPM which emphasizes managerial discretion and contractual mechanisms as its main features, the NPG approach puts more emphasis on the interest of the citizens, than government interests which is rather determined by the aggregated interests of elected public officials, or market based preferences. It holds that the role of public managers is primarily to help citizens aggregate and achieve their shared interests. This new approach involves citizens in public policy formulation, implementation and service delivery and motivating public managers dedicated to the wider public good. Citizens look beyond personal interests to larger public interests, while public managers facilitate citizens' involvement in finding solutions to societal problems. The NPG lays emphasis on inter-organizational relationships and governance of processes which anchors on trust, relational capital and relational contracts as core governance mechanisms (Robinson 2015: 9).

In summary, public sector effectiveness is about achieving public sector goals (provision of public goods and services) by embracing the values, characteristics, and ethics of public service. Public sector management is the process through which activities and resources are carefully put in place for goal actualization in public sector organizations. Public sector management is effective when the selected activities and resources involved in process of management are able to achieve the expected goals of public sector organizations within a defined period (Griffin 2011: 5). The following activities are involved in the process of management: planning and decision making, organizing, leading and controlling. These activities are channeled to the following resources: human, financial, physical and information resources, in the process of achieving organizational goals (Griffin 2011: 5).

### 1.2.2 Public sector organization

Public sector organization in a broader concept incorporates both core civil service organizations and the public service organizations. The increasing expectations of the public from Public sector organizations has diversified the scope, increased the functions and broadened the concept of public sector organizations. Public sector organizations consists of core administrative branch of government organizations (civil service organizations) and others that work under their supervision, as well as organizations that implement public programmes, policies and provide public services to the citizens (public service organizations). (Dube & Danescu 2011: 3; Luoma-aho 2008: 446). In general

terms, they are agencies, entities and related government organizations that deliver public programmes, goods, or services whose sources of funds are from taxes, fees, charges and direct financial allocations or subsidies from government. They are publicly controlled or publicly funded (Dube & Danescu 2011: 3; Scott 1996:1). They include ministries, departments, agencies, statutory bodies, publicly-owned corporations, etc.

At the center of public sector organizations is the civil service organizations. Though it is difficult to come by a common definition of civil service because one definition may not fit all contexts, as different countries have different understanding of what constitutes their civil service. However, in most countries, the civil service consists of government organizations with defined territorial authority. They include government ministries, departments, and other branches of government that are essential parts of the core government structure. They are directly accountable to the central government authority. It also includes employees and officials that are employed by the central government, departments and devolved branches of the central government (Dube & Danescu 2011: 4; Kauzya 2011: 179; Burnham & Pyper 2008: 19). At the Federal level, they report directly to the Federal executive or legislature; at the State level, they report directly to the State executive or legislature.

On the other hand, public service and enterprise consists of public organizations that are in clear terms part of government organizations, and delivers public programmes, goods and services. In some cases, they are legally separate entities that exist on their own and to some extent, they function with a degree of operational independence, especially in the case of public enterprises. They often have their own sources of funds, in addition to public funding. Public enterprises/corporations operate in private markets and may make profits. Most often, the government is the major shareholder; and they partly operate by the rules and regulations that govern the core civil service. Sometimes, public service organizations are headed by a board of directors, commissions or an appointed body. While public enterprises consists of public enterprises that deliver public programmes, goods and services; operating independently of government (Dube & Danescu 2011: 4). In a broader sense, these organizations are classified as public sector organizations in this study.

Flynn (2012: 1-2) presented three different views of public sector, namely: state-owned economic enterprises; services that are wholly provided and funded wholly or partly by the state; and an employment situation where employees work for a public organization. He however, highlighted the difficulty in drawing a sharp demarcation between what is private and what is public in terms of



ownership of some public assets like roads, bridges, airports, sea ports, etc.; and provision of some public services like education, health care services, electricity, water, sanitation, etc. Owing to the huge involvement of the private sector in provision of most public services, the boundaries between public and private sectors have been blurred.

Public sector organizations are organizations whose duty is to provide public services (basic education, public health care, law enforcement, fire service, environmental protection, electricity, town planning, public security, military, etc.), as well as creating and implementing public policies. They embrace ethical values, value of equality, justice and transparency while performing their duties. The major goal of public sector organizations is to achieve greater public good and show responsiveness to public needs (Erakovich & Wyman 2009: 78). The real measure of public sector performance is its mission effectiveness, which practically manifests in organizations goal achievement (Yongbeom 2013: 149-164, Sims 2010: 5-8).

In many societies, public sector is often used as a synonym for 'the state' and 'state-owned' institutions because they are institutions through which activities of the state are carried out. For example, in Nigeria, there are three tiers of government (Federal, State and Local Governments); they all perform different functions aimed at achieving greater public good, and provision of public goods and services. The poor performance of many public sector organizations in many African countries reveal the ineffectiveness of public institutions of those African countries where public sector organizations are characterized by poor service delivery, inefficiency, lack of openness, etc. Ineffective management of public sector organizations undermines transparency and accountability; which leads to dissatisfaction, lack of confidence and trust in public institutions by the citizens (African Development Bank 2005: 122).

Based on Flynn (2012: 1-2) classification of public sector organizations, hybrid organizations which include state-owned economic enterprises and services that are wholly or partly funded by the state, whether they are provided by the private or third sector are classified as public sector services. In view of the complexity in drawing a line between public and private sectors, as explained by Flynn (2012: 1-2), public sector organizations in a broader sense in this study refers to organizations endowed by state powers, legislations and the force of law to exercise governmental functions in line with the values, characteristics, and ethos of public service. They include ministries, departments, agencies, states and local governments. Others include state enterprises, boards, corporations, parastatals



and institutions, whose activities are based on governmental and legislative powers conferred on them (Ayee 2008: 9; Luoma-aho 2008: 448).

**Table 1.** Classification of public sector organizations in Nigeria based on organizations interviewed.

Public sector organizations	Civil service	Public service
Domain: All state organizations and other public organizations preparing and/or implementing public policies	Core state administration: Ministries, extra/non-ministerial departments and organizations that work under their supervision.	Organizations that implement public policies and provide public services for citizens: Govt. Agencies & Parastatals, Govt. Institutions (education, health, etc.), Public corporations/enterprises.
Examples: Nigerian Public Sector organizations interviewed in this study based on this classification	Ministry of education, Office of the Head of Service (HOS), Code of Conduct Bureau (CCB), Independent Corrupt practices Commission (ICPC) Economic and Financial Crimes Commission (EFCC), High Court Abuja, Directorate of Special Infrastructure, Abuja Municipal Area Council, etc.	National Orientation Agency (NOA), Securities and Exchange Commission (SEC), Nigeria Customs Service (NCS), Nigeria Immigration Service (NIS), Nigeria Police Force (NPF), Imo State University Owerri, National Hospital Abuja, etc.
Function: Governing and provision of public services	Governing	Mostly provision of services
Legislation: Mostly governed by public law	Governed by public law	Mostly governed by public law
Funding: Taxation, user-fees	Taxation	Taxation, user fees
Employment contract: Civil servant, public servant	Civil servant (career public bureaucrat)	Public servant

In Nigeria, public sector organizations include state organizations that are grouped as civil service organizations and those classified as public service organizations. Organizations that constitute the core state administrations - civil service organizations in this study include government ministries, extra/non-ministerial departments, local governments, etc. While government agencies and parastatals, government corporations or enterprises, government owned universities, hospitals and other public institutions constitute public service organizations. Table 1 above presents a clearer picture of this classification.

The above table represents the classification of the Nigerian public sector organizations. Some public sector organizations are established by constitutional provisions that make them autonomous. Government corporations are companies or business organizations owned by the government. They have legal autonomy, and they operate like private businesses. However, they still enjoy some of the privileges associated with government organizations. This is also applicable to some government institutions, like educational and health institutions. Local governments are the third tiers of government in Nigeria, they are created to bring good governance closer to the people in rural communities. They are part of civil service organizations in Nigeria.

This classification was used as the basis of the interviews for this study. It represents how the interviews were conducted. Interviews were conducted in all the categories of public sector organizations shown in the above table above, in order to cover every aspect of Nigerian public sector organization during the interview.

### 1.2.3 Managerial effectiveness

Effectiveness according to Oxford dictionary is “the degree to which something is successful in producing a desired result; success”. Zammuto (1982: 22), Bartram, Robertson & Callinan (2002: 1-2), Kondalkar (2009: 1) see managerial effectiveness of any organization as the extent to which members of such organization succeed in achieving the organization’s goals. Organizations’ managerial effectiveness is defined on the basis of organizational goal achievement. However, Christensen, Lægreid, Rones & Rovik (2007: 4, 7), Papadimitriou (2007: 571-587) and Martz (2013) noted that since different organizations have different goals, effectiveness therefore, vary according to organizations and their goals. For example, the goals of business sector organizations’ are centered on profit-making. This is different from the goals of public and non-profit organizations, which are multidimensional, non-profit oriented; and are centered more on producing goods and services that serve public needs and guarantee public good. Effectiveness of public and non-profit organizations according to Martz (2013: 385-401) could be determined based on the number of people served, programmes efficacy, community impact, etc. This therefore, presents effectiveness in a much broader view, than mere goal actualization; though it aims at achieving goals. It is the amount of success an organization records in pursuant of its set goals.

Managerial effectiveness and efficiency are often used interchangeably by different people to represent attainment of organizations’ goals, growth and

success. But, these are two concepts with different meanings, even though they are often supposed to go hand-in-hand. Organization's managerial effectiveness is however, seen as the degree to which an organization is able to achieve its set goals. While efficiency is the level of economy in terms of cost saving, or input/output ratio of human, material and financial resources expended in achieving such goals. The level of output an organization achieves with its limited resources determines its efficiency, while the extent to which it succeed in doing what it set out to do within a specified time frame determines its effectiveness. An organization could be highly efficient, but ineffective and it could also be effective, but very inefficient (Kondalkar 2009: 1).

Organization's managerial effectiveness is also defined by Zammuto (1982: 4) to reflect the degree to which the organization's management is able to achieve its set targets, or be responsive to its constituent preferences for performance, in terms of meeting citizens demands by satisfying the citizens needs and preferences in the case of public sector organizations; and customers' needs and preferences in the case of business organizations. Effective and dynamic organizations are able to adapt and modify their performance to meet the ever changing needs of the society, as well as coping with reality of the challenges posed by the social constraints in the society, since organizations have to be effective in order to survive. In order to motivate employees' to be effective, managers need to make employees understand that their extra effort will make a difference, keep track of accomplishments of their employees, involve them in decision making process, make them to understand that their actions and inactions have consequences, and help the employees to develop their skills by evaluating them on regular basis. A manager will build an effective workforce by showing a genuine interest in the welfare of his employees (Tilden & Kleiner 2005: 47-49).

It will be worthwhile to point out what constitutes public sector management ineffectiveness. Management ineffectiveness in the public sector manifests when there is confusion arising from goal-setting; when public sector managers have different goals from organizational goals, when financial and personnel resources are controlled by government, leaving managers with little or no freedom to manage (Scott 1996: 22).

DuBrin (2008: 547) identifies a cluster of factors that could cause management ineffectiveness in an organization as: environmental factors, employee-related factors, manager-related factors, and organizational factors and job-related factors. His observation embraced the factors mentioned by Scott (1996); Cohen, Eimicke & Heikkila (2008). Environmental factors include culture, excessive

government control of financial and personnel resources, national values, management resources, etc. Employee-related factors include insufficient education or training, job knowledge, mental and physical ability, low motivation, etc. Manager-related factors include inadequate communication, inappropriate leadership style, bullying and intimidation, untrusting and negative attitude, etc. Organizational factors include performance evaluation and reward structure, work environment, organizational goals, values and culture. Job-related factors include nature of work assignment, repetitive nature of the job, job risk level, etc.

#### 1.2.4 Institutional corruption

Corruption results when something has been deliberately pushed off course into an inferior form, in order to achieve a personal or group selfish objective; when something has been made to sound defective and debased. It occurs when something has been made impure and less capable. It is a departure from the expected course, a decline from moral conduct and personal integrity by an office holder (Caiden 2001: 19). According to Nye (1967: 419), corruption is “a behavior which deviates from the formal duties of a public role because of private-regarding (personal, close family, private clique) pecuniary or status gains; or violates rules against the exercise of certain types of private regarding influence”.

In a democracy, corruption is seen as antithetical to progress, attracts sanction by the law, and abhorred by the society; honesty and integrity is the norm. However, institutional corruption manifests a practical and moral deviation from the established norm. It reflects a total breakdown of social order and social control, everybody behaves and act against the established social norm without being punished, due the breakdown in social order, control and disapproval of the collective power that sustain the social norms (Chábová 2016: 5). Contrarily, in this situation, corruption becomes the “societal norm” and anybody who tries to strictly adhere to the societal norm (honesty and integrity) becomes a “social deviant” and a “misfit”. Corruption becomes a regular, acceptable, normal, systemic and conventional way of doing things in both public sector organizations and the society at large. At this point, it is institutionalized, it becomes a way of life and public problem difficult to avoid, since it has become a normal way of getting things done.

However, Del Monte & Papagni (2001: 1-16) maintained that corruption has strong negative effects on public sector effectiveness. Also, according to Lessig (2013) and Rodwin (2013), institutional corruption occurs in the presence of a widespread systemic, legal, strategic and ethical influence, which in the long run

reduces the effectiveness of an organization by shifting the organization away from its established goals and objectives, weakens its ability to achieve its goals, and weakens public trust and confidence in such organization. This definition aligns with Adams & Balfour (2005) explanation of “administrative evil”, as evil covered in many ways. A common feature of this is that people practice them without knowing that they are doing anything wrong. Public sector managers’ in this view may be behaving and functioning “appropriately” in the discharge of their organizational duties – this means doing what the people around them will be pleased with and agree they should be doing – which to a critical and reasonable observer such would be seen as institutional corruption.

In as much as this situation no doubt produces immediate short-term positive effect in the sense that it helps to “get things done” immediately. But in the long run, it weakens effective management of public sector organizations especially, under conditions of moral inversion being faced by Nigeria, in which something bad and evil has been redefined convincingly as good. Public sector managers easily engage in acts of administrative evil while believing that what they are doing is not only correct, but in fact, good and should be accepted and commended. In a situation like this, corruption has become systemic, institutionalized and people hardly notice such as acts of corruption because it provides immediate solution to their immediate needs; while unknowingly destroying the fundamental institutional frameworks for effectiveness of public sector organizations in such societies.

Though this study adopted Luthans et al. (1988), Mintzberg (1980) and DuBrin (2008:547) studies, as theoretical framework, it will be worthwhile to explain the concept of institutional corruption and the corrupt behaviours of managers of public sector organizations in institutionally corrupt societies with a corruption theory. Some theories have tried to explain corruption and why it is prevalent in some societies than others. Many studies on theories of corruption are connected to norms or values. Norms exist on society levels, but they are internalized by individuals. Hence, individual’s behaviour is influenced by prevalent societal norms. Corruption therefore occurs when the behaviour of a public official deviates from permitted societal norms (Chábová 2016: 5). Ostrom (2000) defined norms as shared understanding about actions that are obligatory, permitted, or forbidden within a society.

The theory of “social disorganization” is among the theories seeking to explain corruption with norms. This theory is associated with the Chicago school, whose studies centered on urban sociology. It argues that behaviours that deviate from societal norms are traceable to cultural, political and economic causes. Social life

is regulated by norms, and this makes it possible to expect certain individual behaviours. A person is sanctioned when she/he fails to act according to the norms. Relating this to corruption, it is presumable that the norm in established democracies is not to be corrupt. In this case, corruption is forbidden and sanctioned not only by the law, but by the society as well. However, “social disorganization” occurs in a deviant situation where everybody acts against the norm without being sanctioned due to break down in social control; and disapproval of the collective efficacy that sustain the societal norms. This is a deviation of the entire system, everybody in the society manifests corrupt behaviour, which deviates from the society’s permitted norms (Chábová 2016: 5; Karimu 2016; 59-60; Lindner 2014: 2). At this point, behaviours and activities that lead to corruption are accepted as ‘normal’ (Jain, 2001: 83). At this stage of total social disorientation of the entire citizens, corruption becomes institutionalized, and becomes a way of life. This partly explains why managers of public sector organizations in Nigeria involve in corrupt behaviours, which causes ineffectiveness of public sector organizations. However, many studies have been done to determine the extent to which social norms influence dysfunctional behaviours, some studies have focused on finding a verifiable link between norms and corruption. But, there is still not a common agreement in the literature on the correlation between social norms and corruption (Lindner 2014: 2).

The relationship between societal norms and managerial corruption in this study is explained in section 2.1 (Environments of public sector organizations). It is also clarified in the findings of DuBrin (2008:547) study on factors causing ineffective management of public sector organizations in sub-section 2.1.1; and Luthans et al. (1988) and Mintzberg (1980) study of managerial roles, behaviours and activities which are presented as the theoretical background for this study. These studies reveal managerial behaviours and actions that make public sector organizations ineffective. It offers an insight in studying the relationship between institutional corruption, managerial behaviours and ineffectiveness of public sector organizations.

Also, systems approach sees organizations as entities that live in a particular environment, and have essential parts that are interdependent (Liebler & McConnel 2012: 60-61; Mele, Pels & Polese 2010: 127). It provides a structure for the manager to conceptualize the internal and external factors within an organization. Systems approach is about the environment within which an organization operates; it includes organizations inputs, and the changed output (Liebler & McConnell 2004: 40). Open system theory which originates from general systems theory is rather involved in the relationship between the

organizations and the environment in which they operate. Open system theorists like Katz and Kahn (1979: 495-500) look at the interdependence between organizations and groups within the same environment, and the capabilities of organizations to adapt to the changes and conditions in their environment (Mele, Pels & Polese 2010: 127; Grunig, Grunig & Ehling 1992: 65).

Since organizations' and their environments depend on each other as explained by systems approach; and effectiveness involves doing the right things, effective managers relate effectiveness to include how well they influence their environments to conform to their organization's values and standards. This means that effective public sector managers can achieve managerial effectiveness by adhering to the already established ethics, values and standards in their organizations, which are the drivers of managerial effectiveness in public sector organizations (Griffin 2011: 86). However, ineffectiveness persists in public sector organizations because due to institutional corruption, managers easily yield to the negative influences from their corrupt environments, instead of insisting on the established ethical values and standards in their organizations.

Though institutionally corrupt environments create possibilities for "positive" side of corruption to manifest, it however, reveals the negative effects of corruption through deficiencies in morality and integrity of politicians, public servants and the people within such environments. These breed corrupt organizations with ethical deficiencies in authority and leadership relations. Corrupt organizations subsequently produce corrupt management with deficiencies in professionalism and knowledge to manage. This however, transcend to a corrupt leadership that has lost trust, confidence and effective leadership qualities needed by managers to make employees to put in their best to actualize the goals of their organization. And the final effect of all these is ineffective management of public sector organizations and failure of goal achievement by public sector organizations.

In a society like Nigeria, corruption is presumed to be systemic, habitual and institutionalized. It becomes a part of the social life, which has eaten deep into socioeconomic fabrics of the nation, and people get socialized and accustomed to it. They no longer recognize it for what it is. In such situation, effective management of public sector organizations can be achieved by using citizens who are willing to abide by ethical conducts as the bricks and mortar for the management of public sector organizations (Caiden, Dwivedi & Jabbra 2001: 1-2).



**Table 2.** Transparency International Corruption Perception Index for Nigeria, (1996-2015)

Year	Rank	Countries	Score
1996	54	54	0.69
1997	52	52	1.76
1998	89	85	1.9
1999	98	99	1.6
2000	90	90	1.2
2001	90	91	1.0
2002	101	102	1.6
2003	132	133	1.4
2004	144	145	1.6
2005	152	158	1.9
2006	142	163	2.2
2007	147	179	2.2
2008	121	180	2.7
2009	130	180	2.5
2010	134	178	2.4
2011	143	182	2.4
2012	139	174	2.7
2013	144	175	2.5
2014	136	174	2.7
2015	136	167	2.6

Source: Transparency International

The common belief is that institutional corruption is the general cause of the ineffectiveness of public sector organizations in Nigeria where corruption level according to Transparency International for a number of years has been very high. There are however, other factors that are contributing to the ineffectiveness of public sector organizations in the country, which are not much pronounced because of the prevalence of institutional corruption. These factors, the challenge they constitute to effective management of public sector organizations, and the effects are presented below.



## 2 PERSPECTIVES ON EFFECTIVE MANAGEMENT OF PUBLIC SECTOR ORGANIZATIONS

The purpose of this chapter is to highlight and explain the theoretical framework for this study and how the framework is linked to effective or ineffective management of public sector organizations. This theoretical framework is premised on Luthans et al (1988) study of managerial activities (communication, human resource management, networking and traditional management), Mintzberg (1980) nature of managerial work, in which he categorized ten roles of managers as: informational (monitor, disseminator and spokesman), interpersonal (figure head, leader and liaison) and decisional (entrepreneurial, disturbance handler, resource allocator and negotiator), and DuBrien (2008:547) factors contributing to organizations ineffective performance (environmental, manager-related, employee-related, organizational and job-related factors). The studies by these scholars shall be used in this study to explain how these factors contribute to effective/ineffective management of public sector organizations.

This study is based on the empirical data collected from interviews conducted with senior and middle level managers of some public sector organizations in Nigeria (government ministries, extra ministerial departments, government agencies & parastatals, local governments and government institutions) across the three tiers/levels of government (Federal, State and Local Governments). This is done, in order to gain an in-depth knowledge of ineffectiveness of public sector organizations in Nigeria at all levels of government.

### 2.1 Environments of public sector organizations

As briefly highlighted above, a number of factors within the environment of public sector organizations influence effectiveness of its management in an institutionally corrupt society. Most of these factors pose challenges to effective management of public sector organizations in such society. The challenges to effective management of public sector organizations in an institutionally corrupt society manifest in the behaviours of public sector managers and how they perform their official activities. Identifying those factors, the type of challenges they pose to effective management of public sector organizations and how they affect official behaviours of public sector managers' will help in finding ways to reduce the challenges institutional corruption pose to effectiveness of public sector organizations. This will provide answers to the research questions this study is seeking to answer.

Public sector organizations like other organizations operate within an environment (internal and external). The external environment (the society) is made up of other organizations, individuals and entities. The general external environment includes the socio-cultural, legal, democratic and political institutions, economic, and technological conditions, etc. They have direct or indirect influence on daily activities and management of public sector organizations in their midst. As a result, success or failure of public sector organizations cannot be explained outside the external environment in which they operate (Schutt 1986: 9, Daft 2008: 72, Daft, Murphy & Vilmott 2010: 143, Daft 2010: 140).

The external environment consists of the circumstances and conditions that surround the organization. It comprises the national and sociopolitical and cultural conditions in which all organizations operate. Organizations operating within the same culture and climate experience the same general external environmental forces. Organizations operating in a corrupt environment have more tendencies to be influenced by corrupt norms and values (Naoum 2001: 30, 33). Organizational strategies are substantially influenced by larger settings of their operating environmental institutions; as well as culture, history and legacies of such institutions which reflect the polity of the country in general. Institutional settings are divided as follows: formal institutions; comprising constitutions, laws, policies, and formal agreements that citizens of various localities create. Informal institutions are made up of behavioural norms, and mentalities of individuals who may have similar or varying cultural, religious or political beliefs (Hung 2010: 292). In Nigeria, corruption significantly manifest in the formal and informal institutions (Nwachukwu & Uzoigwe 2004: 274). Despite its negative effects on effective management of public sector organizations, the systemic nature of corruption in Nigeria has made corruption a conventional and an acceptable way of doing things, and a way of life for citizens. It has permeated the Nigerian culture and value system. It has been indirectly “legitimized” and institutionalized as a tradition. Hence, failure to conform to it is regarded as “irrationality” (Mohammed 2013: 118-137).

The Nigerian sociopolitical, economic and cultural environment is characterized by institutional corruption. Interactions between organizations’ and these corrupt environments have lowered effective management of public sector organizations in the country (Madueke 2010: 34-35). Institutional corruption in Nigeria has reduced effective management of public sector organizations and has subsequently constituted a challenge to effectiveness of public sector organizations in the country (Ogbeidi 2004: 336).

### 2.1.1 Factors causing effective/ineffective management of public sector organizations

The factors influencing effective or ineffective management of public sector organizations which constitute the framework for this analysis are presented in the tables below. These factors include: environmental factors, organizational factors, manager-related factors, employee-related factors, and job-related factors. The tables highlight how the presence of institutional corruption negatively influences these factors. The negative influence subsequently make management of public sector organizations ineffective.

**Table 3.** External environmental factors

External environmental Factors	Contribution to effectiveness	Contribution to ineffectiveness
Government control of financial and personnel resources	Freedom to manage help managers channel resources to achieve organizational goals.	Lack of freedom constrains managers from using resources to achieve organizational goals
National norms and values	Making managers stick to organizational values strengthen effectiveness.	Corrupt norms and values from the external environment feeds corruption into the organization.
Management resources	Provision of management resources increases performance and output.	Withdrawal of management resources decreases output and achievement of organizational goals.

The above table categorized external environmental factors into three which include: government control of financial and personnel resources, national values and management resources. These factors as explained in the table influence effective management of public sector organizations positively or negatively. In an institutionally corrupt society, they negatively affect effective management of public sector organizations. For example, lack of management resources and excessive government control constrains public sector managers' abilities and freedom to achieve the best result for their organizations, while corrupt values negatively affect ethical standards and conducts of public sector managers. All these make management of public sector organizations ineffective.

**Table 4.** Organizational factors

Organizational factors	Contribution to effectiveness	Contribution to ineffectiveness
Organizational goals, norms and values	Congruence of goals lead to effective management.	Conflicting goals lead to management ineffectiveness.
Performance evaluation	Performance evaluation and measurable performance targets help to evaluate managers' performance and motivate employees to achieve set target	Absence of this make it difficult to evaluate the performance of managers. It can lead to less employees motivation
Reward factors	Reward system based on Performance and merit encourages managers and subordinates to do their best.	Seniority based reward system could discourage subordinates commitment to the organization.
Work environment	Conducive work environment make employees to focus and concentrate on their job.	Unconducive work environment leads to lose of concentration.
Salary factors	Good salary and timely payment increases morale and motivation to achieve organizational goals.	Poor salaries, delayed and or non-payment of workers' salaries kill morale, and motivation of employees.
Multiple/complex goals	Employees can be more focused when goals are simple and specific	Complex goals bring confusion and lead to pursuit of less important goals.
Job Security	Assurance of job security releases tension and motivates employees.	Absence of job security puts pressure on employees', affect motivation and out-put

Organizational factors are directly related to public sector organizations. They comprise organizations goals and values, performance evaluation; reward factors, work environment, salary factors, multiple goals and job security. Public sector organizations function effectively when managers and the organization have common goals, but when the goals are not the same, ineffectiveness sets in. Institutional corruption makes it difficult to achieve goal conformity between managers and their organizations. It creates possibilities for public sector managers to have their own hidden goals that are different from their organizations' goals. When corruption becomes a conventional way of doing things, it could be difficult to achieve goal congruence. Also, absence of

performance evaluation measures negates effective management of public sector organizations because it is difficult in such situation to assess employees' performance and determine their levels of effectiveness. Rewarding employees' effective performance motivates them to do better, while seniority-based reward system demoralizes hard-working employees who are not yet at senior levels. Also, good work environment, good salary, job security, simple and specific goals increase employees' morale and motivate them to achieve their organizations goals, which translates to effectiveness, while absence of these demoralizes and kill employees' motivation, and subsequently lead to ineffectiveness.

**Table 5.** Manager-related factors

Manager related factors	Contribution to effectiveness	Contribution to ineffectiveness
Communication	Effective communication promotes understanding/inspires creativity, motivation and productivity.	Poor communication leads to misperception, misjudgment, and misunderstanding, lack of enthusiasm, boredom and misinformation.
View about subordinates	Treating subordinates with respect and affection make them feel respected, valued. It lead to satisfaction and deep commitment to achieve goals.	Treating subordinates with disregard make them feel undervalued. It leads to insubordination, disrespect, rancor and loss of satisfaction.
Poor leadership	Good leadership attracts support and trust; and make subordinates to willingly submit to authorities.	Poor leadership leads to loss of confidence, trust, respect and unwillingness to submit to managerial authority
Bullying/intimidation	Subordinates respect, trust, and cherish managers' who support and cares for them.	Bullying/intimidation create fear, insecurity, rancor, reprisal and loss of cooperation
Trust	Mutual trust diminishes suspicion, creates cohesion, harmony, unity and increases commitment to organization's goals.	Lack of trust make managers and subordinates work on cross purposes, create uncertainties, withdrawal and reduces commitment.

Manager-related factors concern the official managerial behaviours of public sector managers. They include: communication, managers view about their subordinates, leadership quality, bullying/intimidation and trust. Good communication, treating subordinates with respect, good leadership by managers of public sector organizations increases understanding, trust, mutual respect, unity of purpose, willingness to submit to managerial authorities, and inspires

cooperation. These reduce tendencies for bullying and intimidation. But in an institutionally corrupt society, the tendency for managers to corner all the good things that come from the organization to themselves alone create possibilities for poor communication. Also, treating subordinates with disregard and disrespect, bullying and intimidation leads to tension and loss of cooperation. These are result of poor leadership which leads to loss of trust and confidence and subsequently lower employees' effectiveness in public sector organizations.

**Table 6.** Employee-related factors

Employee factors	Contribution to effectiveness	Contribution to ineffectiveness
Education, knowledge, skill and training	Possession of appropriate education, knowledge, skill and training, for a job increases output.	Lack of appropriate education, knowledge, skill and training for a job reduces output.
Motivation	Increased motivation increases output.	Lack of motivation decreases output.
Physical and mental capability	Ability to cope with mental and physical demands of a job increases employee's output.	Employee's mental and physical incapability to cope with job demands negatively affect productivity.

Employee-related factors are factors that revolve around employees of public sector organizations. They include: employees' education, knowledge, skills and training, physical and mental capacity to handle their jobs. These factors are critical for effective performance of public sector organizations. If employees of public sector organizations lack the right education, training, knowledge and skill to perform certain duties, or when employees' are not physically and mentally fit to perform certain functions, these certainly affect productivity negatively, thus leading to ineffectiveness. In an institutionally corrupt society where corruption is the order of the day during employment and promotion in public sector organizations, unqualified and unfit candidates are usually employed and or promoted to positions in public sector organizations. This is part of the reasons for ineffective management of public sector organizations in institutionally corrupt societies.

**Table 7.** Job-related factors

Job related factors	Contribution to effectiveness	Contribution to ineffectiveness
Nature of work/assignment	Allowing employees to use conversant skills that are not detrimental to safety, time and quality of output increases motivation and job satisfaction.	The nature of work employees perform impact on their output level. When they use skills they do not value at work, they do not feel motivated, responsible and satisfied.
	Changing work schedules increases challenges and make work interesting	Repetitive and monotonous work, make employees get bored of performing the same kind of activity year-in-year-out.
Job risk level	Employees' feel confident and work better when job risks are minimized, and when they know that they will be compensated and taken care of should anything happen to them.	High risk jobs discourage employees and reduce their level of confidence and motivation. They show lack of interest when they know they will not be compensated or taken care of when something goes wrong.

Finally, job-related factors are factors that are directly related to the job employees perform in public sector organizations. In this study, they are: the nature of work/assignment and job-risk level. If employees' are made to perform the same kind of work year-in-year-out, it becomes repetitive and monotonous; they get bored, feel unchallenged, and lose their motivation. But, changing work schedules make work challenging, brings new experience, skills, knowledge and make work interesting. This increases their motivation and productivity, which make public sector organizations effective. Also, employees' put in their best when job-related risks are minimally reduced, and when they know that they will be adequately compensated and taken care of if anything happens to them while on the job. However, in an institutionally corrupt society, employees do not often get compensated or taken care of if anything happens to them while performing their duties. These situations kill the moral of other employees and possibly make them avoid certain duties in their organizations. These kind of situations also make public sector organizations ineffective.

The above tables highlighted the factors that contribute to effective/ineffective management of public sector organizations. As a result of the presence of institutional corruption, these factors exert influences that corrupt official behaviours and activities of public sector managers. The corrupt influences make

them conform to the corrupt values in the society. These make public sector managers to ignore those factors that make them effective managers of public sector organizations, and act corruptly. The corrupt behaviours and activities subsequently lead to ineffective management of public sector organizations. These factors (environmental, manager-related, organizational, job-related and employee-related factors), Luthans et al (1988) and Mintzberg (1980) study of managerial roles, behaviours and activities are presented as the theoretical background for this study. This is because they reveal managerial behaviours, what managers' do that make them effective, and what they do that make them ineffective. Hence, they provide good insight in studying the challenges to effective management of public sector organizations in an institutionally corrupt society like Nigeria.

### 2.1.2 Forms and components of effective management

Effective public sector management as defined in chapter one is described as engaging in activities that will help an organization to succeed in achieving its goals. In successful management, high effectiveness and high efficiency go hand in hand (Starling 2010: 18). Redding (1970: 7) identified apparent effectiveness, personal effectiveness, and management effectiveness. The first and second kinds of effectiveness (apparent and personal effectiveness) lead to management ineffectiveness. Apparent effectiveness is the extent to which a manager gives the appearance of being effective. Personal effectiveness is the extent to which a manager achieves his own private objectives. This arises from satisfying personal objectives of the manager, rather than the organization's goals and objectives. Managerial effectiveness is the extent to which a manager succeeds in accomplishing what is expected of her/him in her/his position as a manager (Ibid).

In their study of "real managers", Luthans et al (1988: 62) discovered that sometimes, "effective" managers (those who achieve the goals of their organization) lose their rightful rewards to "career successful" managers (those who use their positions to network for career success, and who end up getting relatively quick promotions). This kind of situation dampens their morale, weakens their spirit and brings a change of attitude to work by such result oriented managers, leading to management ineffectiveness. It is important to note that in an institutionally corrupt environment there might be more causes of public sector management ineffectiveness than apparent and personal effectiveness because corruption is a major cause of ineffective management of public sector organizations.



“An effective government is one which creates outputs, namely the delivery of public goods and services or the design and implementation of public policies that meet their intended objectives. For a government to be effective, it needs to work within the framework of guidelines and rules” (OECD 2011b: 20.) Cohen (1988: 10) defines effective management as “getting people to do the right things”. In practical sense, effective managers try to identify program areas to move into and the resources that might become available. They are supposed to have clear set of short and long term objectives, and try to continually seek new and better ways of reaching such objectives. If a manager believes that success is possible, she/he should be able to work aggressively and pursue every possible course of action to achieve success. In that sense, such manager has found the secret to effectiveness (Cohen 1988: 13, 21).

“Starting with the scientific management at the turn of the century, managerial effectiveness focused on getting the job done—in the most direct way. It mainly recommended a task-oriented approach as the key to effective management. Thus organizational effectiveness stressing quantity and quality standards of performance was equated with managerial effectiveness. Employee satisfaction and commitment have also become associated with managerial effectiveness... Effective managers are those who give relatively more attention to other management activities, especially communication and human resource management”. (Luthans et al 1988: 62 & 72.) This means that effective management is connected to how managers’ relate with their employees or subordinates. Just as open systems theory emphasizes organizations interaction with their internal and external environments, public sector managers’ interaction with people within their organizations also affect effective management of public sector organizations. Since public sector managers cannot achieve their organization’s goals alone, it therefore, requires good communication, good leadership and human resource management skills for a manager to motivate his employees or subordinates in order to effectively achieve established organizational goals. Generally, effective management of public sector organizations is affected by how public sector managers perform their responsibilities in manager-related, job-related, employees-related, organizational and external environmental factors of effectiveness.

As leaders, effective public sector managers are expected to possess leadership qualities that will enable them perform leadership roles of influencing, guiding opinions and directing subordinate’s course of action, advocate for lower level employees, assume the position of a role model, counselor and empower subordinates, emphasize inter-personal relationships, possess good judgment skill, be decisive, independent minded, inspire self confidence in subordinates,

build and lift subordinate's personal integrity, encourage upward and downward flow of communication, involve employees in decision-making, criticize constructively, inspire teamwork, promote unity of purpose, motivate employees and establish organizational values among employees (Marquis & Huston 2009: 32 & 38). They are expected to perform these leadership roles while performing their managerial functions in their organizations. With managers assuming both management and leadership roles in today's organizations, effective managers are expected to combine management and leadership roles. They are expected to do the right things the right way, achieve results. It is expected that effective managers should be result-oriented and bring positive changes into their organizations. They are expected to know how best to appreciate and reward their performing staff and handle personnel problems through dialogue. Effective managers are expected to consider meeting the needs of their staff as part of their goals. They are supposed to be visionary, creative, proactive, and carry every worker along (Adeniyi 2007: 20). However, since managers are not super-human, not every effective manager possesses all these qualities.

Redding (1975) emphasized the business-sector side of effectiveness by attributing it to what a manager achieves in terms of her/his output, not input. This description of effectiveness does not properly fit into public sector concept of effectiveness upheld by this study because public sector organizations are more interested in achieving public good through ethical process. It is not very easy to quantify effectiveness of public sector organizations in monetary terms. For a manager to be fully effective, such manager must be aware of the necessary contributions her/his department should make, know her/his role in the unit and set the goals and objectives which she/he aims to achieve. Such manager needs the help of her/his superiors and subordinates to overcome obstacles that could hinder the achievement of those objectives. She/he receives periodic feedback on the progress her/his subordinates are making towards the organization's laid down objectives and also, be held responsible for her/his actions (Redding 1975: 3-5). Arguably, this view of effectiveness combines the views of effectiveness as goal actualization expressed by Siddiqi (1995); Robbins, DeCenzo, Coulter & Woods (2014: 7); Malik (2006: 72-88); Zammuto (1982: 22); Bartram, Robertson and Callinan (2002: 1-2) and Kondalkar (2009: 1), which best describe the goals of private sector organizations as profit-oriented; and the views of effectiveness expressed by Christense, Lægreid, Rones & Rovik (2007: 4, 7); Papadiimitriou (2007: 571-587) and Martz (2013) which describe the goals of public sector and non-profit organizations as broader, multidimensional, with the aim of guaranteeing public good.

According to Luthans et al (1988) and Mintzberg (1980), in order to achieve a modest improvement in performance, effective managers do a great deal of communication (informational roles) and human resource management. Evidence indicate that effective managers are doing precisely very much of these activities. The implication is that managers who focus more on networking (interpersonal roles) and traditional management activities are not utilizing their full potentials for effective management (Luthans et al 1988: 171). This shows that communication (informational roles) and human resource management activities are priority roles for effective management, while traditional management and networking roles are supplementary. However, they are all managerial activities; and they contribute to both effective management and/or managers' success in the organization. Interestingly, Luthans et al (1988) and Mintzberg (1980) studies were done in corrupt-free environments and in places where some organization's external environmental factors like values and culture constituted less challenges to managerial effectiveness. Hence, environmental factors played no significant role in influencing the result of their studies. However, in an institutionally corrupt society where corruption is systemic, it affects every institution of the society. Organizations external environmental factors explained above have become significant factors affecting effective management of public sector organizations in institutionally corrupt societies.

## 2.2 Managerial roles and ineffectiveness factors as theoretical framework of analysis

Tables 3-7 above highlights the plausible ineffectiveness factors of management described by DuBrin (2008: 547) which include environmental factors, manager-related factors, employee-related factors and job-related factors. The managerial activities of managers observed by Luthans et al. (1988:12) include communication activity, human resource management activity, networking activity and traditional management activity. While Mintzberg (1980: 56, 57) observed ten roles of managers which he classified into informational roles: (monitor, disseminator and spokesman), interpersonal roles: (figure head, leader and liaison) and decisional roles: (entrepreneurial, disturbance handler, resource allocator and negotiator). Luthans et al. (1988: 157-158) observational study reveals that managers routinely perform functions within traditional management activities (planning, decision-making, and controlling), communication activities (exchanging routine information and handling paperwork), human resource management activities (motivating/reinforcing, managing conflict, staffing, and training/development) and networking activities (socializing/politicking and interacting with outsiders). The study further reveals

that effective managers (those who achieve organizations goals) perform more of communication activities, human resource management activities and less of traditional management activities, while networking activity has no relationship to managerial effectiveness. The study also reveals that “successful” managers (those interested in career success) performed more of networking functions and a little of communication function.

The second ineffectiveness factor in table 4, (manager-related factors) reveals the importance of managers’ roles to the organizations’ success or failure. Every manager at any level represents the organization and its interest before her/his subordinates and the outside environment. As the representatives of the organization, managers’ convey organizations’ goals and values to their subordinates’, and people outside the organization. The roles managers play in manager-related factors in DuBrin (2008: 547) in table 4 are the same role in communication activity/informational roles and human resource management activities/leader roles according to studies by Luthans et al. (1988: 13 & 22) and Mintzberg (1980:56).

These activities/roles (communication activity/informational roles and human resource management activities/leader roles) are linked together in this study with manager-related factors because manager-related factors highlights how and what public sector managers do while performing these roles that make them effective or ineffective. Also, manager-related factors highlights expected leadership qualities of effective managers which they combine while performing the managerial functions in order to provide direction and good leadership to their subordinates. Managers’ success or failure in manager-related factors depends on their ability to handle the communication/informational roles and human resource management activities; which have the highest relative contribution to managerial effectiveness according to Luthans et al. (1988: 158) studies. Therefore, manager-related activities are grouped together with communication/informational roles and human resource management activities and the leader role because managers perform related functions in these roles.

The organizational, employee-related and job-related plausible factors of ineffectiveness in tables 4, 6 and 7 above, are represented by Luthans et al. (1988: 77) traditional management activities and Mintzberg (1980: 57) decisional roles in this analysis. In Luthans et al. (1988: 159) studies, the traditional management activity came third in relative contribution to managers’ effectiveness, while networking activity has no relative contribution to effectiveness. Decisional roles and traditional management activity in Mintzberg (1980: 77) and Luthans et al. (1988: 77) studies make managers to perform the routine traditional functions of

planning, decision-making and controlling. The functions of the manager in organizational factors, employee-related factors, and the job-related factors in tables 4, 6 and 7 are represented by managers' two interpersonal roles (figure head and leader), two informational roles (monitor and disseminator) decisional roles (disturbance handler, resource allocator, entrepreneur, and negotiator) (Mintzberg 1980: 58-90), and traditional management activities (planning, decision-making and controlling) Luthans et al. (1988: 77-93) in this analysis. Luthans et al. (1988) and Mintzberg (1980) also stressed the need to consider employees' education, knowledge, skills, training, physical and mental capabilities during employment. Managers plan and organize work schedules to fit into employees' training, skills knowledge and education. Also, they minimize job-risks in order to get the best result from their employees'. These are the main focus of the organizational factors, employee-related factors and job-related ineffectiveness factors in tables 4, 6 and 7.

This framework shall focus on how the plausible ineffectiveness factors identified by DuBrin (2008: 547) shown in tables 3 to 7 and managers' activities by Luthans et al. (1988) and Mintzberg (1980) ten roles of managers' affect the effectiveness of public management in Nigeria. The link between the ineffectiveness factors in tables 3-7 above, the four activities of real managers: communication, human resource management, networking and traditional management by Luthans et al. (1988) and Mintzberg (1980) ten roles of managers which he categorized as: informational: (monitor, disseminator and spokesman), interpersonal (figure head, leader and liaison) and decisional (entrepreneurial, disturbance handler, resource allocator and negotiator); shall be explained in order to show how they affect effective management of public sector organizations. This framework shall be used to reveal how poor performance of these activities by public sector managers, undermine effectiveness of public sector organizations.

This chapter will analyze the importance of behaviours of public sector managers while performing these roles. The environmental factors in table 3 represented by networking or interpersonal roles highlights the negative effects of political interferences and control on the management of public sector organizations in societies where politicians wield overbearing influence on public sector organizations. It also highlights how corrupt values in organizations' external environment manifest in behaviours of public sector managers; and how absence of resources and facilities for effective management of public sector organizations decimates effectiveness of public sector organizations in such societies.

Organizational factors, represented by traditional management or decisional roles, explain the need for congruence of goals and values of public sector organization managers and subordinates. Also, the need to evaluate managers performances using measurable performance evaluation/appraisal review mechanisms as well as encouraging reward system based on merit and performance measurement in public sector organizations. It includes the need to create conducive work environment for both managers and subordinates, set specific and simple goals for workers, as well as increase their morale through enhanced salaries. All these factors make public sector organizations effective. While Employee-related factors expresses the need for proper employees motivation, possession of appropriate education, knowledge, skills and trainings relevant to their jobs and the employees' ability to cope with the mental and physical demands of their jobs. Job-related factors point out how the nature of work performed by employees impact on their level of effectiveness. Often times, when a job becomes repetitive and monotonous for an employee, it becomes unchallenging and boring. Changing work schedules or work environment becomes necessary at this point to make work interesting and challenging for employees and bring out the best in them.

Finally, manager-related factors represented by communication/informational roles and human resource management are at the center of other effectiveness factors in the table. It is very important in this analysis because it highlights how the manager coordinates other effectiveness factors while performing his managerial duties, in order to guarantee effective management of public sector organizations. Manager-related factors point out what public sector managers do that make public sector organizations effective or ineffective. Ineffectiveness occurs when they fail to properly coordinate other effectiveness factors in tables 3-7 while performing their managerial duties. Such managerial behaviours that lead to ineffectiveness in public sector management include: poor communication between managers and their subordinates, when managers disregard their subordinates and treat them with indecency and disrespect, when managers cannot provide good leadership to their subordinates, when they intimidate and bully subordinates and when managers cannot be trusted by subordinates.

In order to find out how managers could navigate through these, and make public sector management effective, this analysis will closely examine the observational study of managerial behaviours by Luthans et al. (1988) and Mintzberg (1980), to find out how public managers in Nigeria can embrace the effectiveness factors identified in tables 3 to 7. Following Mintzberg's (1980) study, the commonly held view about the nature of managerial work has been challenged and

disproved. The observed activities of managers by Luthans et al. (1988) and Mintzberg (1980) revealed series of activities of managers. However, organizational effectiveness/ineffectiveness is much dependent on which of those activities managers mostly perform and how good or bad they perform such activities, as explained in tables 3-7 (Mintzberg 1980: 55-56).

Luthans et al. (1988) and Mintzberg (1980) managerial activities/roles are selected for this study because the observed managers proved significantly effective and significantly ineffective in performing some of the observed activities. The relationship between the managerial roles/activities and managers' ineffectiveness factors by (DuBrin 2008) will be of great use in studying ineffectiveness of public sector organizations in Nigeria because the listed factors by (DuBrin 2008) that cause ineffectiveness are common in Nigerian public sector organizations. Attention shall also be paid to how institutional corruption in Nigeria influences the performance of these roles by public sector managers. Criticizing the common belief that managers make systematic planning, carefully gather intelligence and make in-depth analysis and reflective decisions about the future of their organizations, Mintzberg (1980) study rather revealed managerial life and work to be multi-dimensional, complicated, information-rich, episodic, disjointed, value laden and conflictual (Thomas 2000: 147).

Table 8 below highlights the managerial functions observed by Luthans et al. (1988) and Mintzberg (1980), as well as the observed activities/roles of managers in these functions during their observational study of managers' activities/roles in various organizations. The table reveals that managers observed by both Luthans et al. (1988) and Mintzberg (1980) performed similar activities/roles in all the observed managerial functions/roles in their studies.



**Table 8.** Managerial roles and activities observed by Luthans et al. (1988), Mintzberg (1980) and DuBrin (2008: 547) ineffectiveness factors.

Luthans et al. (1988)	Mintzberg (1980)	DuBrin (2008)	Observed activities performed by managers'
Communication	Informational roles: Monitor, disseminator, spokesman	Manager-related factors	Maintain interpersonal contacts, receive and disseminate requested information, communicate organizational mission, goals/objectives, make phone calls, communicate results of meetings, writing memos, processing mails, general desk works, etc.
Human resource management	Disturbance handler, resource allocator, leader, monitor	Employee-related factors / Job-related factors	Managing conflicts, disciplining/punishing, motivating, staffing/training, drawing schedules, scheduling/assigning tasks, advising, etc.
Networking	Interpersonal roles: Figurehead, negotiator, liaison, spokesman	Environmental factors	Receive visitors, representing organization outside, giving speech outside, represent the organization during negotiations, politicking/socializing, dealing with customers, informal joking around, non-work-related chit chat, putting others down, etc.
Traditional Management	Decisional roles: Entrepreneur, resource allocator, leader, disturbance handler, disseminator	Organizational factors	Initiate new projects, spot opportunities, identify areas of business development, budgeting, decision-making, directing/influencing, adapt to external changes, planning, controlling, defining/assigning tasks, inspecting work, monitoring performance data, etc.

The present day changes in the world and the revolution in information technology has unarguably moved management beyond the days of Luthans et al. (1988) and Mintzberg (1980) studies. The introduction of computers, telephones, teleconferencing, emails and general developments in information technology has made organizational communication faster, comfortable and easier. These developments could provide interesting academic debate on the efficacy of the result of Luthans et al. (1988) and Mintzberg (1980) studies of managerial activities and behaviours in the present day management in both private and public sector organizations.



However, DuBrin (2008) study on managerial ineffectiveness factors highlighted how poor performance of managerial functions by managers negatively affects organizational performance, and lead to organizational ineffectiveness. This validates the findings of Luthans et al. (1988) and Mintzberg (1980) studies and help to make the findings relevant in today's world. Tables 3 to 7 and table 8 provides a clearer picture of this. Also, according to Mintzberg (2009: 14) in his recent study of managers, evidence suggests that though growth in technology has affected management in different ways, but behaviours of managers in his earlier study published in 1973 have not changed from the behaviours of similar managers of current times.

Though information technology has simplified and sped up every aspect of human resource management task including salary administration, job posting and placement, benefits administration, etc. (Lawler III & Boudreau 2015: 5). In Nigeria, despite the global revolution in information technology, it is interesting to note that more than half of public sector organizations in Nigeria do not have access to computers, internet facilities, etc. Such facilities can only be found at the national or state headquarters of very few public sector organizations in the country; and only in the offices of most senior managers of such organizations. If eventually they are found in some strategic offices, the absence of electricity makes it difficult to use them for the benefit of the organization. For these reasons therefore, Nigerian public sector organizations are yet to take advantage of the developments in information technology to improve their effectiveness. For example, here is a comment from a respondent who is a senior manager in one of the public sector organizations in Nigeria: "... Now there is no light and you are hearing the sound of the generator, it has to be moved to some "important" offices, the same thing with computers, they have to be in some offices that are considered to be 'more important..." This statement explains that Nigerian public sector organizations are yet to make gainful use of developments in information technology to improve public service delivery in the country. Materials like internet facilities, computers, telephones, intercom, and etc. that enhance effective public service delivery are only found in few "privileged" offices. Unfortunately, lack of electricity makes it difficult to use these facilities in most cases. This situation contributes to public sector ineffectiveness in the country.

Expectedly, Luthans et al. (1988) and Mintzber (1980) studies of managerial activities and behaviours and the nature of managerial work have attracted the attention of some researchers who sought to verify the findings and the relationship between managerial activities, behaviours and organizational effectiveness as established by Luthans et al. (1988). Using Luthans et al. (1988)

classification of managerial behaviours in which the relationship between managers behaviours towards managerial activities and effectiveness was established, O'Driscoll, Humphries and Larsen (1991: 313-326) and Kulkarni (2014: 16-23) sought to compare managers and subordinates ratings of managerial performance on the set of activities developed by Luthans et al. (1988); and to examine the contributions of specific managerial activities to effectiveness. The studies were aimed at determining if certain types of managerial role(s) contribute more to effectiveness than others. Interestingly, these research findings were consistent with the conclusions of Luthans et al. (1988) studies, which revealed that communication and human resource management have substantial correlations to effectiveness. Also, the studies confirm Luthans et al. (1988) findings that managerial behaviours towards managerial activities (communication, human resource management, networking and traditional management) have varying effects on effectiveness. Based on these confirmations, these studies agreed that Luthans et al. (1988) framework provides a useful background towards understanding managerial roles and activities, since its classification is based on observations of managers' actual behaviours while performing their jobs.

Research enquiries on the acceptability of the findings, conclusions and the typology developed by Luthans et al. (1988) study on managerial behaviours and the relationship between managers' activities and effectiveness have increased. In a study aimed at identifying the effects of managerial activities on managers' success and effectiveness, using Luthans et al. (1988) typology, Chung-Ming, Ng and Mee-kau (1997: 433-445) embarked on a three country study of Canadian, Hong Kong and Taiwanese managers. The result of their study corroborated Luthans et al. (1988: 160) finding that "effective" and "career successful" managers do not perform the same activities. According to their findings, in Hong Kong, human resource management activities contribute positively to effectiveness, while networking is detrimental to effectiveness, and in Canada, traditional management activities improves effectiveness.

Interestingly, in Taiwan, managers' activities have no impact on effectiveness. The research further revealed that effective managers' in all these countries are not recognized, nor rewarded. This also corroborates Luthans et al. (1988) finding that effective managers in most cases lose their rightful rewards to "career successful" managers who use network activities to advance their career. Srivastava and Nair (2011: 303-314), used a different model from Luthans et al. (1988) typology in their study on the effects of managers behaviours on organizational effectiveness. Their findings on the study of effects of androgynous (having both male and female characteristics) and rational-emotive behaviours to

effectiveness supported the findings of Luthans et al. (1988) that the behaviours managers manifest in the course of performing their managerial activities positively or negatively affect their effectiveness.

Further studies on Mintzberg (1980) nature of managerial work like Kurke and Aldrich (1983: 975-984) have corroborated Mintzberg (1980) findings. Also, Pavett & Lau (1983: 170 & 172) corroborates Mintzberg (1980) findings that networking activities such as (figurehead, liaison and spokesperson) do not contribute to organizational effectiveness, while communication functions represented by interpersonal and informational roles and human resource management activities such as (disturbance handler, negotiator and leader) roles are more important roles for organizational effectiveness.

### 2.2.1 Communication activity

Organizational communication and effectiveness are inextricably related. Communication is positively correlated with organizational outputs such as commitment, performance, organizational citizenship behaviours and job satisfaction, while communication failure results to job dissatisfaction, low trust, decrease in organizational commitment (Husain 2013: 43-50) and (Meng & Berger 2012: 332-354). In his study of six communication secrets of top performing organizations, Trahant (2008: 68) found a strong correlation between communication and organizational effectiveness. Also, in a case study of managers of large international knowledge intensive company, Alvesson and Sveningsson (2003: 1435-1459) corroborated the huge positive effect of communication to effectiveness. Their finding showed that listening and chatting with subordinates make them feel more respected, accepted, valued, visible, and perceived as team members. This makes subordinates more responsive, loyal to the manager, have a feeling of security, protection and well-being at work place; and this increases their effectiveness.

Corroborating the positive effect of information, especially oral (communication), Mintzberg (2009: 25-27 & 1989: 17 & 23) explains that managers' network of contacts give them access to information in their organizations more than any of their subordinates. By this, they are better informed and emerge as the nerve center of information flow in their organizational units. Their subordinates look up to them for information. Hence, subordinates are at information disadvantage if they cannot reach and orally communicate with their manager. This affects organizational effectiveness. Also, DuBrin (2012: 375) explains that open communication between managers and subordinates contributes to managers' effectiveness; it inspires subordinates to take responsibility for creating a better

future for the organization. As a result, it is regarded as an essential tool for effective managers.

Communication skills are vital and indispensable aspect of effective management. Communication is the medium through which operations are led, coordinated and results fed back. According to Fayol (1984: 12-13), managerial functions manifests only through the organization's personnel; while good, sound and flexible working relations promotes good management. Every function of management depends on effective communication for its success (Chaturvedi & Chaturvedi 2006: 43). In table 5, manager-related factors are represented by communication activities or informational roles. Manager-related factors comprise all the communication functions studied by both Mintzberg (1980) in and Luthans et al. (1988), which are central to effective management, if the manager performs them well. Managers communicate with people within and outside their organization. The central role here is to ensure the organization's survival and success. The manager appreciates that communication is an essential management tool, and that it plays a central role in effective management. Effective communication enables managers to win the heart of their employees and customers in order to keep their organization in business; while lack of communication leads to failure, which is an unwelcome development (Thairu 1999: 151). Communication activities of managers were identified as the observable behaviours associated with the exchange of routine information and processing paperwork.

Communication involves the production and processing of the signals and symbols which human beings use to send and receive messages. It consists of the following five elements: (i) sender (ii) message (iii) medium (iv) receiver and (v) meaning (Hargie, Dickson, Tourish 1999: 14; Luthans et al. 1988: 95). "Communication is talking to one another." (Fiske 1990: 1.) Communicating organizations' missions, goals, and objectives form the bulk of the work of managers observed by Luthans et al. (1988). Communication showed a stronger relative contribution to managers' effectiveness. A communicating manager satisfies workers need for expression, this leads to their job satisfaction and subsequently boost their productivity and achieve the objectives of the organization (Kumar 1997: 451).

Despite the important role of communication to effectiveness, institutional corruption influences the nature of information and the communication strategies through which information is sent to members of the organization. The content of information determines which information is to be shared, who to share it with, and the strategy of sharing such information. Corrupt members of

the organization whether top, middle level managers or lower level employees consider this especially if the information is about corruption in the organization. This brings into account how corrupt information affects communication behaviour patterns and individual subjective communication decisions to release secret information about organizational corruption. This is because such information can only be communicated to organizational members involved in such corrupt activity, using a different strategy from the organization's normal communication channel and strategy (Aven 2014). In an institutionally corrupt society, the bureaucratic structure of public sector organizations highlights or projects the hierarchical scale of involvement in corruption. As higher level hierarchies get involved in corrupt activities, they provide stronger and effective security and leadership to the corrupt members through effective communication among the junior participants in corrupt activities. Since corruption is a secret affair, they usually adopt oral communication strategy to avoid documentary evidence of their activities (Luo, 2004). Hence, despite the positive impact of effective communication to effective management, it equally strengthens the bond among corrupt members of an organization.

Direct communication and feedback between managers and employees play an important role in employee motivation. It establishes the credibility, integrity, honesty and sincerity of the manager to his employees and also make his employees to trust and rely on him for information on issues that affects them. Managers who communicate effectively with their employees gain their acceptance. They enjoy real influence over their subordinates because they trust and accept the leadership of such manager and submit to her/his authority. Otherwise, the manager will be commanding the employees' attendance, but not their attention (Rashid 1983: 115).

Managers mostly communicate to their subordinates through downward and upward communication flows. Managers provide job-related information through downward communication, instructions and direction, as well as general information relating to the organization and their units to subordinates. Subordinates in turn, relate the feedback on how things are going in the organization to their managers through upward communication. This provides managers with the opportunity of knowing how well their subordinates understand what is going on, and how well they carry out their duties. These two forms of communication provides avenue for a face-to-face interaction between the manager and her/his subordinates and provide them with the opportunity to be in constant communication and interaction. Effective managers prefer face-to-face communication with their subordinates. It helps them to be in touch with

their subordinates, and know what is happening both in their work and private lives (Luthans et al. 1988).

Mintzberg (1980: 65) classified communication along informational roles of managers. They include: monitor, disseminator, and spokesman roles. In these three roles, the manager receives helpful information necessary to make changes, identify opportunities and problems, in order to take right managerial decisions and actions. Through these roles, she/he communicates with people within and outside the organization in order to transmit the values of the organization to both her/his workers and people in the external environment. The main activity here is to ensure that organizational members, customers and people who interact with the organization, are consistent with the organization's values and standard (Dyck & Neubert 2010: 9).

The information role of the manager places her/him at the center of activities in the organization. She/he receives information from within and outside the organization, and communicates same to her/his subordinates, and her/his subordinates in return bring their feedback to her/him and this makes her/him a reference point and a source of information to the subordinates. Manager's better access to information in and outside the organization makes her/him best informed about events in the organization. Her/his subordinates rely on her/him for their information needs within the organization, and the manager always inform them on developments in the organization, especially those that have direct bearing on their jobs. They rely on their manager's wide knowledge anytime they are in need of what to do, and how to do things in the organization (Mintzberg 1980: 66). Getting subordinates informed is a very important aspect of the manager's job. Subordinates feel under informed and undervalued if the manager withholds information from them. Information roles bring the manager in constant contact with her people (Hargie, Dickson & Tourish 1999:11).

As a leader, the manager maintains good interpersonal relationships with the subordinates. The key purpose of leader's role is to effect integration between individual needs and organizational goals. She/he concentrates efforts to strike a balance between subordinate needs and organizational goals in order to promote effective and efficient operations. The manager in performing her/his roles as a leader communicates a lot with her/his subordinates. This increases the effectiveness of both the manager and her/his subordinates in the organization (Mintzberg 1980:62).

Managers spend most of their time communicating, whether they are working on files, or with people. Managers' accuracy in decision-making is dependent on effective communication. Poor communication affects both the quality and



accuracy of her/his decisions. It leads to misperception and misjudgment, misunderstanding, lack of enthusiasm and confusion. This gradually changes the organization's goals. Therefore, effective communication is necessary in every organization because managers can only make accurate decisions when they properly liaise with their subordinates (Rees & Porter 2008: 179; Muema 2012: 25). This confirms Luthans et al. (1988: 68) observation that effective managers engage more in communication activities, and communication activities have the highest relative contribution to manager's effectiveness.

Through communication, managers build and maintain positive relationships with other people, especially, those whose help will likely be needed someday. Communication creates opportunities through which primary agenda items can be fulfilled (Schermerhorn 2011: 14). One of the managers observed by Luthans et al. (1988) explained the importance of good and cordial relationship with his employees to his network activities in his organization as follows: "I have found that the best way to get ahead around here is to be friendly with people. Treat them as individuals. Get to know them; what their backgrounds and interest are. Kid around with them. Then when you need them, they will be there for you, whether it is helping meet a deadline or giving positive feedback about you when appraisals or promotion time rolls around, I have found that this works with my boss as well as with my subordinates." (Luthans et al. 1988:120.) This example shows how important good communication skill is to managers' effectiveness and their career success. Good communication skill helps them establish good networks within and outside their organizations, as well as strengthen their leadership roles within their organizations.

Effective communication between managers and their employees lead to positive relationship which increases trust, interactions, top management receptiveness, upward information movement, and cohesion, inspiration, creativity, motivation and understanding. This in turn increases employees' productivity. Direct face-to-face downward and upward communications, effective listening, and increased feedback opportunity between subordinates and managers create room for effective communication among them. This strengthens managers' leadership position and increases her/his influence over her/his subordinates. Therefore, effective communication is very important for managers' effectiveness (Robbins 2009: 282; Muema 2012: 24). However, in institutionally corrupt society due to institutional corruption, communication flow between managers and subordinates are usually distorted because certain information relating to corrupt activities are not communicated to every employee. This leads to loss of trust, kills employees motivation, reduces upward flow of important information, kills

team spirit which negatively affects employees' output and leads to ineffectiveness.

Effective managers pay attention to the challenges that infringe on free flow of communication between them and their subordinates, and they find means of overcoming those barriers. Perceptual, inference, language and status challenges inhibit flow of communication if unchecked by managers. Status barrier creates an environment where respect and credibility are given to people based on their position, instead of quality of their inputs (Mosley Jr., Mosley Sr. & Pietri 2011: 178). Based on this, one can assume that Nigerian public managers show less regard for their subordinates, compared to effective managers observed by Luthans et al. (1988). If subordinates take contrary position and opinion on a manager's view on crucial organizational issues they are often viewed as an act of opposition by managers. Such subordinates will automatically suffer victimization in the hands of such manager. This situation creates fear among subordinates and often denies management of public sector organizations valuable contributions that could have come from employees if they are free to contribute to the processes in their organizations (Marshall 2009: 98).

Another challenge to effective communication which affects effective management of public sector organization is inability to notice or understand subordinates' communication "resistance" and lack of empathy. Empathizing with subordinates would help managers to know when to be work centered and when to be people centered and to also know how to help subordinates in different situations. This will strengthen their leadership positions. Instead of seeing subordinates' subtle resistance as a "letdown" on their "authority" and position as managers, they should find out what is wrong and how to make such subordinates to see the importance of their role in the organization; while at the same time not presenting themselves as weak managers. Managers' insensitivity to subordinates communication "resistance" results in communication breakdown between public managers and their subordinates (Aswathappa & Dash 2008: 30; Aumann & Ostroff 2006: 40; Luthans et al. 1988).

### 2.2.2 Human resource management activity

Organizations' long-term effectiveness is a product of effective human resource management. The commitment to attract, develop and retain employees who meet the needs of the organization is the key to the organization's effectiveness (Sims 2007: 3, 4; Kleyhans, Markham, Meyer, Aswegen & Pilbeam 2006: 5). Human resource management is how organizations manage and develop their employees (McCourt & Eldridge 2003: 2). Human resource management is a



function of management through which managers hire, train, develop, motivate and maintain people in an organization. Its main focus is on organizations human assets (Aswathappa 2005: 5). Whether in small or big organizations, human resource management is designing formal systems to manage human talents in order to achieve the goals of the organization. Human resource management activities require better understanding of what works well, given employees concerns and the organization's condition (Mathis, Jackson, Valentine & Meglich 2016: 5).

Though some organizations believe that human resource functions are not really needed, and some organizations have no human resource departments; experiences of such organizations show that they deal with lots of human resource management challenges (Mathis, Jackson, Valentine & Meglich 2016: 5). Emphasizing the importance of human resource management, and need for managers to have good human resource management skills, Mintzberg (2009: 12 & 2004: 12 & 16) states that motivation increases the will to manage and managers should be able to lead better to motivate and bring out the best in their employees so that employees should have better knowledge to make better decisions and take better actions for their organizations. This emphasizes the benefits of employees training as a human resource management function.

Human resource management therefore, deals with all the activities involved in attracting, developing, motivating and retaining quality employees', whose contributions help to achieve effectiveness. The studies of Kleynhans, Markham, Meyer, Aswegen & Pilbeam (2006: 7), Sims (2007: 5-9) and Blackman, O'Flynn & Mishra (2010: 232-245) have shown that human resource management roles of managers include: strategic management of human resources, which involve human resource planning and forecasting human needs and development programmes. They also include recruiting and selecting the right employees', training and developing the organization's human resources (employees), performance appraisals, ensuring employees' career development, employees' rewards/compensation and rules at work, ensuring safe and healthy work environment, handling labour relations and collective bargaining. Leaders in every organization are human resource managers and their effectiveness partly depend on their understanding of human resource management principles (Mathis, Jackson, Valentine & Meglich 2016: 5). This makes every manager in any public sector organization a human resource manager, despite her/his level and designation.

Some of the factors mentioned in organizational and employee related factors and all the manager related factors of ineffectiveness in tables 4, 5 and 6 above

are direct human resource management roles of managers according to Luthans et al. (1988) study. Managers' human resource management roles are relevant and strategic to managerial effectiveness. Also, Mintzberg (1989: 16) emphasized the importance of human resource management function by stating that managers "must motivate and encourage" their employees, as well as reconciling employees individual needs with organizational goals. It is important therefore, to see how human resource management roles of public sector managers make public sector organizations effective or ineffective.

Effective employee management is critical to the success of organizations. How employees are hired, treated and motivated is essential to organizations performance and survival. Explaining the contributions of effective human resource management to her success, Google noted that "if we do not succeed in attracting excellent personnel or retaining or motivating existing personnel, we may be unable to grow effectively" (Philips & Gully 2014: 3.) Luthans et al. (1988) study reveals that human resource management is second to communication in relative contribution to manager's effectiveness. The study observed the following human resources management activities: motivating and reinforcing, managing conflict, disciplining and punishing, staffing, training and developing. Armstrong (2008: 5) defines human resource management as "a strategic and coherent approach to the management of an organization's most valued assets – the people working there, who individually and collectively contribute to the achievement of its objectives."

Motivation and reinforcing are important strategies of human resource management observed by Luthans et al. (1988). Also Mintzberg (1989: 16, 350–351) emphasized the importance of employee motivation while explaining the failure of Taylor's approach to strategic planning (scientific management) which puts work first before the workers who do the work. The idea of removing control over the work from the workers who are expected to do the work eventually destroys the workers motivation. Luthans et al. (1988:136) defines motivation as a desire or need that drives someone towards a goal or incentive. Corroborating Mintzberg (1989) observation on Taylor's idea of removing control over the work from the worker, Luthans, Luthans & Luthans (2016: 151) pointed out the relevance of control theory to employees' motivation. According to them, as one of the organizational behaviour theories, control theory draws attention to employees' feelings when they are in control of their jobs. It states that employees who feel they have control over their job tolerate unpleasant events, experience less stress and have more job satisfaction than those who do have such control. In order words, employees control over their job increases employees motivation even in today's organizations.

There are two types of motivation: Intrinsic and Extrinsic. Intrinsic motivation occurs when something is done because it is inherently interesting or satisfying, while extrinsic motivation occurs when something is done because it leads to an expected goal. The potential gains of employee extrinsic motivation include receiving organizational rewards, etc., (Lin 2007: 137; Ryan & Deci 2000: 55). The quest to achieve specific goal(s) in order to fulfill some need(s) or expectation(s) by individuals is the driving force behind the concept of motivation. Organizational success depends on how employees are motivated to apply their full talents and abilities to perform well in the right areas (Osibiya 2015: 63). Therefore, for organizations to succeed in achieving their goals, they should be able to create enough values (motivation) to compensate for employees work-load and pressure. Such values could come in form of good training, fringe benefits, promotions, and status symbols, etc., aimed at satisfying the needs of the employees to enhance their productivity. Motivation inspires a sense of cooperation, commitment and satisfaction among employees and creates a perception that their wants are being met. This sense of satisfaction inspires employees to commit their best towards realizing the organizations goals (Abbah 2014: 1-8). Employee motivation is one of the strategies managers adopt to increase effectual job management among employees in their organizations. Motivated employees direct their efforts towards achieving their organizations' goals, and seek to improve their work practices. Employees' motivation help to make organizations to be successful (Manzoor 2011: 37).

Since Zammuto (1982: 22); Bartram, Robertson and Callinan (2002: 1-2) and Kondalkar (2009: 1) see effectiveness of any organization as the extent to which members of such organization succeed in achieving the organization's goals. They proceed to measure effectiveness based on managerial output or result. It is therefore, important to note that organizational goals or output cannot be achieved without motivated employees. Though employees' motivation does not only depend on managerial actions or inactions, it is however, one important tool with which effective managers achieve organizational goals. If employees' are properly motivated, they commit their best to achieve their organizations' goals. Effective managers can achieve this through increasing job challenges, listening to suggestions, conveying appreciation and recognition, providing performance feedback, and allocating formal rewards. Employees accomplish mutually held organizational objectives under an effective manager because they are properly empowered and motivated. Also, creating environment for employees to motivate themselves is another motivation strategy which effective managers can adopt to boost their employees morale in their organizations; since they cannot always be directly motivating employees. Creating opportunities for employees to motivate

themselves is an effective management strategy which managers can employ to increase employees' performance (Jones 2008: 11).

Disciplining and punishing is another important strategy of human resource management observed by Luthans et al. (1988: 143). There is a difference between discipline and punishment. Discipline is not always punitive. It mostly serve to prevent future occurrence of certain unwanted employees' behaviour. Discipline is useful in management because it prevents and minimizes side-effects and problems of punishment, while punishment most times is an end in itself Luthans et al. (1988: 144). Mintzberg (1980) grouped parts of human resource management roles of the manager in his decisional and interpersonal roles. The leader, disturbance handler and resource allocator sub-roles empower the manager to settle all kinds of disturbances that affect the organization. There can be a conflict among employees, some customer-related problems, some form of employee misbehaviour, a misunderstanding between employees' union and management, and some form of external pressure and even hostility from the environment, etc.

Managers resolve these situations in their role as the leaders and disturbance handlers. Also, in Mintzberg's (1980) resource allocator role, managers perform human resource management functions of recruiting and assigning roles to employees based on their education, skills, competences and knowledge. The entrepreneurial and leader roles of managers enable them not only to introduce changes, but to also supervise the implementation of those changes. Managers are directly supervising how subordinates carry out their duties. Dyck and Neubert (2010: 8) see some aspects of this role as the same role performed by managers in Henry Fayol's "planning" functions of managers. It involves allocating organizational resources including human resources, delegating responsibilities to their subordinates. They ensure that their staffs are well trained to perform their responsibilities effectively, since training is meant to improve the knowledge, skill, attitudes, and habits of learners (Mwuara, 1999: 169).

Dyck and Neubert (2010) observed that the staffing sub-role of the manager is similar to human resource management activities. The only difference is that while Luthans et al. (1988) call it human resource management, Mintzberg (1980) grouped it together with decisional roles, and Fayol call it planning, Dyck and Neubert (2010: 8). Staffing according to Caruth, Caruth and Pane (2009: 1) is the process of determining and filling the human resource needs of an organization with qualified people. The aim of staffing is to ensure that an organization has the right quality and number of employees in every position at

any time to perform successfully. The primary purposes of staffing are to hire, train, develop, reward and retain good people, help them to meet their individual needs, while they help the organization meet its needs (Plunkett, Attner & Allen 2011: 318).

In Nigeria, public sector organizations are facing specific problems of human resource management because of institutional corruption. First, recruitment and appointments into public sector organizations in the country are plagued by appointment and recruitment of unqualified relatives of influential politicians, board members, and senior public managers. This situation negates the aim of staffing pointed out above by Plunkett, Attner and Allen (2011: 318). The subsequent poor performance arising from recruiting and promoting incompetent people into key positions in public sector organizations leads to the ineffectiveness of public sector organizations (Collins & Kehoe 2009: 209).

The presence of institutional corruption has created an environment where “the merit system in civil service recruitment and advancement however, was modified by politicians who discovered that because of educational imbalances between Northern and Southern regions of Nigeria, strict application of merit system in recruitment and promotion would prevent Northerners from being employed or promoted. As a result, politicians advocated a simple quota arrangement that would reserve 50 percent of all vacant positions and recruitment posts to the North and South respectively.” (Dibie 2003: 77.) This system has created a situation in Nigerian public sector organizations’ where being a Northerner has become a “blessing”; because appointment/employment and promotion in Nigerian public sector organizations are no longer based on evaluation or performance appraisal between Northern and Southern candidates. Unfortunately, this has become the rule, and people have learnt to adapt to it.

In Nigerian public sector organizations, instead of creating incentives and motivations for public sector employees, public managers rather create environments that are averse to subordinates’ motivation. Employees training and progression up the ranks is very difficult. Also, reward system in public sector organizations do not reflect performance, it is rather based on seniority, favouritism, “godfatherism”, “connection” (network membership), ethnic backgrounds and federal character (quota system), etc. These are critical factors that have made Nigerian public sector organizations ineffective, and have continued to demoralize performing employees of Nigerian public sector organizations. Unfortunately, because of institutional corruption, it has become a situation of “if you cannot beat them, you join them” and most public sector employees and managers have easily “learnt the ropes”. These contribute to make

public sector organizations in the country ineffective (Dogarawa 2011: 216; Jackson 2004: 144).

Public sector employees' salaries are another factor that contributes to ineffective performance of public sector organizations. The salary structure of Nigerian public sector organizations is skewed in favour of senior public managers and political office holders, while lower and middle level employees get lower salaries. For example, when converted to percentage, the monthly salary of a newly recruited senior level manager in Nigerian Federal public service is by 95% higher than the monthly salary of a newly recruited lower level public sector employee. Also, the monthly salary of a newly recruited senior level manager is by 84% higher than the monthly salary of a newly recruited middle level employee in the Nigerian federal service (Transparency for Nigeria 2010). This difference excludes official car(s) and enormous allowances that are usually built into the salaries of Nigeria senior public sector officials. This high pay differential among grade levels of employees tend to create disincentive and negative work attitudes among junior and middle level public sector employees.

Employees' empowerment and training will increase employees' awareness and understanding of the structures and operations of public sector organizations, and also act as catalyst to the achievement of organizations goals (Mgbeke 2009: 197). Also, one of the problems of public sector organizations is the hesitant attitudes of public sector managers concerning training of their subordinates. They don't seem to appreciate the role of training and its effects in enhancing employees' productivity. Training in public sector organizations of some developing countries according to United Nations (1998: 90), is specifically reserved for very few public sector managers that have been predestined to hold senior management positions in their various organizations. As a result, significant percentage of public sector managers do not see the need for proper training of their subordinates because they feel by empowering their subordinates through quality training, they will be breeding a set of future competitors for their positions. Hence, training is given less attention. This subsequently leads to the insufficient knowledge and skills of employees' of public sector organizations. Top public managers often do not hide their uncooperative attitudes against subordinates training and acquisition of further knowledge and skills (Adegoke 2011: 4).

Public sector organizations in institutionally corrupt societies usually operate under poor ethical standards, lack of accountability, poor leadership, misplaced priorities, etc. This is why in Nigeria, public sector employees are often owed months of salary areas, yet they are expected to be effective. How else could these



employees survive without acting corruptly? This development has negatively affected ethical conducts of federal, state and local government employees across the country (Nwachukwu and Uzoigwe 2004: 45). Another worrisome dimension to public sector management ineffectiveness in Nigeria is the faith of retired public sector employees, who are denied access to their pension and retirement benefits many years after retirement by some corrupt senior public managers. Most of the retirees die without accessing their retirement funds. These situations put fear in the minds of serving employees and make them to see the situation as what will befall them after retirement. As a result, they begin to seek “other means” of saving for the “rainy day”. This deepens institutional corruption and ineffectiveness in public sector organizations. For example, according to Adeniyi (2015) and Lawal (2015), in 2015 twenty three out of the thirty six states in Nigeria owed workers and pensioners six months arrears of salaries and pension.

This notwithstanding, it has been argued by some scholars that institutional corruption provides incentive and motivates employees of public sector organizations to perform better, by inspiring loyalty, diligence and hard work. This in effect provides incentive for employees to put in their best, and increases productivity and effectiveness. Institutional corruption in public sector organizations helps to reduce the gap in salaries between the private sector and public sector employees. Also, in a society like Nigeria that consist of multiple ethnic nationalities without a national identity, a public sector manager employing only members of her/his ethnic group in a public sector organization where she/he heads is an effective way of helping her/his ethnic group and family members to fend for themselves, whether they are qualified or not (Soriede 2014: 33).

### 2.2.3 Networking activity

As open systems, public sector organizations operate in the same external environment with other organizations and institutions. Most often, organizations do not act independently. In order to get external support and help to achieve their goals, they need to interact with their external environment. The need to relate with organization’s external environment for goal actualization makes networking part of public sector managers’ activity (Meier & O’Toole Jr. 2010a: 1025-1044; Grunig, Grunig & Ehling 1992: 65). Managerial networking is a process through which managers interact with others and external actors within and outside their environments in form of exchange relationships. It is “a set of games” (cf. Meier & O’Toole Jr. 2010c: 137). Although in some cases, some

scholars have claimed that managerial networking generally contributes to effective performance, Meier and O'Toole Jr. (2010a: 1025) are of the view that evidence from some studies have proved this claim wrong. According to their study, networking only impacts positively on managerial performance where there is an effective management capacity. By management capacity, they mean a central unit in the organization that sets targets for managerial network and evaluates managers' performance in network management. Also, the study shows that while human resource management and good leadership (communication) positively influence managers' effectiveness, interactions between public sector managers and political principals negatively affect managers' effective performance (Meier & O'Toole Jr. 2010a: 1025–1044). By this, the study reveals that networking can be of positive and negative effects to managerial performance in public sector organizations.

Friar and Eddleston (2007: 104-127) study on the value of networking confirms Luthans et al. (1988) findings about managers' networking activities. The study corroborates Luthans et al. (1988: 42) conclusion on the relationship between networking and managers' success. The study agrees that networking leads to managers' career success more than effectiveness. Networking was observed in Luthans et al. (1988: 119) study as behaviours of managers which include socializing and politicking, networking-related chit chats, informal joking around, discussing rumours, complaining, griping, downgrading others, and gamesmanship; and interacting with "outsiders" such as customers, suppliers, vendors, public relations, external meetings, and community services. It represents informal organizations which employ both the dynamics of power and sociopolitical skills and connections, developing contacts and reciprocal networks to increase available resources and ability to achieve goals.

In Mintzberg (1980: 58–59) study, the figurehead roles of managers validates Luthans et al. (1988: 119) findings on networking functions. His study reveals that figurehead roles of managers are ineffective and insignificant to decision-making and information processing. The same result was found in Mintzberg (1980: 63–64, 75–76) liaison and spokesman roles. In these roles, managers share information and maintain good contact with major stakeholders of their organizations. Also, they build and maintain external contacts in order to gain respect, favours, information, as well as to maintain their status and belong to the high echelons of the society. All these behaviours of managers in Luthans et al. (1988) and Mintzberg (1980) studies in these roles corroborate DuBrin (2008: 547) study of managerial behaviours that lead to organizations ineffectiveness which he grouped as environmental factors of effectiveness in table 2 above.



Luthans et al. (1988) and Mintzberg's (1980) studies confirm that managers' behaviours in networking or figurehead, liaison and spokesman roles are the same behaviours of managers in DuBrin's (2008: 547) environmental factors that lead to managerial ineffectiveness. These roles are closely related to managers' career success more than other activities, while they have the least relationship to managers' effectiveness or actualization of organizational goals. Managers who perform more of networking activities got more promotions than their colleagues who did less networking. According to Robbins (2009: 6-7), several studies conducted in different countries have confirmed that networking is the medium for managers' career success. These studies establish the link between networking and corruption. It shows that managers who perform more of networking have higher chances of getting involved in corruption which lowers effectiveness of public sector organizations. Part of the reasons why public sectors organizations in Nigeria are characterized by institutional corruption is because public sector managers are more involved in networking activities than other management activities that enhance managerial effectiveness. In Nigeria, recruitment, promotion and appointments in public sector organizations, often depend on "who you know" within or outside the organization. Merit, qualification, performance and competence do not practically count much during recruitment, promotion and rewarding employees.

Power is an important factor in networking for managers' career success. Managers who are more involved in networking are very power conscious (Luthans et al. 1988: 124–125). Interestingly, power distance index classification shows that culturally, Nigeria and other West African countries have high power distance value system with power index score of 77 (Hofstede, Hofstede & Minkov 2010: 57). This increases the desire of managers to seek to acquire and make use of power (Gudykunst & Carmen 2003: 20). This situation fuels intrigue among managers who are rather interested in getting to the peak of their career in their organizations.

Networking activity corresponds to the interpersonal (figurehead, liaison and spokesman) roles of the manager, in Mintzberg's (1980) study. According to him, the figurehead role is the most basic and most simple of the roles managers perform. Their authority and status in the organization make them a symbol and this obliges them to perform a number of duties which do not involve significant information processing or decision-making duties. Examples of this role include attending to clients and customers, delivering speeches to visiting groups, representing the organization in all matter of formality, etc. Incidentally, these activities are not central to managerial effectiveness. Parkin (1996: 10) sees networking as mere image laundering where managers commit much effort in

pleasing their superiors in order to remain under their protection. Where managers' survival and success depends on how they are able to be loved by their superiors and avoid blames. They struggle to be seen as good team members, to gain credit and build alliances (apparent effectiveness). Such action is morally ugly and amounts to greed by managers who indulge in it.

Managers who use networking for career success are different from effective managers who carry out more communication and human resource management activities. Effective managers maintain high employee morale, and high performance standard in achieving organizational goals. Managers who use networking for career success build alliances and seek to obtain positions of power. Sometimes, managers networking for promotion, who are not yet at the center of power, play political games in their organizations in order to position themselves at the center. They use networking as a medium to influence their superiors who are already in a position to influence their promotion (Huczynski 2004: 307). "When public managers deliberately indulge in bureaucratic intrigue or machination, it is a straight cause of management ineffectiveness. Scheming managers who present illusive competence may do well in advancing their personal career by receiving frequent undeserved promotions. They go as far as laundering their image within the organization, and when image is rewarded in lieu of performance, the impact of such could be devastating to the organization's effectiveness and success." (Cohen 1988.)

Mentoring (patron-client relationship) is one of networking strategies managers use in getting ahead in their organizations. The mentor (patron) is a powerful manager, politician or an influential citizen who sponsors a protégé (client) to position of authority for the purpose of gaining resources, expanding his power and control base. While the protégé acquires confidence, power, resources and support to protect his mentor's interest (Luthans et al. 1988: 128–129). In Nigerian public sectors organizations, mentoring manifests through the infamous 'godfatherism'. The main goal of the 'godfather' is to use the 'godson' to attain his selfish goal, while the 'godson' is provided with the opportunity to achieve his own goals. Their relationship has little or nothing to do with the effectiveness of public sector organization(s) and actualization of public goals. Chukwuemeka (2012: 1) defines "godfatherism" as office seekers getting connected to an individual who is believed to have the ability to deliver the desired outcome. It has introduced mediocrity in public sector organizations in Nigeria, which has resulted in faulty and lopsided recruitment method in the nation's public service. Public sector managers sometimes commit public resources in order to become members of most powerful networks in the society (Albert 2005: 83). Networking

as a management activity has higher link to management ineffectiveness. It can make managers lose focus of the organization's goals.

Though result of some studies including Luthans et al. (1988) show that networking leads to ineffectiveness, Meier & O'Toole Jr. (2010c: 1025-1044) study have found networking as an important tool for contemporary public sector management. Despite their stand on networking, Luthans et al. (1988) study also identified a positive side of networking in mentoring. Through mentoring, a protégé (subordinate) is sponsored by a powerful manager. The protégé gets psychological and social support, confidence, assistance, access to resources and protection, while in return, the mentor gets help from the protégé and her/his followers, information, loyal followers and associates and an expansion of her/his power base. This is a form of motivation to the protégé (subordinate) and her/his followers to make them put in their best for the success of the organization, since they have the support of the manager who is their mentor. Though according to Luthans et al. (1988) this motivates the protégé, it is however a good example of how negative networking operates in an institutionally corrupt environment because in this case, the mentor and the protégé are not acting in the interest of the organization. Canvassing support for mentoring and networking for women to improve their position in educational administration, Ehrich (1994: 4-10) advocated for a change from the elitist practice of mentoring to a more open and non-discriminating type, which will include women who aspire to rise to higher positions in their organizations. This call is asking for a general acceptance of mentoring as a management mechanism. According to Su, Xie and Wang (2015: 228–248), though managerial networking is an informal arrangement, through political, financial and social networking, managers through networking also attract financial resources to their organizations from both government and financial institutions.

#### 2.2.4 Implications of managerial networking on effectiveness of public sector organizations

Networking has become an important tool in today's management both in public and private sector organizations. Much of the works expected of managers are beyond their individual capabilities. They need the support and contributions of other people in order to make the difference between success and failure. Through networking, managers develop the capacity to attract support and help from colleagues and others in order to get things done (Schermerhorn 2011: 14). Individuals and organizations – public, private and non-profit organizations network for personal and organizational purposes, sharing information, matching services, and solving policy problems. The increasing need and

importance of networking has made it an integral part of public managers' job. It reveals the importance of collaborative management activities for public sector managers (Agranoff 2007: 2-4). However, through networking, managers develop relationships with people within and outside their organizations on whom they rely on for information, as well as building coalitions to influence organizations goals that are against their interests. They work on building relationships with others so that when they need something (information, services, etc.), from others, they can get it. In their definitions of network, Luthans et al. (1988: 120) and Berryman-Fink and Fink (1996: 185) defined network from its negative perspective, in relation to its prospect for managers' career success. The primary goal of the networking manager in their definitions is career progression.

Mintzberg (1980), Luthans et al. (1988), Agranoff (2007), Schermerhorn (2011) and Finkler, Jones and Kovner (2013) pointed out the obvious involvement of managers in networking activities, which shows how important networking is as part of managerial activities. Based on their definitions of networking, managers develop good personal relationships with people across-board within and outside their organizations in the course of networking. This means that for managers to be successful in networking, they must sharpen their social interaction skills, be humane and show empathy to people when it is necessary. Especially, within their organizations' if they want to succeed in getting needed information and help; that will guarantee their success in the organization and make positive leadership impacts among their subordinates. They can only succeed in this by establishing good relationship with people, performing a lot of communication and human resource management activities.

Berryman-Fink and Fink (1996: 185) defined networking as "the process of developing and using contacts for career support or advancement". According to them, 'old boys' network' means building and maintaining a system of interrelationships of people who can help each other's career progression. Networking exists along occupational lines and interests. That is why people in the same kind of profession; those working in the same organization or similar organizations; individuals who share common interest on certain things; and those who belong to the same social levels network among themselves to protect their individual interests and the interest of the network. Networking for career success makes public sector managers to deviate from ethical standards that guide official behaviours of public sector managers. This results in negative networking, which makes public sector managers ineffective.

However, managers engage in network activities for other reasons which include learning from organizational network contacts. Networking among people in the same profession give managers insight on how to perform better in their individual jobs; they can take clues from each other, share experiences, ideas, stories and advice. Interacting among themselves help them to learn about new developments in their field. Getting in contact with well-known reputable and knowledgeable associates in the same profession benefit members of the network when there is need for such associates to act as referee to their professional colleagues. Their huge contacts could be utilized by their colleagues to employ good and knowledgeable people into their organizations (Berryman-Fink & Fink 1996: 185).

Belonging to the same network group with the chief executive of a particular organization improves someone's chances of getting a job in that organization, as well as building a successful career in such organization. Networking with influential people in a society or organization increases a manager's value and respect in the organization and society. Networking helps managers to socialize, have fun and relax after hectic and strenuous work, build contact groups, meet new people, develop good inter-personal relationships and skills, get rid of old ideas and old ways of doing things both in their professional and private lives. It helps managers to expand their knowledge base, share ideas on how best to relate with subordinates and superiors. Through networking, managers generate external support to the organization from its environment, especially for organizations that operate in a hostile environment (Berryman-Fink & Fink 1996). This type of positive networking by public sector managers makes public sector organizations effective.

Going by the findings of Luthans et al. (1988) and the definitions of networking given by the scholars mentioned above, the chances are high for networking managers to deviate from organizational goals to achievement of individual career benefits. Networking in an organization has the tendency of polarizing such organization between career success managers networking for career benefits and effective managers involved in communication and human resource management activities. In a situation like this, such an organization will be heading to deep management crises which will definitely have a negative effect on its overall effectiveness. Such competition pushes managers into corrupt behaviours. According to Ricciardi (2014: 10), networking evolves to power play, causing managers to exploit their network contacts for their individual benefits, against the organization's goals. Also, managers use their network contacts to cover up unethical or corrupt activities within or outside the organization, protect

unfair privileges, and discourage enterprising ideas and actions that threaten their position.

Networking by public sector managers create personal and informal linkages, which develop to a strong interdependence on the network by public sector managers in the network. In institutionally corrupt societies, through network structures, unethical practices in public sector organizations like unmerited appointments, promotions and favouritism increases. This according to a study by Salminen and Ikola-Norrbacka (2009: 85) directly or indirectly affects decision-making in the society negatively. The study shows that Finnish citizens view 'old boy networks' as the most influential form of corruption in Finland, even though old boy network services are not paid with cash, but through other forms of unethical practices like favouritism in nominations to political offices. This finding coincides with the finding by Luthans et al. (1988) that networking has the highest relative contribution to a manager's career success than other managerial activities. Despite all the benefits of networking mentioned above, the Finding of Salminen and Norbacka (2009) study and other scholars which reveals the negative implications of networking supports Luthans et al. (1988) observation that networking has the weakest link to managerial effectiveness.

### 2.3 Traditional management activity

Henri Fayol the father of the traditional management school identified five functions of management (planning, organizing, coordinating, commanding and controlling) which gained universal acceptance and applicability. They are today known as traditional management functions. The traditional management functions which are the first classification of management functions are still relevant and prominent in the present-day world (Fayol 1984: 12–13). The traditional management functions are discussed later in this chapter, based on the findings of Luthans et al. (1988) study which shows that traditional management functions have the weakest relative contribution to managerial effectiveness and managers' career success. I decided to first discuss those management functions that have higher relative contributions to managerial effectiveness, and those that have higher relative contribution to managers' career success.

Different scholars have explained traditional management activities in different terminologies. While the terminologies used for these functions by scholars differ, the activities involved are similar. Some scholars grouped these functions into four, some into five, and some six and seven. Henri Fayol identified five: planning, organizing, commanding, coordinating and controlling (Fayol & Gray



2002: 189). Luther Gulick pointed out seven, which are represented by the acronym PODSCORB: planning, organizing, directing, staffing, coordinating, reporting and budgeting (Tripathi & Reddy 2008: 3). Newman and Summer (1965 cf. Tripathi and Reddy 2008) identified four: organizing, planning, leading and controlling.

Poor performance of traditional management functions by public sector managers in institutionally corrupt societies lead to failures of the organizational structures and institutions that are supposed to identify and stop corrupt practices in public sector organizations. This makes it easier for corrupt managers and employees to carryout corrupt activities without consequences. This becomes prominent when managers lack adequate knowledge on how to perform the traditional management functions of planning, decision-making, controlling, organizing and coordinating (Soriede 2014: 31).

Though the general belief is that every manager is deeply involved in the traditional management functions, Luthans et al. (1988) study of the duties of managers proved otherwise, because not all of the managers in their study were involved in traditional management functions. In Mintzberg (1980) study, the “traditional” management functions of planning, organizing, leading and controlling were part of the sub-roles in the three major roles of managers. Though traditional management functions account for almost one third of managers’ activities; both effective and career successful managers in Luthans et al. (1988) study gave little attention to the traditional management functions which is viewed as the traditional way of management. It makes no significant contribution to managerial effectiveness or managers’ career success according to Luthans et al. (1988) study. Planning, decision-making, and controlling were the observed behaviours of managers in “traditional” management role (Luthans et al. 1988: 77).

### 2.3.1 Planning

Planning according to Lorenza (1993: 18); Tripathi and Reddy (2008: 3); Marquis and Huston (2009: 140) and Leonard (2012: 209) is deciding ahead of time, what is to be done, how, who, and where to do it. It involves proper study of a situation and a projection of what actions to be taken in order to achieve already established objectives. It is a process of preparing for the future, which involves choosing among alternative courses of action. A plan is a design towards goal achievement; it specifies necessary resources to be allocated for the purpose, schedules, tasks and other actions. Plan is a means to future ends. Planning is a process of deciding organizations’ goals and stating the means for actualizing the

goals (Daft & Marcic 2012: 172; Daft, Kendrick & Vershinina 2010: 245). Logically, other managerial functions follow after planning has been made because every manager must project a framework and a course of action before trying to achieve the desired results.

Since the evolution of the concept of strategic planning in the 1970s, it has become an integral part of strategic management. Strategic planning connects an organization's long term and mid-term goals, as well as the operational plans for achieving these goals. Strategic planning process involves data collection and analysis of internal and external environmental factors, in order to forecast future scenarios and identify opportunities and threats facing the organization; as well as identifying the organization's strengths and weaknesses. It is not only about planning; it encompasses decision-making, human resource management and other aspects of management (Glaister & Falshaw 1999: 107-116; Chae & Hill 1996: 880-891). Strategic management on the other hand is the process of implementing strategic plans, to solve strategic problems and actualize strategic goals. It enables an organization to adjust to changes in its environment in order realize its long-term goals (Varbanova 2013: 28). This makes planning a strategic function in today's management.

Luthans et al. (1988: 78) defined planning as the process of establishing objectives and then determining the steps needed to actualize them. The steps in the planning process according to them involve identifying opportunities within the environment. Managers choose those things the organization should do and those it will not do through setting of goals or objectives. In public sector organizations, broad goals as policies are in most cases result of political decision-making, involving political heads of public organizations and the public servants who implements the goals. Managers in some cases involve their subordinates while setting organizational goals. They make sure that the goals are clear, understandable, and aim to achieve the overall organization's goals. The fourth step of the planning process is determining and choosing alternative courses of action. Having set the objectives, the manager then decides how to actualize them by assigning subordinates to specific duties to perform based on individual skills, knowledge and expertise, and ensure that they are well coordinated to maximize work output. The fifth step has to do with following up and ensuring that everything is done according to the plan and ensure the balancing of work load among employees. This step simultaneously combines both planning and controlling. The feedback provided creates opportunity for further planning. It reveals the interrelationship between management functions of planning, decision-making, and controlling (Luthans et al. 1988: 80).



Though planning as a management function is usually made for a certain period of time, it is however, a non-stop activity, as managers regularly go through it and if need be, adjust their plan in view of new developments, situations and variables. They determine the task to be done, establish responsibilities, and implement the expected actions that will lead their organization to realize its planned goals or objectives. Planning is necessary, both when things are moving on well, and when they are not (Lorenza 1993: 18). Result of the studies conducted on managerial activities/roles show that managers perform similar activities in Mintzberg (1980) entrepreneurial and negotiator sub-roles, Luthans et al. (1988) planning function, and DuBrin (2008) organizational and job-related factors of effectiveness/ineffectiveness.

### 2.3.2 Decision-making and Controlling

Decision-making is an important process for organizational effectiveness. Effective decisions aim at achieving maximum success without defection. It is the process of choosing between alternatives. Managers closely inspect available data and collect more information on a particular problem. After reviewing and interpreting the data, they make their decisions (Langton, Robbins & Judge 2012: 492). During the course of decision-making, managers take into consideration the strategic goals of the organization. In some situations, managerial decisions are programmed; while in some cases, they are result of environmental influences. When managers discover dysfunctions in expected organizational goals, they make decisions to address such situation (Negulescu & Doval 2014: 858–863).

Decision-making involves a pattern of purposive behaviours by individuals within the organization, which inform the choice of action towards achieving the organizations goals. Every decision involves a goal and a relevant behaviour to actualize such goal. In some cases, it is a procedural process where each decision and goal is a step to additional decisions and goals that are aimed towards the actualization of more distant goal(s). The behaviours and actions of all those involved in the preceding decisions and goals are purposefully guided by the overall goal(s). This informs the notion of hierarchy of decisions (Simon 1997: 4-5). The choice of goals and strategy influences how the organization should be designed. Organizations' top executives decide the goals which the organization aims to achieve. They also decide the direction the organization takes in order to achieve such goals (Christensen, Lægreid, Ronnes and Rovik 2007: 80).

To Simon, the concept of “decision” manifests the relationship between rationality and behaviour. Since a choice is the selection of one, out of many

other alternatives; and every behaviour involves this kind of selection whether conscious or unconscious (Simon 1997: 3). Decision-making on the other hand is the process through which selection is made, while rationality is the standard applied in decision-making, which is theoretically based on the assumption that the decision is intended rational decision (Barros 2010: 455-472). Rationality according to Simon (1997: 84, 85), "is concerned with the selection of preferred behaviour alternatives in terms of some system of values whereby the consequences of behaviour can be evaluated. Hence, a decision is organizationally rational if it is oriented to the organization's goal".

While rational decision-making involves choosing the best alternative course of action among others for the actualization of organizational goal, control helps to avoid inherent obstacles towards achieving the aim of rational decisions by ensuring that plans are properly executed. It includes immediate actions taken to improve quality, minimize cost and establish performance standards in the process of achieving the goals of rational-decisions (Singla 2009:153-154). Control function positively influence managers and help them to make correct and right decisions. It is very important in the implementation phase of decisions, and the final evaluation of results of the decisions (Kráčmar & Uhliar 2012: 1-10). Control is the direction and regulation of organizational activities in order to achieve the expected level of performance. Regulation helps the organization to maintain standard and perform well to achieve its goals. It keeps the organization moving in the right direction (Griffin 2011: 427). Controlling is about following-up employees' activities, and ensuring that the organization is on target toward its goals, as well as making corrections where necessary. It enables managers to ensure that organization is moving towards its goals (Daft & Lane 2009: 7). Controlling is the process of evaluating employee work performance, measuring results in relation to objectives and taking corrective actions as needed. It gives managers opportunity to be in working contact with their employees, as they gather and interpret reports on performance and use the information obtained in making positive changes in the organization (Schermerhorn 2011: 19).

Through controlling, it is easier for managers to evaluate their subordinates, assess their individual skills and determine the most appropriate job position for every employee, and also to respond timely in situations where there is urgent need for change. It is the closest management function to planning, because planning sets the goals and methods for the realization; while controlling ascertains whether planning was successful or not. It helps to evaluate how well planning, organizing, and leading have been performed (DuBrin 2011: 541). It is a follow-up to planning and decision-making activities. Having defined the

objectives - planning and choosing the means through which the objectives are going to be achieved - decision-making, the next thing the manager does is to determine the level of progress, and the possible course of action - controlling. Some major controlling activities of managers include inspecting the work and monitoring performance. All these compares feedback with already established objectives and based on the results of this comparison, action is then taken. If the objectives are not attained, then, the manager should determine the cause and decide if some changes are in order. Managers perform the traditional management activities of planning, decision-making, and controlling. However, based on Mintzberg (1980) and Luthans et al. (1988) studies, managers in practice do not spend much time on these activities (Luthan el al. 1988).

### 2.3.3 Organizing and coordinating

Organizing is the process of assigning people to tasks, allocating resources, delegating authorities and coordinating employees' activities for the achievement of organization's goals. It is a reflection of how managers ensure that necessary human and material resources are available and properly utilized to accomplish plans (Sims 2002a: 10; Daft & Lane 2009: 6; Schermerhorn 2011:17). In as much as Denhardt and Denhardt (2009:164) agree with Daft and Lane (2009) and Schermerhorn (2011) that organizing includes the task of defining specific positions, jobs, and job designs, they disagree on assigning employees to specific jobs as part of organizing function. They associate this function to staffing function. They also identified as part of organizing function the task of division of the organization into different departments, creating levels of organizational hierarchy, and deciding the order of reporting in the organization. In Mintzberg (1980), the resource allocator role of managers, involve the same activities in the organizing function. Through planning and direction, objectives are established. Organizing draws the path and makes arrangements on how to actualize the plan by bringing the resources together. Leading generates and maintain the commitment and enthusiasm that make people to make use of their talents to help each other to accomplish the plans, while controlling ensures that the right process is followed and expected result is achieved (Schermerhorn 2011: 258).

“Every organization contains people, and it is management's job to direct and coordinate those people. This is leading function.” (Robbins, 2009: 5.) Leading function like coordinating brings the manager in close contact with his subordinates on daily basis. This brings cohesion and team spirit which helps them to function as a team. In the course of her duties as a team leader, the manager influences employees to achieve organizational goals through employee

motivation, communication and help employees' to integrate and share the organizations values and culture. It is central to other management functions; hence, the most visible aspect of management (Sims 2002a: 10; Koontz & Weihrich 2007: 285; Daft 2008: 9; Robbins 2009: 5; Dyck & Neubert 2010: 9).

Leading requires managers to develop interpersonal skills necessary to resolve interpersonal conflicts among employees. They communicate with subordinates to get them motivated towards achieving the organization's goals. The leader sub-role is one of the most important of the three inter-personal roles according to Mintzberg (1980: 61). Leadership activities permeate all other activities of managers; they act in leadership capacity each time they perform other managerial activities (Mintzberg 1980: 61). Leading, as one of the interpersonal roles is a visible function of managers. It brings managers in contact with staff and people both within and outside the organization. Leadership requires good personal relation skills because it involves communicating, interactions and making contacts within and outside the organization in the process of getting and giving out information for the organization's benefit like in liaison, disseminator and networking roles (Dyck & Neubert 2010: 9).

Coordination is the process of integrating organizational activities to ensure unity of action and purpose. It is an important aspect of organized effort and a necessary condition for the achievement of common goals (Dzimbiri 2009: 150). Coordination could be positive or negative, formal or informal. While positive coordination involves active search by actors in the organization for common solution to a problem, negative coordination involves a strategy of avoiding each other, as a means of reducing conflict (Schroeder 2011: 52; Post 2015: 115). Positive coordination aims to increase organization's effectiveness and efficiency through the strategy of involving members. It increases trust among members who often accept the short-term disadvantages for its long-term benefits. It promotes shared understanding about problem solving among members. Formal coordination involves assigning organizational authority, responsibility, tasks, etc. to members. Communication in formal coordination follows through official channels. However, informal coordination originates through social mechanisms of interdependence on personal levels outside formal organizational structures. Informal coordination enhances communication and interaction among members of the organization (Post 2015: 116; Schroeder 2011: 52). For the purpose of this study, positive coordination is a relevant tool for public sector managers to succeed in effective management of public sector organizations. Also, public sector managers are expected to skillfully complement the benefits of formal and informal coordination in order to achieve the goals of their organization.

According to Luthans et al. (1988: 83), coordination is the synchronization of efforts among employees. It is important for effective performance. The manager ensures that the employees join their efforts together so that they can work as a team. The following procedures are used by managers to promote coordination: making all the employees to be aware that they have to harmonize their activities. Helping to plan by bringing members together to discuss progress and how to proceed; talking to subordinates, discussing their efforts, identifying their problems, and helping resolve the problems. Also, to periodically review what everyone is doing to ensure that they are in tune with each other. Coordination involves knowing that everyone knows who reports to them and to whom they report. It is about giving people the authority they need to get the job done (Luthans et al. 1988).

Coordination is the provision of guidance and direction to group effort in order to provide unity of action in pursuit of a common goal. It harmonizes other management functions in order to facilitate the realization of organizational goals (Murugan 2004: 383–384). Fayol, Gulick and other scholars' identify coordination as a management function, while other management scholars argue that coordination should not be seen as a different management function. It should instead be seen as an integral part of other functions of management, since management cannot be accomplished without proper coordination (Singla 2006: 35).

In Nigerian public sector organizations, coordination is not always aimed at achieving effectiveness of public sector organizations; rather, public sector managers sometimes strengthen their corrupt behaviours through coordination. For example, in 2012, Nigerian media was awash with a development in the Federal House of Representatives Committee on capital market which has the responsibility of over-sighting the Securities and Exchange Commission (SEC), an agency which supervises the Nigerian capital market. The Parliamentary Committee was to probe the activities that led to the near collapse of the capital market. Unfortunately, the House Committee Chairman allegedly requested for the sum of 39 million naira bribe from the Director General (DG) of Securities and Exchange Commission to "soften" the probe. Though the DG agreed to the Committee Chairman's request, mode of payment of the bribe money became an issue of disagreement between them. Incidentally, the probe took a turn the DG least expected, and she opened up (Thisdayonline.com August 16 2012). This is just one out of many other instances.

## 2.4 Effects of goals, values and missions on effectiveness

Organizations with better people management have stronger possibilities to be more effective in getting positive results than those with poor management. Goal setting and feedback have always been significantly associated with high employee performance. Consensus goal-setting has the potential of motivating employees and work groups to achieve organizations' goals, which leads to effectiveness (Hosie, Sevastos & Cooper 2006: 84). Goals express the values of organizations. In the same way, employees have their goals which equally express their values. It is important for organizations and employees to know what their values are and create goals that align with their values, as both would not want to spend their time and resources in activities that do not coincide with their expected short-term and long-term goals (Santrock & Halonen 2010: 68). In setting organizational goals, managers and subordinates jointly establish and clarify employee goals. According to Cummings and Worley (2015: 440), organizations that have a well-designed and better developed performance management mechanism in most cases, perform better than those that do not have any form of performance management design.

Christensen, Lægreid, Ronnes and Rovik (2007: 80) defined goal as a collection of ideas meant to be general guidelines for actions. Such goals provide a framework for activities of public management. An organization's goal is a desired state of affairs the organization attempts to reach. Its goal represents the result towards which organization's efforts are directed. Goals shape how the organizations are managed as much as management shapes the goals of the organization. The effectiveness of any organization is evaluated based on the extent to which it achieves its goals (Daft 2010: 58–59). Management provides employees with a sense of direction, while employees' activities are channeled towards actualizing the organizations' goals (Cummings & Worley 2015). Goals help to motivate employees' towards specific targets. Specific high goals can also increase employees' performance significantly, as people like to have a focus for their activities and efforts. Appropriate goals act as a set of constraints on employee behaviours, actions and decision-making, so that employees will behave within boundaries that are acceptable to the organization. Goals help to define the appropriate decisions concerning organization structure, innovation, employee welfare, etc. They also provide standard for assessment performance, be it organizations performance in terms of profits, units produced, degree of employee satisfaction, level of innovation and customer complaints (Daft 2010).

Public sector organizations' goals are sometimes political in nature because they are mostly headed by political executives (Halachmi & Gianakis 2002: 1140–



1141). According to Slack and Parent (2006: 38, 41), goals provide guidelines for managers and other employees in such areas as decision-making, performance appraisal, reduction of uncertainty, direction and motivation of employees, and organizational legitimacy. They are instruments used to turn general statements of purpose, objectives, and strategy into meaningful guidelines for organizational activities. Good relationship is achieved between organizations and their employees when there is goal harmony. When there is goal harmony, employees are well-motivated and satisfied with their job. The management of a motivated and satisfied workforce can be highly effective. Such effectiveness could be maintained with both management and employees accepting and agreeing to goal adjustment when the need arises. Goal harmony between employees and the organization is very important for the organization's effectiveness. When managers subject their employees to work under conditions of psychological failure by stifling the employees need for growth, development and autonomy; employees are bound to respond with apathy, alienation, industrial actions and sometimes aggressive feelings towards management. This situation constrains public sector effectiveness. Goal congruence motivates employees to put in their best in helping to achieve the organizational goals (Finkler, Jones & Kovner, 2013: 53 & Baberberg & Rieple, 2008: 232).

As earlier explained, in an institutionally corrupt society, corruption no doubt has its attendant benefits. According to Luo (2002: 127, 132), while corruption helps to reduce regulatory barriers, the effects of expanded bureaucracy of large government organizations; and help to change the rules and regulations of government bureaucracy to meet every circumstance and contingency. Unfortunately in Nigeria, institutional corruption has deeply influenced peoples' values negatively. Institutional corruption engenders poverty and inequality, which changed the social and cultural values of the people in the country (Madueke, 2010: 35). In order to make public sector management effective, public sector managers need to establish management strategies and structures that will focus on core values of excellence in public sector organizations (Dibie, 2003: 160). Values are important in the study of public management because they form the nucleus of managers' and employees belief system, attitude and orientation. Values give an idea of what could likely motivate a public manager or her/his subordinate. Employees embrace organizational values as long as it corresponds to their individual values. Also, organizational values represent the things the organization attaches more importance to; and the things they want to achieve, which is the focus and goal of the organization.

Public management according to Dobel (2007: 157) is a value-driven activity with deep moral groundings. Imagine you had the belief that the organization you are



seeking to join is practicing performance based payment and reward system, instead of payment and reward system that is based on seniority. Having joined the organization, how are you going to react if you find out that the organization you have joined rewards seniority and not performance? You are likely to be disappointed, and this may lead to job dissatisfaction and decision not to commit your best effort, since you know your efforts might not be appropriately rewarded. Of course, your attitudes and behaviour to work would have been best if your values aligned with the organizational reward and pay policies (Robbins, 1993: 172).

The linkage between managers' and organizational values is an important key to effective management. An empirical study conducted by Paarlberg and Perry (2007: 387–408) at a U.S. Department of Defense installation shows that value congruence between employees and organizations values in public sector organizations positively relates to employees satisfaction, commitment, positive work attitude and positive work ethics. Employees' are motivated when organization's values reflect their internal affective, normative and task-oriented values. The study further established that employees in high performing units of the organization were able to connect their performance to the broad goals of the organization because of continuous integration process through which employees values were linked to the organizations values. It explains that shared values create bounds, stability and reduces conflicts, determines and regulates relationships between organizations and her employees.

Congruence of values in an organization leads to development of organizational culture with positive implications for effectiveness; while divergence of values may lead to ineffectiveness. Personal values of managers largely affect organizational processes in different ways. One of such ways is in setting organizational goals and choice of courses of action to achieve those goals. Managers and some influential stakeholders set organizational goals and decide on the course of action to achieve those goals. The choice of goals however, is the shared values of the managers and the few influential stakeholders who set those goals. For the organization to succeed in the selected goals, they need the acceptance and endorsement of the values behind those goals by other stakeholders and employees. Otherwise, the success of the organization on such goals is in doubt (Chelladurai, 2006: 93).

Organization's values represent its belief system and what it stands for. It is made up of traits gathered over a long developmental period of time. Certain values have positive implications, while others have negative implications. When managers project their personal values and expectations while carrying out their

functional activities (communication, human resource management, traditional management and networking), they alter shared norms, values, attitudes, beliefs and understandings in the organization. Their behaviours towards their activities either reinforces the status quo or is an antecedent for future change (Luthans et al. 1988: 167). In Nigeria, Institutional corruption kick-started a process of social decadence which has eroded all aspects of social, ethical and cultural values of the people and has become a way of life for most people (Bolanle 2012). In order to make public sector organizations effective, public sector managers and employees' need to adapt and align their values to original values of public sector organizations through value reorientation.

#### 2.4.1 Employee job satisfaction and managerial effectiveness

Leadership behaviours or activities, communication and human resource management functions of public sector managers are relevant to employees' job satisfaction because they create job friendly environment for employees' job satisfaction. They create opportunities and provide enabling environment for employees to achieve the organization's goals; while at the same time achieve their individual goals (Marquis & Huston 2009: 422). Managers who are employee-oriented, who are considerate and take personal interests in their employees by displaying friendship, mutual trust, respect and care, create environment for their employees job satisfaction (Agarwal, 1982: 307). The following also increases employees job satisfaction: salary level, performance-based reward system, employee benefits, training, job design, life satisfaction, autonomy, career-satisfaction, satisfaction with coworkers, satisfaction with supervisors, and customer satisfaction (cf. Callaway 2007: 2).

Effective managers are those whose employees achieve organizational goals. They try to satisfy their employees and keep them committed. To highlight the impact of employees' satisfaction and commitment to organizational effectiveness, the following were used by Luthans et al. (1988: 62, 66) as measures of organizational effectiveness: employees' satisfaction and employees' commitment. According to this study, managers create the environment for employees' job satisfaction through communication and human resource management activities. "I know how to handle my people. When any of my people have grievance, they know that we can settle it together, but I always recognize and reward good work. I make sure that everyone who works for me knows his job. We operate like a big family in my department. I have good people working for me – and I back them up to the hilt. They know I care, but I'm not busybody or softy, caring about my people works. These guys really produce

when you need them.” (Luthans et al. 1988: 70.) A good manager like the one above is effective because he achieves targets, and has satisfied employees. Organizations that maintain mutual trust among its members, i.e. between management and employees may be able to maintain human talents in order to achieve organizational goals. Organizational trust is simply connected to overall employee job satisfaction and perceived organizational effectiveness (Callaway, 2007: 1).

Job satisfaction describes employees’ positive feelings about their rewards, physical, social and environmental conditions of their job. Employees, who are highly satisfied with their job, hold positive feelings about their job, while those who are dissatisfied hold negative feelings. Most often, when people talk about employee attitude, they usually mean job satisfaction (Robbins 2009: 74). Job satisfaction is an attitude which results after weighing and balancing all the likeable and unlikeable experiences connected with a job. It is the employee’s assessment of how well the job in all ramifications is satisfying his needs. Job satisfaction is a multidimensional concept. It is a natural satisfaction, attachment to the work group, satisfaction with superiors, identification with the organization, satisfaction with security and income and chances of promotion (Ganguli 1994: 16).

Employee job satisfaction is an important element to be considered in understanding the components of effective management and leadership, the quality of relationship between managers and employees can impact on how happy and how productive employees are. It goes a long way in affecting the level of employees’ job satisfaction and effectiveness of any organization. In an organization where employees are regarded and treated as equals, where subordinates freely relate with their superiors; employees in this kind of organization feel confident, trusted and valued by the management. The result is a feeling of satisfaction by employees. This apparently leads to more commitment to the organization’s goals by the employees, and goal achievement make organizations’ effective (Benson, 2009: 65).

Managers’, who freely and frequently communicate with their subordinates, build strong and cordial relationship with their subordinates. Such freedom of communication and interaction is beneficial to goal actualization in the organization. This corroborates the findings of Luthans et al. (1988) study of activities of effective managers. The study reveals that managers who perform more of communication and human resource management activities are more effective than those who are performing more of networking activities (Ibid. 1988: 158–159).

In a study by, Javed, Balouch & Hassan (2014), aimed at finding out the determinants of employees job satisfaction in public and private sector organizations in Bahawalpur City in Pakistan, the study found out that employee empowerment, workplace environment, job loyalty and job performance have significant positive correlation with job satisfaction.

Rhodes et al. (2014), cf. (Slugoski 2008: 49) sees employee satisfaction to consist of numerous factors, which in the study of teachers in the United Kingdom Slugoski (2008) identified as five categories of the factors affecting employee satisfaction: organizational values; organizational climate; managerial process; learning, and self-realization. The results of their further study established workload, work/life balance, time allocated to administrative duties, pupil behaviour, class size, pay, recognition, good prospects of career advancement, non-contract time, and professional development, as having greatest impact on employee job satisfaction. These findings interestingly corroborates Luthans et al. (1988) and Mintzberg (1980) studies of managerial activities of effective managers. In these studies, managers through communication, human resource management and traditional management activities, make the physical, social, economic and environmental aspects of the work interesting to their employees in order to motivate them to achieve best results. It also confirms DuBrin (2008: 547) study of ineffectiveness factors, where he discovered that better handling of employee-related factors, organizational factors, manager-related factors and environmental factors lead to managerial effectiveness, while poor handling of these factors lead to managerial ineffectiveness.

New employees' orientation also play important role in employee job satisfaction. It is necessary because it introduces new employee(s) to the organization, coworkers, and new tasks. It helps them to quickly adapt and become effective contributors. It plays important role in employee job satisfaction, performance and retention, by providing new employees with favourable positive and effective initial job experiences which helps to solve problems of disenchantment and disappointment when new employees encounter jobs and situations that are different from what they expected (Sims 2002b: 168).

Discussion on job satisfaction by different scholars above focused on importance of good communication and human resource management. This can be considered in terms of pay, rewards and benefits, career prospect, employees' relationship with co-workers, manager/employees' relationship and communication levels, training, job design, nature of job, work/life balancing, working conditions, self-realization, etc. These components of employee job satisfaction are issues that considerably affect effective management in any

organization. They are directly related to how managers perform their functions. Employees' satisfaction with these management factors will have positive implications on organization's effectiveness, while dissatisfaction with these factors has a tendency to negatively affect the organization's effectiveness.

Table 9 below highlights public sector managers' behaviours and how they approach management activities that subsequently lead to effective or ineffective management of public sector organizations. This represents the summary of the theoretical assumption of this study.

## 2.5 Summary of theoretical assumptions

This chapter has explored the management activities/roles of managers according to Luthans et al. (1988), Mintzberg (1980) and the five management ineffectiveness factors by DuBrin (2008). These theoretical assumptions revealed that some managerial functions have greater potentials for advancing effectiveness than others. Also, the five management ineffectiveness factors revealed that effective/ineffective management of public sector organizations depends on how public sector managers' carry-out their management functions.

Effective management of public sector organizations also depends on the management functions managers perform most, and also on how they perform those functions. Two sets of functions of public sector managers' that affect effectiveness in different ways are communication and human resource management activities; and traditional management and networking activities. Activities involved in these functions are grouped together with (environmental, organizational, manager-related, employee-related and job-related) effectiveness factors. Good communication and human resource management activities of managers make management effective, strengthens leadership roles of managers, and eventually translates to effectiveness of public sector organizations.

Networking and traditional management activities also contribute to organizational goal-achievement, but managers who concentrate more on them, are less effective in achieving the organizational goals compared to those who perform more communication and human resource management functions. This is because networking for career success often exposes managers to unethical behaviours and practices in an institutionally corrupt society. This leads to corruption, which subsequently leads to ineffectiveness of public sector organizations.

This framework has also revealed the need for public sector managers to be skilled, knowledgeable and competent in all functions of management because good management provide good leadership for the achievement of organizational goals. This makes public sector organizations effective. Organizational effectiveness as this framework has shown is also a product of congruence of employees and organizational goals and values, employees' orientation and job satisfaction. However, institutional corruption provides incentives and motivation for employees to be dedicated to their job, because of the corrupt benefits that accrues to them. Hence, their dedication is not for the actualization of organizational goals, but for the achievement of their corrupt objectives. Recruiting and promoting incompetent people, absence of performance appraisal system, poor employee motivation, and seniority based reward system, godfatherism, favouritism, poor salary, delayed and non-payment of salaries, absence of employees training and empowerment programmes, etc. make public sector organizations ineffective.

### 3. RESEARCH APPROACH AND PROCESS

In this chapter, the research method, interview approach and process of empirical data collection is discussed. Also, the evolution and structure of the Nigerian public service is presented in this chapter.

#### 3.1 Research methodology

Primary data collection method for this study was semi-structured interviews which were shaped by the interview guide I had earlier prepared. Research methodology according to Kothari (2004: 8) and Kumar (2008: 5) is a systematic approach to solve a research problem; it represents scientific way of doing research and logical steps adopted by a researcher to solve a research problem. The scope of research methodology is wide, and has many dimensions. A research methodology includes an explanation of why a research method is being used, the philosophical assumption and the logic behind such method. Research methods refer first to the techniques the researcher adopted to carry out a research. It includes the methods the researcher used for data collection, the techniques the researcher used to establish relationships between data and the problem being researched on, and finally the methods the researcher used to evaluate the accuracy of the results obtained (Kumar 2008: 4).

Bryman (2012: 35) observed the distinction between qualitative and quantitative research as a useful means of classifying social research methods because it covers a range of issues involved in the practice of social research. In view of the connection between theory and research (epistemological and ontological considerations), qualitative and quantitative research can be taken to represent two distinctive research methods in social research. In this sense, quantitative research represents a research strategy that emphasizes quantification in collection and analysis of data; while qualitative research is a research strategy that emphasizes words in data collection and analysis, in place of quantification. Also, a third approach which combines both qualitative and quantitative methods in data collection and analysis is known as mixed methods research (Bryman 2012: 36–37).

Before the choice of a research approach, it is worthwhile to consider some fundamental assumptions that strengthen research, as they lead to different ways of doing research. Every research investigation is shaped by the researcher's understanding of the world, and the way it should be studied. This ideological view links to research paradigm with assumptions on how best to conduct a research. Research studies are grouped according to the ways researchers' think



about social reality, which are associated with knowing that world (ontology, epistemology and methodology) because they influence researchers' view and understanding of reality. They form researchers' frame of reference to organize their observations and reasoning (Daymon & Holloway 2011: 99; Hennink, Hutter & Bailey 2011).

In the present study, qualitative research method was used. It was conducted by interviewing senior and middle level managers of some public sector organizations in Nigeria, using semi-structured interview technique as a method of empirical data collection. This helped to discover how institutional corruption is affecting effectiveness of Nigerian public sector organizations. It also helped to highlight how the presence of institutional corruption is bringing into existence other factors that negatively affect the effectiveness of public sector organizations in Nigeria; and how these negative influences could be reduced to improve the performance of public sector organizations in the country.

### 3.2 Qualitative research

Description of qualitative research is often presented by contrasting it with quantitative research because it is much easier to compare quantitative and qualitative research than to define them. Qualitative research provides an opportunity for a researcher to focus on the complexity of a phenomenon in its real-life context. It produces new knowledge on how things work in real-life, why they work in a particular way, and how they can be changed. Qualitative research has more than one philosophical and disciplinary assumption, and it relies on different methods of data collection and analysis. Qualitative research methods vary in terms of their philosophical backgrounds, focus and research techniques (Bryman 2012: 35; Eriksson & Kovalainen 2008: 3-4).

Denzin and Lincoln (2005: 3) and Hennink et al. (2011) view qualitative research as a positioned activity that puts the observer in the world. This means that it places the researcher within the research context in order to get a proper understanding of the phenomenon being studied. The process includes some activities and practices through which the phenomenon being studied is revealed. These activities and practices include: field notes, interviews, conversations, photographs, recordings, memos, content analysis, life histories or biographies, and observations. They help to make qualitative researchers carry out their studies in real situations, while attempting to interpret the phenomena according to the meanings people give them.

This research method is suitable in a context where the research is seeking to describe, explain and understand issues, by answering 'why' questions; and when the research seeks to answer 'how' questions in order to describe a process or behaviour. Researchers' knowledge of the philosophical assumptions of qualitative enquiry is important in framing the research process because it is not possible to successfully conduct a qualitative research without the understanding of its philosophical background. In qualitative and quantitative research, knowledge of philosophical assumptions of ontology, epistemology and methodology are important because they determine the process of qualitative and quantitative enquiries (Hennink et al. 2011).

Ontology from qualitative perspective addresses the question about the nature of reality. Qualitative researchers believe that reality is conceived from individual perceptions, through previous experiences, knowledge and expectations. Epistemology addresses the question about the nature of knowledge. It seeks to explain how we know what we know, the relationship between the knower and the known. It explains the researcher's belief system about the nature of knowledge and ways of acquiring knowledge. While methodology identifies the processes or procedures through which knowledge is acquired. Methodologies are in turn guided by ontological and epistemological assumptions and translate to methodological strategies (Klenke 2008: 15-17; Allison & Hobbs 2006: 56).

Ontology which deals with reality is represented in the present study by management ineffectiveness, institutional corruption, public sector organizations, Nigeria, public sector managers', etc. Epistemology which addresses how knowledge is gained in this study refers to interviews with public sector managers', documents, existing literatures, etc. Methodology which is the process of attaining knowledge in the context of this study is qualitative descriptive analysis. This represents the method through which this research is carried out.

Qualitative methodology is chosen for this study because it possesses the characteristic features to describe the phenomena being studied through the viewpoints of the interviewees. It is rich with the potential to develop new ideas and understand the phenomenon being researched, by gathering and articulating the views of interview respondents. Qualitative research provides a wider possibility and opportunity to describe explain and understand the form and nature of what exists, the context of its existence and the reasons for its existence. It also provides a good scope or opportunity to evaluate that which exists (Ritchie 2003: 27). In this study therefore, qualitative method has provided excellent opportunity to understand the reasons for ineffectiveness of public sector

organizations in Nigeria. Qualitative method is considered convenient for this research because the focus of this study “effective management of public sector organizations” cannot be quantified or represented in figure as is the case in quantitative research because of the likely differences in the internal and external organizational variables that cause ineffectiveness of public sector management in Nigeria.

### 3.3 Case study research

Nigeria is chosen as a case study for this research because it is a rich African country with alarming depth of institutional corruption. Organizations selected for interview were chosen from the classification of public sector organizations in Nigeria (government ministries, extra/non-ministerial departments, government agencies and parastatals, government corporations and enterprises, government institutions and local governments) presented in table 1 above. They include the Nigeria Police Force, Nigerian Immigration service, Nigeria Customs service, Local government councils, Federal High Court; Imo State University, National Hospital Abuja, Code of Conduct Bureau, Imo State Ministry of Education, Securities and Exchange Commission, Economic and Financial Crimes Commission, Independent Corrupt Practices Commission, National Orientation Agency, Office of the Head of Imo State Civil Service, Directorate of Special Infrastructure, government of Delta State Nigeria and Igbinedion University, Okada, Edo State, Nigeria.

As stated in chapter one, these organizations have the duty of providing basic education, health care services, law enforcement, creating and implementing public policies, town planning, security, border protection, administration of justice, etc. Their services are significant in socio-economic development of the country. Some of them have branches in every part of the country; they are all public sector organizations. The major goal of public sector organizations is to achieve greater public good and show responsiveness to public needs (Erakovich & Wyman 2009: 78). This research followed normal processes at all stages. The interviewees are senior and middle level managers in their various organizations, who were appointed and authorized to speak for their organizations. For these reasons, information generated from these organizations can be used to tell how public sector organizations in Nigeria function.

Nigeria consists of over two hundred and fifty ethnic nationalities and languages, with three dominant ethnic groups: Igbo, Yoruba and Hausa. The political structure of the country presents a sharp dichotomy between the North and the Southern parts of the country; and every political dispensation threatens the

peace and unity of the country. There is high level of illiteracy in the North compared to the high literacy level in the Southern part of Nigeria. With a population of about 175 million people, Nigeria is the most populous black nation in the world. She also has abundant wealth of natural and human resources, including oil wealth. With her wealth of resources, if judiciously managed, Nigeria can transform the entire West Africa to a socioeconomic and technological hub for most countries of the world. Other African countries expect Nigeria to be a role model, and to play leadership role in African comity of nations. Unfortunately, Nigeria has failed to give other African countries the leadership they had expected and hoped for. She has become the bane of Africa; most of her citizens live in poverty and misery, despite her enormous wealth. The country is currently stressed by the burden of institutional corruption, which is evident in poor performance of public sector organizations in the country (Okoro 2008: 64). This makes Nigeria an interesting case to study.

Case studies are explanatory, descriptive or exploratory. They could be single or multiple case studies (Kumar 2008: 50). Case study research has long been in existence in various academic disciplines, and many organizational and management studies can be grouped under case study. A significant feature of case studies is the framing of the research question in a way to gain proper knowledge and understanding of the case in relation to its social, political, economic, cultural and other contexts, in order to proffer solution (Eriksson & Kovalainen 2008: 115).

“Case study research aims to make room for diversity and complexity, and therefore, avoids overly simplistic research designs.” (Eriksson & Kovalainen 2008: 117.) “A case study is one which investigates a case(s) to answer specific research questions and which seeks a range of different kinds of evidence which is there in the case(s) setting, and which has to be abstracted and collated to get the best possible answers to the research question.” (Gillham 2000:1.) According to Yin (2009: 4-11), the desire to understand complex social phenomena fuels the need for case study research. Case study research is preferable in the examination of contemporary events, especially, when necessary behaviours cannot be controlled. To conduct a case study in organizational research, empirical data are usually collected from multiple sources. The flexibility of case study research technique makes it appropriate for organizational studies because organizations are dynamic and uncontrollable in nature (Fitzgerald & Sue 2009: 465-467). For these reasons, case study design is suitable for this research.

Lack of effective management of public sector organizations in most African countries has received a lot of attention from management scholars, researchers,

practitioners and global institutions such as the World Bank, International Monetary Fund (IMF), United Nations (UN), United Nations International Children Education Fund (UNICEF), United Nations Education, Social and Cultural Organization (UNESCO), World Health Organization (WHO), United Nations development Programme (UNDP), etc. The level of ineffectiveness of public sector management in Nigeria has raised a lot of concern. This has been attributed to issues evolving around organizational settings, such as the socio-cultural and political contexts of developing countries. Some scholars have argued that the behaviours and performances of public sector managers in developing countries are attributable to influences from their internal and external socio-economic, cultural and political environments, as well as how they perceive and understand effectiveness (Analoui 1998).

Public sector managers no doubt contribute enormously to the economic, socio-political and cultural growth and development of their nations. But in developing Sub-Sahara African countries, where corruption is heavily institutionalized, the issues which have not been properly addressed within the context of effective management of public sector organizations in these countries are the causes and sources of the corrupt influences on public sector managers which subsequently lead to ineffectiveness of public sector organizations in these countries (Analoui 1998). In this study, managers of some public sector organizations in Nigeria were interviewed in order to understand the causes, and sources of the corrupt influences on public sector managers which subsequently affect the effectiveness level of public sector organizations in these countries.

#### 3.4 Interview technique and data analysis

The table below presents the steps, processes and procedures taken to conduct and analyze the interviews which were the source of primary data for this research. The interviews were conducted between May 2014 and April 2015.

**Table 10.** Steps and the procedures of the interview

Step 1	Dispatched formal letters of intent to conduct interviews by e-mail
Step 2	Dispatched official letters requesting for interview appointments by post
Step 3	Secured appointments for interviews
Step 4	Sent interview questions and guide ahead of interview
Step 5	Conducted recorded face to face interviews
Step 6	Transcribed interviews
Step 7	Analyzed interview transcripts
Step 8	Compared and contrasted similarities and differences including quotes from the interview analysis.

Interviewing is one of the major sources of empirical data collection in qualitative research. It gives the researcher an understanding of the respondents' thoughts, feelings, views and perception of the phenomena under study. It also helps the researcher to contextualize these feelings, views and perceptions of the respondents (Fitzgerald & Sue 2009: 478; Godwin & Godwin 1996: 134). Eriksson and Kovalainen (2008: 78) recognized the usefulness of qualitative interviews as a propeller to push the production of empirical materials for a scholarly research. The interviewer channels the interview to issues that are relevant to the research topic and the research questions. Interviews usually occur between two persons, the interviewer who asks the question and the interviewee who gives the answers. It can also take place in groups of two or more participants, like the focus group. Interviews represent source of information that are not available in a published form, and most studies today cannot be complete without an interview.

Usually, research questions and research topics shape the interview; determine the structure and form of the interview questions. Interviews are classified according to how they are structured. There is the structured interview, which allows the researcher no flexibility in the choice of wordings and order of the

interview questions. The interviewer in this case strictly follows the pre-planned interview script. The semi-structured interview gives the researcher some level of freedom and flexibility in choosing the words and order of the interview questions. The researcher also works with the guide of a pre-planned interview themes or outline of topics. In the unstructured interview, the interviewer is free from all the restrictions associated with structured interview, even though there are guiding questions and core concepts to be followed during the interview. The discussion could swing to any interested direction that emerges during the interview (Eriksson & Kovalainen 2008: 80-82; Klenke 2008: 127).

Interview as a technique of empirical data collection enjoy an overwhelming acceptance by qualitative researchers. The lack of freedom and flexibility associated with structured interviews hinders the researcher from responding to, or expand the main issues raised by the respondents which are central to the study. On the other hand, the researcher in unstructured interview, stand the risk of collecting more data than necessary, and this makes data analysis difficult and complex (Newell & Burnard 2011: 76; Eriksson & Kovalainen 2008: 78).

Lodico, Spaulding and Voegtle (2010), Eriksson and Kovalainen (2008: 82) and Klenke (2008: 127) suggested that it is much better for young researchers to begin with semi-structured interviews, owing to the high demand for skills which unstructured interviews place on researchers. In a semi-structured interview, the interview process is properly designed to help the researcher access a systematic and comprehensive data. The researcher is guided by a pre-planned interview themes and outline of topics. This technique allows the researcher flexibility to vary the interview questions and wordings, as well as the freedom to add further questions in order to expand some important issues raised by the respondent which are central to the study. "An interview in qualitative research is always semi-structured because it invariably carries the traces of power that holds things in place and it reveals an interviewee's, a co-researcher's creative ability to refuse and resist what the researcher wants to happen." (Parker 2005), cf. (Klenke 2008: 127.) Semi-structured interview combines the benefits of both structured and unstructured interview techniques in the search for empirical data.

In view of the benefits associated with semi-structured interview, this interview technique (semi-structured) was used for empirical data collection for this study. This is because it allowed interviewees (public sector managers) the freedom to express their views on the questions without much restrictions; it also helped me to request for further explanations from my interviewees on some important issues they mentioned passively in their responses. This method gave me the



freedom to concentrate on the important issues that are relevant to answering the research questions. It made the interview a robust and fair discussion.

A face-to-face interview was conducted in sixteen different public sector organizations in Nigeria. Minimum of two people were separately interviewed in each of the selected organizations in order to corroborate the information from the first interviewees. However, in four organizations where it was difficult to interview two people, one person was interviewed in each of those organizations. Group interviews were also conducted in three organizations where the managers requested for group interview. The interview questions were grouped according to the following headings (themes):

- Networking/Interpersonal roles of Nigerian public sector managers (Environmental factors of ineffectiveness)
- Communication/informational and human resource management roles of Nigerian public sector managers (Manager related factors of ineffectiveness)
- Traditional management/decisional roles of Nigerian public sector managers (Organizational and job related factors of ineffectiveness)

The interview questions were arranged based on these topics in order to get the general views of respondents on each section of the research topics and also to avoid accusing the respondents of direct involvement in acts of corruption. Such has the possibility of making the interviewees to become uncooperative and evasive in their responses. However, questions relating to institutional corruption were presented as a larger national issue which was not directly referring to the respondents and their organizations in order to make them feel free to respond to such questions. The topic headings for the interview questions were chosen in order to maintain a logical coherence, and relationship between the research topic, the theory, the research questions, and the research method. Total of thirty-two interviews were conducted in Nigeria. Those interviewed included senior and middle level managers of the sixteen public sector organizations listed above.

Before commencing the interview, the respondents were informed that the aim of the interview was to collect information on factors responsible for ineffectiveness in their various organizations, based on their practical experiences as senior and middle level managers. Being aware that some interviewees might not be disposed to reveal the true situation in their organizations; especially on issues of institutional corruption, some related interview questions were framed in a way

that they are linked to each other, so that relevant information missing in responses to previous question(s) could surface in subsequent question(s); this strategy worked. The use of interviews for this research was relevant because it gave new understanding of the Nigerian situation, it allowed respondents the opportunity and freedom to reason in different ways and provide information based on how they felt and perceived certain things in their organizations. Interviews in this study helped to give a clearer understanding of the meaning of effective management of public sector organizations to Nigerian public sector managers; what constitutes challenges to effective management of public sector organizations and how public sector organizations could become effective in Nigeria, based on their practical experiences. The interview also helped to reveal how institutional corruption is causing ineffective management of public sector organizations; as well as other factors responsible for ineffectiveness of public sector organizations in the country. Interviews conducted in Nigerian public sector organizations served as empirical source of data for this study.

The interviews were all recorded with a digital voice recorder. To back up the recordings, I took notes of interviewees' responses during the interviews. I transcribed the interviews after data collection. Using the Framework Analysis approach, I read and re-read the transcript many times, after which codes were developed based on established themes and data were manually assigned to the themes in the codes. The range and diversity of the coded data were refined by summarizing and synthesizing the initial themes and categories to identify patterns between the themes and ensure that interviewees' accounts are well presented and also, reduce the possibility of misinterpretation. Framework is a systematic approach to data analysis, it is used to organize and manage research through summarization, which results in a robust and flexible matrix that allows the researcher to analyze data by case and theme (Edhlund & McDougall 2016: 239). Data collection based on framework approach is mostly done through interviews which targets the issue being studied. In most cases in framework approach, data collection is completed before analysis (Bowling 2014: 401; Donovan & Sanders 2005: 522).

### 3.5 Validity, reliability and generalizability of research

Reliability and Validity are acceptable standards for good scientific research (Thiel 2014: 48). They are means of showing the rigor of a research process and the trustworthiness of its findings. Trustworthiness depends on factors such as the research question, research process and data, analysis of data and research conclusions and findings. Though these procedures alone are not enough to

produce trustworthy results, they cannot be undermined (Robert, Priest & Traynor 2006: 41). Evaluating the reliability and validity of research findings in relation to the suitability of the process and method of arriving to conclusions and results is important in determining the integrity, transparency and quality of research (Noble & Smith 2015: 34–35).

Validity determines the quality, certainty and truthfulness of research findings and conclusions. This means that the findings are backed by evidence and reflect the true situation of the phenomenon being studied (Eriksson & Kovalainen 2008: 292). It refers to the appropriateness of the materials, processes and the data used for a research. It resolves such issues as whether the research question validates the desired outcome, whether the research method is suitable for answering the research question, whether the data analysis is appropriate and whether the results and conclusions are valid for the context (Leung 2015: 324–327). There are two types of validity; they are internal and external validity. Internal validity refers to whether the study is plausible and convincing enough, whether the concepts being studied have been empirically measured in relation to the theory, and if there is a causal relationship between independent and dependent variables. It seeks to establish a clear relationship between the theory, the concepts and the research method. While external validity refers to the generalizability of the research findings (Thiel 2014: 48).

Reliability refers to the establishment of a level of consistency in research, such that similar results can be found if replicated by another researcher. It describes the extent a research data and process can produce similar results in different circumstances, assuming everything remains the same (Eriksson & Kovalainen 2008: 292; Robert et al. 2006: 41). Reliability and objectivity are used to determine the trustworthiness of a qualitative research (Morse, Barrett, Mayan, Olson & Spiers 2002: 13–22).

The interview questions covered the five factors of effectiveness/ineffectiveness (environmental, organizational, manager-related, employee-related and job-related) which are the themes upon which this research is anchored. The interviewees are managers who have served between seven years and above in their respective organization. Majority of the interviewees shared similar views in their responses to most of the interview questions, though few of them told half-truths in their response to some of the questions. The similarity of the views expressed by interviewees in response to most of the questions and the range of literatures and reports covered in this study protects the validity of data. This research followed normal processes at all stages, the data used in this research are all verifiable, and the interviewees are senior and middle level managers in

their various organizations, who were genuinely appointed and authorized to speak on behalf of their organizations. These facts legitimize the research process and strengthen the reliability and trustworthiness of the results and conclusions of this study. This guarantees the validity and reliability of this research and increases the chances of getting similar results and conclusions, if this study is replicated in a similar environment, using the same data and same procedure; assuming nothing changes. Given these situations, the conclusions of this study are generalizable to environments characterized by similar features as in Nigeria.

### 3.6 The evolution of the structure of Nigerian public service

It will be worthwhile at this point to tell about the evolution of the structure of the Nigerian public sector. This is important because the history of the evolution of the Nigerian public service reveals that the British colonialists established and structured the Nigerian public service to serve their economic interests and not the interest of Nigerian citizens. The legacy of the civil service structure they left will help to understand the beginning of institutional corruption and other challenges to effective management of public sector organizations in Nigerian today (Umaru 2014: 34-50). Nigeria gained her political independence from Britain in 1960. With approximately 175.8 million people, and a land mass approximating 375,000 square miles, Nigeria stands out as the most populous country in the continent of Africa (Ogbonnia 2007:3). Since independence in 1960, Nigeria has experienced seven different military regimes and seven civilian governments. Within these periods, the Nigerian public sector organizations have been epitomized by poor service delivery, progressive decay, dysfunctional management, instability, institutional corruption and generally characterized by lack of effectiveness.

As in other British colonies like India and Ghana, the Nigerian civil service was structured by the British colonial government and bequeathed to the country at independence. India and Ghana like Nigeria had the same experience of British colonial economic and political imperialism which led to the establishment of the colonial civil service in all British colonies. The colonial civil service in British colonies were divided into three cadres (administrative, executive and clerical levels) based on order of authority and hierarchy. The Indian civil service was established to serve the administrative interest of the British owned East Indian Company which was then in control of all economic and political powers in India. The colonial administration of the British Queen in India took-off with the civil service already established by the East Indian Company, which was structured to serve the purpose of its establishment (Singh 2008: C33; Sen 2013). Also in

Ghana, the history of the Ghanaian civil service shows that the service was structured by the British colonialists as an instrument to further their economic interests in Ghana as in other British colonies. The British colonial administration created a civil service that reinforced their imperial efforts and also served their economic interest. Filling the administrative and executive positions with British citizens helped them maintain strong grip of economic and political powers in British colonies, and also created a “master-servant” relationship with the educated Indians and Africans who occupied the clerical positions at the bottom of the civil service cadre (Okon, Solomon & Ekok 2014; Katakoto 2008: 499-514; The Office of the Head of Civil Service 2016; Ansah 2008: 16). The administrative, executive and clerical structure of the colonial civil service among others is part of the legacies of the current civil service in Nigeria today. This structure has helped to maintain the “master-servant” relationship established by the colonial civil service, and it is still evident in the present day Nigerian civil service.

In Nigeria, successive governments have tried to build an effective and dynamic civil service that will be more productive and focus on the needs of Nigerian citizens; but, their efforts have been constantly neutralized by institutional corruption which characterized the Nigerian civil service, and has pervaded every sector of the Nigerian society since independence (Omar & Ogenyi 2006: 687-701). Following the poor performance of the Nigerian civil service, successive Nigerian governments have introduced series of reforms to reposition her civil service, and increase her productivity. These reforms however, have not saved the waning Nigerian civil service from its declining productivity. Some of these reforms include the Public Service Review Commission of 1974 (Udoji Commission), Dotun Phillips Commission of 1985, which reviewed the structure, composition and methods of operations of the public service. The 1988 civil service reform restructured the upper levels of Nigerian civil service and introduced political appointees as accounting officers. The Ayida Panel of 1994 cancelled the 1988 reforms and reintroduced career-based civil service structure. Others include establishment of the Bureau for Public Service in 2006, Civil Service Reforms under Obasanjo 1999–2007, the Steven Oronsanya panel of 2010–2012, which were aimed at reviving the public service to enhance its effectiveness, among numerous other reforms (Inyang & Akaegbu 2014; Nwanolue & Iwuoha 2012; Ogunrotifa 2012). These public service reforms had the common objective of making the Nigerian public service effective, transparent, accountable, responsive, etc. (Sekwat 2001). Notwithstanding these numerous efforts by past Nigerian governments to reposition the country’s public sector for effective and people oriented service, the Nigerian public sector has however “deteriorated in capacity and capability, integrity and morale.” This has

weakened the capability of the Nigerian state to fulfill its necessary obligations to Nigerian people. This situation has subsequently led to loss of confidence, trust and confusion in the Nigerian public sector organizations by the Nigerian people (Sekwat 2001).

The history and structure of the present Nigerian public service is traceable to the British colonial rule. In 1862, the British colonial government institutionalized administrative arrangement (public service), involving the traditional and religious rulers in Northern Nigeria, through the indirect rule system, while the direct rule system was operated in the Southern parts of Nigeria. This creation of a public service instrument was borne out of the need to maintain law and order, and ensure the stability of the colonial administration in order to enhance the British colonial exploitation of Nigeria. Enhancing British capitalist interest in Nigeria was almost the main reason for the establishment of Nigerian Public Service (Umaru 2014: 34-50). Chains of hierarchical positions were created to accommodate the British functionaries. The positions of Governor, Chief Magistrate, Colonial Secretary and Senior Military Officers, Offices of Private Secretary to the Governor, Auditor for Public Accounts, Chief Clerk, and Collector of Customs were created and placed them above educated Nigerians in the service. The colonial government adopted a centralized system of administration, with various departments and two Secretariats in the Northern and Southern protectorates, headed by lieutenant-Governors. They were all accountable to the Governor-General (Lord Lugard) at the center, who was answerable to the home office in Britain (Ogunrotifa 2012; Omitola 2012).

As they did in India, due to the quest for colonial capitalist expansion, they began to link the Northern and the Southern Nigeria with rail transport system, in order to facilitate trade, commercial and extractive activities, and to also transport agricultural products from the North to the sea ports in the South. The lack of skilled labour in the growing bureaucracy involved in the management of the colony and the extractive projects posed an obstacle to the colonial administration. As a result, the colonial government saw the need to train the indigenous human resources, to help in the colonial administration. This led to building of schools to train Nigerian citizens in the South, to enable them participate in the colonial administration in different capacities. The colonial government was reluctant to build schools in the Northern parts of Nigerian then because they did not want to offend the Islamic religious leaders in the North, who related between the colonial administration and the locals because of their opposition to western education (Ogunrotifa 2012; Esu & Enyang 2009).

With the amalgamation of the Northern and Southern Protectorates to one nation called Nigeria in 1914, the British colonial government established a central administration with regional and district administrative structures in the regions (Ogunrotifa 2012). This formed the basis for the three tiers of government (Federal, State and local government) systems of administration in Nigeria today. The executive, legislative and judicial powers in the civil service then were exclusive reserve of the British colonialists, until series of pre independence constitutional reviews advocated for the increased involvement of educated Nigerians in the senior cadres of the civil service. In 1954, the colonial administration implemented the recommendation of the Macpherson constitution review, by creating an autonomous Federal Public Service Commission. Having gained independence on October 1 1960, the public service was indigenized and the service was structured after the British colonial public service (Ogunrotifa 2012; Omitola 2012; Osibanjo & Damagum 2011: 37-44).

“The post-colonial Nigerian governments inherited administrative structures which were geared overwhelmingly to the requirements of the former British colonial powers who were more interested in the extraction of natural resources than economic and human development. As a result, Nigerian government was not only confronted with the need to establish a whole machinery of government that would promote accountability, predictability, transparency, participation, efficiency and effectiveness; but to change the focus of civil service from that of colonial legacy of tax collection to the role of social service delivery, infrastructural development and nation building—capable of assisting the new government to plan and accelerate the pace of Nigeria’s socio-economic development.” (Corkery 1995), (cf. Ogunrotifa 2012.)

After independence, the Nigerian public service elites molded the Nigerian public service according to the bureaucratic legacies they inherited from the British colonialists. The concern of the British colonialists was more of using the instrumentality of the public service to extract natural resources from Nigeria, in order to contribute to good governance in their home country; than economic and human development of Nigeria. The new Nigerian public service elites went on to consolidate all the existing practices of the British colonialists, including “elitism, paternalism, despotism, distrust, centralization, secrecy, hierarchical rigidity and the capitalist structures of the British colonial masters.” (Ogunrotifa 2012.) The process of using the Nigerian public service for the benefit of the British colonial government’s interest according to Ogbeidi (2012: 1-25) predates the institutional corruption in Nigeria today.



At independence on October 1 1960, the British colonial masters handed political power to the Northern political elites who were seen to be more submissive to the British colonial rule than the Southern counterparts. While political power was held by the Northern elites, the indigenous civil service at the center was dominated by Southerners because of the disapproval of western education by the political and religious leaders of the Muslim dominated North. This created lack of trained personnel from the North to be part of the public service bequeathed by the departing colonialists (Ogunrotifa 2012). The North fearing that her regional public service will be dominated by the more educated Southerners came up with the “Northernization policy” of her regional public service. This policy placed priority on recruitment of Northerners into the public service, and appointment of non-Northerners and/or non-expatriates on contract basis (Omitola 2012). This was the origin of recruitment of unqualified people in today’s Nigerian public service.

The British indirect rule system introduced a corrupt background to the Nigerian public service. It brought in ethnicity, corruption and apathy into the Nigerian public service. It was made to serve authoritarian interests of the British colonial powers, till the day of independence Ayodele and Bolaji (2007: 105-110). “During the first republic... Native bureaucrats cut their teeth in acrimonious, nominally democratic and deeply divided political system. This inhibited mobility of labour, responsible administration and political neutrality of the ranks and file... An agenda for democratic political culture was thus far from being achieved by the bureaucrats while the spirit of nationalism, patriotism, commitment, dedication and loyalty was totally absent in the service. The service was divided along ethnic contour.” (Adebayo, 1982), cf. (Ayodele and Bolaji 2007: 105-110.) This was the origin of the challenges to the effectiveness of Nigerian public sector organizations. In a further effort to accommodate Northerners in the Nigerian Federal public service, the quota system/federal character was introduced in the Nigerian constitution in 1979. This sacrificed merit on the altar of federal character, to accommodate the North at the federal public service (Joshua, Loromeke & Olanrewaju 2014: 1-10).

There was not much effort by the British colonialists to make the public service transparent and responsible to the needs of Nigerian citizens. This has been the bane of the Nigerian public service even till today. Nigerian public managers inherited this legacy, and continued from where the British colonial administrators stopped by using the public service to serve the interest of those occupying top public offices. This has enormously contributed to the ineffective state of the Nigerian public sector organizations today.

In Nigeria, there are four categories of public sector organizations and they include: government ministries, extra/non-ministerial departments, government agencies and parastatals, government corporations and enterprises. However, due to the distinctiveness of government owned universities and hospitals, as well as the local government areas, I decided to classify them separately as government institutions and local governments respectively. Table 1 above presents a clearer picture of this classification.

## 4 EXTERNAL AND INTERNAL ENVIRONMENTAL CONSTRAINTS ON EFFECTIVENESS OF PUBLIC SECTOR ORGANIZATIONS

In thirty two (32) interviews conducted with managers in sixteen public sector organizations in Nigeria between 25th of May 2014 and 27th of March 2015, with the objective of gaining an understanding of the factors responsible for ineffectiveness of public sector organizations in the country and how those factors are making public sector organizations ineffective. Knowing that institutional corruption in Nigeria contributes to public sector management ineffectiveness, the interview questions were framed based on the effectiveness and ineffectiveness factors by DuBrin (2008: 547) mentioned in chapter two which is part of the theoretical framework for this study. These factors are represented in the theory by Luthans, et al. (1988) “real” effective and successful managers and Mintzberg (1980) managerial behaviours and activities. The research questions sought to identify the challenges to effective management of public sector organizations, how the challenges manifest in behaviours and activities of public sector managers and the possible ways effectiveness could be improved in public sector organizations in Nigeria.

### 4.1 Practical perspectives on effective management of public sector organizations

The interview questions were arranged in three headings comprising effectiveness/ineffectiveness factors in tables 3-7 in chapter two. The questions were arranged in three headings to explain how (a) internal and external constraints make public sector organizations ineffective, (b) how manager related factors make public sector organizations’ ineffective and (c) how organizational and job related factors make public sector organizations in Nigeria ineffective. Firstly, two general questions on effective management were asked to get individual respondents views, understanding and perceptions of effective management in their various organizations. The two questions formed the interview guide or the fundamental questions of the interview.

It is noteworthy to point out that in this analysis section, quotes from respondents were put in italics to differentiate them from direct quotes from books, journals or other resource materials.

Public organizations depend on the performance of management for their goal actualization and survival. “How well managers manage and are managed determines whether business goals will be reached... The workers’ effectiveness is

determined largely by the way they are being managed.” (Drucker 2011: 4.) Management is an important part of every organization; for any public organization to be effective, public managers should understand the concept of effective management as it relates to their organizations.

Effective management is goal-oriented management. The ability to coordinate people and make use of available resources to achieve desired goals within the desired time makes management effective. In order to achieve the goals of public sector organizations’, public managers’ perform different management functions in the process. The types of management functions managers’ perform and how they perform those functions affect their organizations’ effectiveness. Hence, organizations effectiveness is determined by the type of management activities managers perform and how it affects employees’ productivity.

Responding to the first introductory question, the respondents see effective management as the ability to combine or use available management resources (human, material and financial) to achieve the goals of their organizations. While trying to explain effectiveness as it relates to goal actualization in their organizations, majority of the respondents could neither tell nor explain what goals their organizations have set out to achieve, only very few were able to tell the goals of their organizations, and related it to the perception of effectiveness in their organizations. Some of those responses that presented a general “text book-like” explanation of effectiveness without connecting it to their specific organizational goals include the following:

*“Effective management has to do with utilization of available resources to achieve defined or set targets within a specific time frame”.*

*“Effective management means how we utilize the few resources and the available manpower with us here to achieve the goal of this organization”.*

*“Effective management in businesses and organizations is the function that coordinates the efforts of people to accomplish goals and objectives using available resources efficiently and effectively...”*

*“It is how one can employ available human and material resources, in order to achieve set targets; and the coordination of these resources to enhance effective growth and development of this organization in general”.*

These definitions of effective management given by these respondents’ points to goal actualization as explained in chapter two. However, most of the respondents

failed to relate their generic understanding of effectiveness to the perception of effectiveness in their organizations. Their responses, showed more of academic exercise than real life practical situations that obtain in their various organizations. Only very few were able to specifically explain how effectiveness is perceived in their organizations in relation to the goals of their organizations. Relating effectiveness to the organizational goals and context, some respondents said that their organizations' perceive effectiveness as follows:

*“Management becomes effective if it achieves set goals and our goal here is to train and produce middle and top class manpower who will take different positions in public and private sectors. Also, one of our objectives is to render service to the community”.*

It can be understood that public sector managers can be effective in the context of this organization when their activities are channeled towards any process that will lead to the materialization of these stated goals. According to one of the interviewees:

*“Effective management as it concerns this organization has to do with the combination of human and material resources to achieve desired goals, through achieving clinical goals. The goal of this organization is to improve effectiveness and efficiency in patients' treatment, and this is the aim of every similar organization”.*

This shows that managerial activities that are outside this specific goal “effective and efficient patients' treatment” is not within the core missions and values of this organization, this means that such activities will not translate to effectiveness in the context of effective management in this organization.

It could be assumed that very insignificant number of public sector managers in Nigeria know and understand the goals, vision and missions of their organizations. As explained in chapter two, being conversant with the organization's goals is a necessary ingredient for effectiveness, because it makes it easier for employees to align themselves to the organizations goals if they know and understand what the goals are. This highlights the need for employees' orientation as explained in chapter two. It is important for new employees to go through orientation process not minding whether they are top level, middle, or lower level employees. Orientation helps to make new employees get acquainted with their organizations, goals, and the intricacies of their job.

On the second question, responses from interviewees support Luthans et al. (1988) and Mintzberg (1980) studies that some activities among the four managerial functions (communication, human resource management, traditional management and networking) make them effective in their various organizations, while some make them ineffective. Some of the interviewees said that they are effective when they perform communication, human resource management and traditional management functions. A significant number of respondents said that performing traditional management and human resource management functions make them effective managers, while majority said that they can be effective in their organizations when they perform activities in the traditional management functions. Interestingly, very few respondents said that performing some activities in communication, human resource management and traditional management functions make them effective managers. Response from most respondents revealed that they perform more of traditional management functions, which is the lowest in relative contribution to effectiveness. This showed that they were performing less communication and human resource management functions that have shown higher relative contribution to managers' effectiveness as explained in chapter two.

The following responses confirm that the respondents perform more of traditional management functions than communication and human resource management functions:

*“As a manager in the administration department, my function is to cooperate and collaborate with the management and all the heads of departments, as well as other members of management here especially the director, to see that personnel are appropriately supervised, directed and informed appropriately, on what should be done and what should not be done; and also to guide the personnel on effective use of our meager resources to achieve the goals of this organization”.*

*“There has to be defined goals, attached time frame, stick to already laid plan of the organization, and being impersonal with decision-making and not see the organization as ones private venture in terms of decision-making. Being fair and firm, considering the situations of all other participants without changing the mapped out standards or bench-mark, notwithstanding who is involved; and organizing effective workshops, trainings and seminars for staff development”.*

Responses to this question also corroborate Luthans et al. (1988) findings that the activities managers perform affect their effectiveness as explained in chapter

two. The interviews revealed that only few respondents combine communication, human resource management and traditional management activities that have higher relative contribution to effectiveness based on the result of the two studies. The choice of management activities by public sector managers in the country nevertheless has a negative effect on their effectiveness. From Luthans et al. (1988) study of managerial activities, communication activities have the highest relative contribution to effectiveness, followed by human resource management; while traditional management activities were placed third and the study showed that networking does not contribute to effectiveness. It however, has the highest relative contribution to managers' career success. The responses from respondents reveal that very few of the respondents simultaneously combine communication and human resource management functions which Luthans et al. (1988) study revealed have stronger contribution to effectiveness. Here are the views of some interviewees on what they do to be effective:

*“To be an effective manager, you must have a listening ear because there are many characters in an organization. You must carry people along, lead very well, live an exemplary life before your subordinates because you are a role model to them, be protective, communicate with them, review and supervise tasks assigned to them, pay surprise checks on how they are performing their jobs. Do not be authoritative, check their individual capacity to deliver and bridge the gap in their performance through training and retraining. Be a good team player, reward those who performed well, be transparent, and show integrity and accountability”.*

*“It requires dedication to my work, diligence, fairness, ability to manage all the human resources, being able to interact with both senior and junior colleagues, to be able to achieve the organization's goals”.*

These two questions gave a clearer insight on what effectiveness of public sector management mean to public sector managers in Nigeria. While most of the respondents believe that they can be effective by performing daily routine traditional management functions (planning, decision-making and controlling), which according to Luthans et al. (1988) is third in relative contribution to effectiveness. A good number of the respondents are of the view that they can be effective by combining routine traditional management functions with human resource management functions. While very few respondents combine the communication, human resource management activities which have the highest relative contribution to effectiveness as stated in chapter two. This shows that majority of public sector managers in Nigeria are not performing management activities that have higher contribution to their organizations effectiveness.



## 4.2 External constraints on effectiveness of public sector organizations

As explained in the theoretical framework in chapter two, organizations' environments are made up of institutions which reflect the society in general. There are formal and informal institutions. In institutionally corrupt societies, all the institutions formal or informal are affected by corruption. Institutional corruption occurs in the presence of a widespread systemic, legal, and ethical influence on people and organizations within such societies. This influence and pressure make individuals and organizations within such environments to diminish in standards of ethical practices and moral values (Lessig 2013; Rodwin 2013). This decline into corruption affects the effectiveness of public sector organizations in such societies and weakens public trust and confidence in public sector organizations.

Since managers of public sector organizations in institutionally corrupt societies live and operate within the same society, they are therefore, not isolated from the influences and corruptive pressures from the society. Institutional corruption from the society finds its way into public sector organizations through public sector managers who submit to the influences and pressures of institutional corruption from their societies. This leads to the ineffectiveness that is experienced in public sector organizations in Nigeria. This section of the present study through the interview analysis seek to know the societal constraints in the country that make public sector organizations ineffective, with regard to the effectiveness and ineffectiveness factors pointed out in chapter two. The questions in this section of the analysis are divided into two: (a) How managers' effectiveness is negatively affected when performing networking functions within the society their organizations are situated (b) How institutional corruption in the society makes public sector organizations ineffective.

### 4.2.1 How Managerial networking function affects effectiveness

This part of the interview analysis is based on factors that are negatively affecting public sector managers' effectiveness while performing networking roles within and outside their organizations. Networking/interpersonal roles provide opportunities for managers to interact with people develop contacts, networks and build reciprocal relationships within and outside their organizations to achieve career success. Networking showed higher relative contribution to managers' career success and least relative contribution to effectiveness.

Networking managers use their positions to build contacts for their career success.

The question in this section aims to find out if public sector managers in Nigeria use their positions and influence in their organizations to achieve personal career success or their organizations' goals. Responses from some interviewees show that achieving organizations' success is their first priority and they work towards achieving the goals of their various organizations. To them, career success can only be achieved when the goals of their organizations have been achieved. However, more than half of the respondents commented that their position as managers offer them opportunities to advance their career prospects. Their positions are considered as a spring board for their career success. At their levels as managers in their organizations, the next thing they aspire for is how to get to the highest level in their career. Their present positions give them good opportunities to do what will earn them promotion to the next and highest levels.

In order to achieve their personal goals, they involve more in networking activities within and outside their organizations to enhance chances of their career success. As mentioned above, networking activities have the least relative contribution to managerial effectiveness. This reason therefore contributes to the ineffectiveness that characterize public sector organizations in Nigeria. The following responses from some of the interviewees reveal how they use their positions to enhance their career success in their organizations, instead of seeking to achieve their organizations goals:

*“Having got to this level, the chances are that one will begin to aspire to get to the highest level of one’s career in this job. One’s aspiration to be promoted to the next and highest level or rank grows higher. The chances are there for you to advance further, if you have not reached the limit of your career. This level is like a spring board, people want to get promoted to the highest level ones you get to this level in your career”.*

To this manager, having got to the level of a manager, what matters most at this level is career success and rising to the height of her/his career is more important than achieving the goals of her/his organization. For this reason, all efforts are channeled towards anything that can possibly earn her/him more promotions in the job. The views of other respondents are not far from the response above. Responding to how managers' position enhances their career success, this manager believes that:

*“If I am able to effectively manage the service, it will definitely expose the service and I as a manager to those who appointed me and the Nigerian society in general. I will be able to speak to the world about myself as an individual. That will earn me a promotion, personal satisfaction and motivation”.*

Having reached this level, it opens the doors for this manager to get more involved in networking activities and intrigues within and outside the organization, in order to be or remain in the good books of her/his superiors and be seen by the superiors and people outside the organization as a good manager. At this level, the main priority is to do anything that will make her/him to be liked by the superiors and influential people outside the organization, so that they can influence her/his promotion ahead of others. As explained in chapter two, this kind of managerial behaviour reflects apparent effectiveness. According to these interviewees:

*“As soon as you get to this level, unless you are found wanting, in terms of integrity; at this level, you are guaranteed of career progression, your success and your career progress”.*

*“My position goes a long way to make me get to the top of my career. I am currently a chief administrative officer, by next year I will be an assistant director. I know I will get to the top of my career, in order to make my mark which I have been making though”.*

It is evident that the responses to this question corroborate each other. They imply that becoming a manager is a guarantee one needs to get to the top of her/his career. It is a standard requirement and guarantee for career success. That if you eventually become a manager, and not found wanting in terms of your integrity, your career success is assured, despite the level of your commitments and achievements towards the realization of the organizations goals. An interviewee said:

*“At the moment, I am a deputy chief... in charge of administration. But, I am a lawyer, a litigation officer. I do not see myself retiring on this particular position because I am not an administrator. I see myself going back as a litigation officer, from where I will rise as... That’s the ultimate for me, pursuing or enhancing my career from where I am now”*

None of the respondents mentioned the impact of their commitments and achievements towards realization of their organizations goals as a factor in their career success. Their responses points to the fact that once promoted to the

managerial level, Nigerian public sector managers begin to use their positions to network for career success than committing their energy, efforts and time to achieving their organizations' goals. This confirms the finding of Luthans et al. (1988) study that networking contributes more to career success than effectiveness.

In addition, it can be assumed from the last response above that the respondent is not satisfied with her/his current position and job. That explains why this manager wants to go back to her/his previous position that gives her/him job satisfaction and from where she/he intends to quickly get to the topmost position in her/his career. It is important also to note that employees' job satisfaction and the nature of their assignments were mentioned in the job related factors as the causes of managers' effectiveness or ineffectiveness. In this response below, one of the respondents explained in more detailed terms how managers' use their positions to network for career success and the factors that help them in the process:

*“Nigeria as a whole is a heterogeneous society. Abuja as a whole is a microcosm of the macro Nigerian society, in which so many things have influence over the management of the Nigerian society. The societal factors which include political, cultural, economic, social values, norms, etc., affect the possibilities of career success negatively. People sometimes come with letters from highly positioned people in the society and merit is not considered. Also, the issue of federal character system in Nigeria negatively affects management effectiveness in this organization because it prevents the best candidates from being employed; and you won't get the best in terms of effectiveness and efficiency. These external factors are hindrances to effectiveness in Nigeria because at times, you won't get the best in terms efficiency and effectiveness; in terms of even getting the right person because of so many issues, politically, geographically at times. Sometimes, when these highly placed people in the society come soliciting for one thing or the other, you have to wave so many things to appeal to them because Nigeria is a highly diverse society, and if you don't do that, you won't succeed. Unlike overseas where you come from, these things do not come into play. You go by the tenets of management and follow it, but here, it is not so and it is actually affecting effectiveness negatively”.*

This response provides an overall picture of how external influence and managers' networking and “godfatherism” dominate and control management activities in Nigerian public sector organizations regarding recruitment and

promotion. These have eroded effectiveness of public sector organizations in the country.

#### 4.2.2 Effects of external influence on managerial effectiveness

This section seeks to establish how interactions between public sector managers and people from outside their organizations contribute to make them ineffective. Responding to the question, nearly half of the respondents said their interactions with people from outside their organizations are positive because the contributions, advice, criticisms and commendations they get from the people during their interactions help them to gain more knowledge, evaluate their performances, make corrections where necessary and improve their effectiveness in their respective organizations. The following responses from some respondents among many others tell how much they gain from their interaction with people outside their organizations. Interestingly, they did not tell the negative effects of such interactions on them. According to these interviewees:

*“When you interact, it gives you the ability to renew your knowledge. Our interaction with the public is service oriented. It gives us the opportunity to learn because the customers have information that can move your job forward. As regulators, the interaction is useful because it helps us to know what is happening in the... market and how to improve our service to the customers”.*

*“We learn from people, and add to what we knew already. My interactions with the larger society add so much to my knowledge and it makes me effective”.*

From the above responses, the respondents share similar views regarding their interactions with people from outside their organizations. The impression from their response is that they do not experience negative influences from outside their organizations. However, it is surprising that despite the depth of institutional corruption in Nigeria, none of these managers mentioned that her/he has ever experienced negative influence during their interactions with people from outside their organizations while performing their duties. Other interviewees who believe that their interactions with people from outside their organizations affect them positively explained that:

*“When I interact with people, we share ideas and experiences which help in intelligence gathering, which may lead to good service delivery and planning. It gives room for criticism by outsiders, which in-turn makes*

*you to reassess your performance level. People use the opportunity to criticize or advice on how to improve service delivery to Nigerians and foreigners”.*

*“I keep meeting people within and outside my work environment and gain knowledge from these meetings, which is external to me”.*

Though most managers believed their interactions with people outside their organizations were positive, I feared that most of them were merely trying to give impression of themselves as “incorruptible” managers. My suspicion became evident in their response to some questions on how institutional corruption in the society is hindering their activities as managers in their organizations.

However, it is important to note that despite the fact that public sector managers’ interactions with people outside their organizations have some positive effects on their effectiveness, most respondents exaggerated the situation and painted a perfect picture of their interactions with people from outside their organizations. The responses above, among many others represents diluted information because not all their interactions with people from outside their organizations offer them opportunity to be criticized and advised, or help them with intelligence gathering to improve their knowledge and effectiveness. Some of these interactions also provide opportunities for people to negatively influence them to take to unethical behaviours in exchange for one thing or the other. In order to use their official positions one way or the other to help their friends or relatives through unethical means. Interestingly, most respondents ignored this side of their interactions with the people from outside their organizations.

On the other hand, few respondents said their interactions with people from outside their organizations negatively affect their effectiveness because people from outside their organizations exert a lot of pressures on them to behave unethically. Some of the respondents in this group could not hide their emotions during the interview, as their tone and facial expressions practically tell how angry and upset they were. The following responses reveal how much these managers are affected by negative influences from outside their organizations:

*“We know that Nigeria is a toxic society when you talk about corruption. When you talk about accountability, integrity and morality, people look at you like you come from the sky. People try to bribe you in the course of your job; they think it is business as usual. They think you should be corrupt and make more money, and they ask if you alone can sanitize this country. They don’t seem to take the message against corruption easily*

*with you. They want to corrupt you and have business as usual and this affects us negatively in delivering our mandate here”.*

In as much as this response captures the true Nigerian situation, the respondent is trying to exclude public sector managers from the institutional corruption in the country; and present them as “honest” people who live in the midst of corrupt members of the society. Another interviewee believes that:

*“It seriously affects our job here; for example, there are instances of so many demands from people outside, they make demands on us which affect our job. Especially, family members intervening on behalf of criminals under investigation, this affects our ability to be effective here”.*

This response pictures the depth of the pressure on public sector managers to get corrupted and how corruption has been institutionalized in the country. This makes it very difficult for anyone to avoid being corrupted. According to one of the interviewees:

*“Most times, people are coming to you with their personal problems and you spend much of your time solving other peoples’ problems and sometimes people come here for different purposes, some of which are administrative, like those who are rusticated coming here to pester you; and sometimes, parents even come here to know the status of their wards or their children. Also, people from outside come for their personal issues and all these things affect your ability to be more effective”.*

All these responses reveal how institutional corruption in the society put pressure on public sector managers to become corrupted in the course of their interactions with members of the public.

However, few of the respondents said it affects them both positively and negatively because they get to know their mistakes from the criticisms they get from people outside their organizations. According to them, they also get the pressures to act corruptly from the people at the same time. This situation affects them emotionally, and leaves them sometimes in a dilemma. According to one of them:

*“Sometimes, I learn from people that come here, and apply that to my job. Sometimes, some people that come here waste my time. Of course, a lot of people think you can solve their problems; even when I am not able to help, and that kind of emotionally affects me”.*



According to another interviewee:

*“Our interaction with people from outside this organization during our duties can affect our abilities to be effective positively or negatively depending on the circumstances. When the interaction is drawing attention to areas that require Government attention/intervention to enhance service delivery, it becomes positive”.*

It is interesting also to note that some respondents remained quiet and tactically avoided this question. From personal observation, they do not want to say anything that will give them away as corrupt managers; neither do they want to tell their experiences regarding this question. The above responses confirm the claim in chapter two that societal pressures on organizations in institutionally corrupt societies negatively affect the organizations' effectiveness.

#### 4.2.3 Political influence on public sector managers

The question here seeks to establish the connection between politics and public sector ineffectiveness in the country. Responding to the question, an overwhelming number (more than two-third) of respondents said they experience negative political interferences from politicians in the course of their jobs. The number of respondents who said they get negative political influences from politicians while performing their jobs, confirm the fact that most of the respondents to the earlier question who said their interactions with people from outside their organizations while performing their jobs are positive did not reveal the whole truth about their experiences with people from outside their organizations. The following responses, among many others reveal some critical comments by some respondents on the forceful and compressing nature of the negative political influences they get from politicians while performing their jobs:

*“Yes, we get plenty of them. Political office holders often talk about their constituencies and anything that does not favour them is not supported. For example, during budget defense, we have cases of them (parliamentarians) asking how many people you will give them, in terms of employment of those from their constituency. If you don't, they obstruct your presentation and distort the budget”.*

This response presents a picture of the “positive” side of corruption discussed in chapter two. From the statement above, it is clear that for managers of public sector organizations to get a smooth passage of their organizations' budgets by

the parliament; they must part with something in line with the demands that are made of them by the parliamentarians in exchange for the passage of their budgets. Ethically, this is an aberration; and it negatively affects effectiveness of public sector organizations in Nigeria, at least in the long run, if not immediately. But in such an institutionally corrupt Nigerian society, yielding to the parliamentarians' corrupt demands is the only "effective" action public sector managers can take to get their organizations budgets passed and keep the wheel of governance rotating. Other responses that explain how politicians negatively influence public sector managers in Nigeria include the following:

*"Of course yes. Nigeria is still a third world country, democracy is still very new and people are still learning it, the days of the military are still fresh in the society. The politicians having come in, they believe that they are all and all, that they are now the new masters like the military did in their days. Like the military, they want to come and dish out orders and tell you what you must do and demand that you must do it, whether such thing is in tandem with what the law says or not; so there is a lot of political influence... All these things are about politics and the politicians often come to you to pressure you to mobilize people in a manner that will give them (the politicians) the upper hand. So, they are always interfering".*

Also expressing a similar view on this question another interviewee said:

*"Certainly yes because our objective as career civil servants is somehow not in conformity with that of the politicians, so they want to bring this negative pressure on you to bend you to their own side, whereas you already have a model of action to take in the performance of your duties and a programme to maintain. So, this brings some conflict, but often times, because they are the chief executives, we submit to their pressures. They use their position to exert some pressure on us. But since you are informed about the operations of the civil service, both of you have opposing and divergent views. For example, when a boss who is a politician says that this or that thing should be done this way, and you knowing that it is not the right way, tells him no sir, it cannot be done that way. In such situation, you definitely know that the experience is going to be negative. Like in the civil service where we have the due process which is the order of the day in civil service, the politicians do not want the idea of due process and due process is definitely eroded with the interferences from the politicians. The due process which is an off-shoot of bureaucracy puts in place a procedure for checks and balances and the politicians do not want such".*

As explained in chapter two of this study, the response above explains the problems that arise where there is lack of goal congruence. One can see from the above response that while some managers of Nigerian public sector organizations align themselves to the goals, objectives and programmes of public sector organizations, the politicians who are the political heads have different goals and programmes. This leads to conflict of interests which negatively affect the actualization of the goals of public sector organizations in the country. Also, the above statement highlights the issue of orientation of new employees of public sector organizations as discussed in chapter two. Orientation is a way of aligning employees to the values, missions and goals of public sector organizations. Interestingly, the above response shows that the political heads of Nigerian public sector organizations never align themselves to the values, missions, objectives and goals of the public sector organizations they head on assumption of office as heads of various public sector organizations in the country. Confirming the presence of negative political influences and experiences from the political class, one of the managers expressed it thus:

*“Yes, we do because the way I might want things to be done, but because there are political interferences, the head of this organization may not want it that way and the administrative setting will go by what the head wants and he is the political head, he is not a seasoned administrator and we are supposed to be guiding him, but because of his interest, you would not want to lose your position because he can simply say change this man for me and that will be done. Even the...Service Commission is heavily influenced by the heads of the organizations under them. It is what the heads want that they do. If a head of an organization says please transfer this person for me from this service, they do it immediately, even though it is not supposed to be like that; because they are supervisory body to these organizations and they should have control over the organizations and the heads. But because of corruption, the heads rather control them. So because of this, you cannot work in the same way you are supposed to work”.*

Like previous responses, the immediate response above shows that political heads of Nigerian public sector organizations live above the rules governing public sector organizations in the country. Their actions and behaviours are not guided by the rules and ethics of the public sector organizations they are supposedly heading. They rather behave and act contrary to the established public service rules that guide the operations and activities of Nigerian public servants. Considering that respondents overwhelmingly agree that they experience negative political interferences in the course of their jobs, it is therefore evident that most Nigerian public sector managers’ go through this

same experience, while performing their jobs. As explained in chapter two, this shows how external environmental factors which include political interferences negatively affect effectiveness of public sector organizations in institutionally corrupt societies.

#### 4.2.4 Effects of inordinate competition for wealth and status on managerial effectiveness

The aim here is to see how the unnecessary competition for wealth and social status in the country is affecting official behaviours of public sector managers and consequently, making public sector organizations in the country ineffective. All the respondents agreed that the crazy competition for wealth and social status in the society is negatively affecting their behaviours and that the inordinate competition for wealth and social status is the result of diminished value system in the Nigerian society. This leads to a situation where those who corruptly enriched themselves are celebrated. In such situation, as a public sector manager, if you do not own big houses and big cars, if you are not seen to be rich, then you are completely regarded as a “worthless” fellow by the people. Especially when they know that with your position in the service you have access to public funds to afford such things and live a bogus life style.

The inordinate competition for wealth and status in the Nigerian society, the general attitude of the Nigerian public towards public sector managers, and the “great expectations” on public sector managers to steal public funds has enormously contributed to institutionalize corruption in the country’s public sector organizations and make them ineffective. For example, according to one interviewee:

*“Generally, it is expected that as societal values change, managers’ values and behaviour of leaders are bound to be affected. It goes down also with such changes in societal values. As managers in our organizations, our statuses are being demeaned by craze for wealth. Sometimes, you hear young officers telling you that you have worked in so and so ministries and agencies of government and they talked very good of you, yet they cannot give you an official car, you are still trekking on foot every day, despite your position as a very senior manager in these organizations. By such comments, my status is being diminished. So certainly, in a society where wealth and bogus status is accepted as a norm, heads of government agencies are bound to be negatively influenced and if they don’t dance to the tune, their status will be demeaned, for those young officers, all the talks about public service ethics and values are nowhere*

*because it does not go with what is acceptable as the norm now. That you have to own big house, own fleets of big cars and these are negative influences and you cannot say you are a saint in a society where 90% of the people are corrupt. You definitely become a misfit in such situation, so you cannot say you are a saint... But today, you see a director of many years, walking and finding it difficult to live a normal life, so you will do everything possible to exist, not minding”.*

This situation puts pressure on public servants, especially those at the managerial level. The society accords a lot of respect, honor and privileges to them because they have unfettered access to public funds and resources. Based on their positions, most members of the society especially relatives, friends and colleagues make unlimited financial and material demands from them. Consequently, the respect, honor and privileges members of the society give them do not go without the pressure to steal public funds in order to reciprocate such honor, respect and privileges. As a result of this, some public sector managers are influenced to behave in ways that compromise public service rules, ethical standards and effectiveness. An interviewee commented thus:

*“The competition affects us. Every officer wants to be rich also. We therefore advise government to improve our welfare. We also want self-actualization like every other person. Every human being, including our officers wants money and status. This means there is need for the improvement of our welfare. However, even though they are faced with these challenges, it has to do with individual character. However, no one is immune to corruption”.*

Statements like this make it clear that institutional corruption has become a normal way of life in the country, which public sector managers being normal human beings like other people cannot avoid. It has become to public sector managers a situation of “if you cannot beat them, you join them”. Another statement from one of the respondents tells the fact that Nigerians are no longer new to institutional corruption and that it has become a normal way of running both government and individual businesses in the country. Lending support to this claim, the interviewee below noted that:

*“Certainly, the meager resources that belong to all of us, I mean the national wealth is being shared to all and sundry and we all struggle for it whether within the service or from outside the service. So, as a manager, whether we like it or not, we fight for the wealth, so that we can effectively run the service; and it affects our behaviours as managers. It could affect*

*either positively or negatively, of course you should know that (referring to the interviewer), are you not a Nigerian?"*

It could be assumed from the above comment that the decay in moral and social value system in the society has created an institutionally corrupt environment that pushes public sector managers to take to corrupt behaviours that negatively affects effectiveness of public sector organizations in Nigeria. This simply agrees with the explanation in chapter two that organizations are products of their larger societies, and as a result, the environment of every organization directly or indirectly affects or influences what happens in such organization.

#### 4.2.5 How institutional corruption affect effectiveness of public sector organizations

The question in this section seeks to discover how institutional corruption is making management of public sector organizations in Nigeria ineffective. Respondents through the question revealed several ways through which institutional corruption affects effectiveness of their various organizations. Some respondents said institutional corruption is making their activities difficult through loss of public trust, faith, confidence and cooperation to their organizations and it also makes free flow of information difficult. According to some of these interviewees:

*"Because everybody now seem to view government programmes and activities to be for the interest of those in government; no matter the policies and programmes you roll out, and want to mobilize people for such programmes, people look at such to be for the interest of those in government. The society is totally suspicious of whatever thing the government does; people rather see us as coming to justify whatever thing the government is doing, even though such is in their own interest, they will rather demand money from you to attend."*

Sharing the same view, another interviewee said;

*"There is lack of trust, and this makes it difficult. Where there is lack of trust, people like to cut corners".*

Like the interviewees above, the respondents below were of the same view that institutional corruption in Nigeria has weakened public trust and confidence in Nigerian public sector organizations and their managers:

*“The first perception of our organization as corrupt weakens public confidence”.*

With this negative perception of public sector organizations by the public, the people will not be disposed to believe in public sector organizations. This will likely make it difficult for the people to cooperate with them for successful implementation of government programmes and policies. The loss of trust, faith and confidence in public sector organizations by the public, and lack of public cooperation to public sector organizations negatively affects effectiveness of public sector organizations. Several interviewees emphasized the fact that institutional corruption is making activities of public sector managers difficult in their organizations, and also make quality of public service delivery very poor. It causes diversion of funds and management resources into private pockets, reduces effective management and exposes public officials to corruption. One respondent commented that:

*“You know there are things that one is supposed to do here, as a government organization; but because of corruption, you may hear of big allocation, but before it gets here, it might no longer be able to take care of recurrent expenditures, not to talk of capital expenditures and what you heard is no longer what you get and you can’t see it. This means that the funds are tampered with somewhere along the line. This affects the necessary things this organization is supposed to do”.*

This response exposes the dimension of institutional corruption in Nigerian public sector organizations. It also exposes the depth of falsehood and deception in Nigeria by political heads of public sector organizations in collaboration with some public sector managers. The response reveals how monthly budgetary allocations to public sector organizations are tampered with and diverted by public sector officials before it gets to the public agency it had been allocated to. The Nigerian public will be told that certain amount of money is remitted to certain government organizations or agencies every month. Unfortunately, before the money gets to the agency it was allocated to, it has been tampered with and the agencies will no longer receive what was officially announced to have been allocated to them. This situation is common in Nigerian local governments’. Usually, most state governments in Nigeria steal huge chunk of local governments’ monthly allocations before it finally gets to the local governments. Certainly, there is no way any organization can function effectively in such situation.



One of the interviewees to this question captured the contrasting impact of working in an institutionally corrupt society and working in a corrupt free society through this response:

*“You know we are an offshoot of the society and if the society is corrupt, we cannot dissociate ourselves from it because our organization is part of the larger society. But remember that employees’ of this same organization excel among the best in foreign missions, whatever is happening there, it is not the Nigerian thing. Maybe because they are paid allowances and everybody wants to defend her/his own integrity”.*

This comment captures how organizations’ environment affects the values and behaviours of people and organizations operating in such society. In the sense of this statement, these set of employees’ are corrupt and ineffective because they and their organizations’ are part and parcel of the institutionally corrupt Nigerian society. However, they excel in foreign missions because they function in corrupt-free societies different from the institutionally corrupt Nigerian society. This explains why the respondent put emphasis on “the employees’ of this same organization excel among the best in foreign missions”. Another interesting response to this question from one of the respondents again highlights the “positive” effects of institutional corruption to her/his organization. According to one interviewee:

*“In my experience, I may not be the best person because I have not had much interaction with the public, except if I had to file a case in court and they request that I should give bribe to the court bailiff. Or maybe, your lawyer will say if you want to get a court order quickly, they say you have to “build-in” certain amount of money to settle, or if you want the police to go and seal a certain property, they will request certain amount of money to get the police to go and do that, or if the police is to deliver a court order, they request some money as settlement to get it done. But now, we have a police unit here that does these things, so we don’t need to settle or mobilize anybody again”.*

This response again draws attention to the earlier discussed “positive” effects of institutional corruption to public sector effectiveness. As discussed in chapter two, bribe money helps to lubricate the machineries of government bureaucracy to function effectively in institutionally corrupt societies. From the above response, if this public sector manager fails to give bribe to “settle” the right people and bodies involved in making her/his organization function effectively,

they will obviously make things difficult or impossible for the smooth and effective functioning of the organization.

#### 4.2.6 How values affect effectiveness of public sector organizations

In this part of the analysis, the aim of the question was to find out the kind of values public managers bring into public sector organizations in an institutionally corrupt society and how it is affecting effectiveness of public sector organizations in such society. According to the respondents, corrupt values from the society is a huge source of negative influence on public sector managers, which eventually affects their behaviours negatively and cause them to act unethically and unprofessionally.

Nearly all the respondents said the effect of corrupt values from the society manifests in certain unethical and unprofessional behaviours of public sector managers like stealing public funds and resources, demanding and receiving bribes, not keeping to the rules and policies of their organizations especially during recruitments; lack of commitment to their jobs, bending organization's policies and rules, blackmailing others, witch-hunting perceived enemies, discriminatory behaviours, corruption, loss of integrity and transparency. It also corrupts managers' decision-making process and makes management of public sector organizations difficult. All these lead to public sector ineffectiveness. The following responses from some of the interviewees tell how bad the situation is:

*“Honestly, those corrupt values impinge on effective discharge of my duties. Sometimes, you want to do things the right way, but because the people out there are so used to business as usual, you discover that you can't make them change, they can't see reason with you, you will become an island onto yourself because you are speaking from this angle and they are speaking from the other angle. This makes it difficult to really communicate; it is a kind of problem”.*

Expressing similar view, another interviewee said that:

*“We face a very sensitive situation in a corrupt country like ours, where pressures bear on the bureaucracy to do wrong things, and many at times do wrong things they are not supposed to do out of fear, so if you don't do it, connivance is there, and you can't get out of it. So you have to be very tactful to get out of such situations”.*

This statement shows that in some situations where there is little hope that being tactful will be enough to save public sector managers from doing the wrong things they are pressurized to do, they will either leave the service or be made to face the music. Incidentally, these two options are what no Nigerian public sector manager would ever want. This means that they yield to the pressure to do the wrong things to avoid the wrath of the “high and mighty ones” behind the pressure from within or outside their organizations. However, these statements are not proof that the respondents are not corrupt themselves. Knowing that corruption is something no one wants to associate her/himself with, I observed that these managers are to some extent trying to shift the blame to other people. Incidentally, none of them has resigned because of the pressures to do something that is against her/his ethical standard.

Other interesting responses reveal how corrupt values from the larger Nigerian society infiltrate Nigerian public sector organizations and affect the behaviours and activities of Nigerian public sector managers, which subsequently affect their effectiveness. According to these interviewees:

*“To a large extent, any organization is definitely a reflection of the society where it operates. It is also disturbing that some other people, both managers and the managed, resolve to flow along with the adverse values obtainable in the society, hence it becomes a herculean task where one attempts to go by the rules and standards always. One is perceived to be a ‘too know’ who wants to work like it is his father’s business. In some cases, a straightforward manager is treated like a pariah. One who is stupid and does not know what time it is. However, it is usually a delight for a Manager to operate under a higher management which is incorrupt”.*

This response to a greater extent reveals how and why it is very difficult for public sector managers in an institutional corrupt country like Nigeria to live above corruption. This kind of situation negatively affects effectiveness of management of public sector organizations in institutionally corrupt societies. According to another interviewee:

*“The kinds of comments people from outside make are inducing and they demoralize officers from here. Importantly, the kind of things they say when you refuse to become corrupted and steal public funds, or involve in one form of corruption or the other. Also, the kind of opulent life style people outside live affects managers here, especially when they are not able to live such life style because they have refused to steal”.*

This response is similar to the response before it. These responses tell a lot about how corrupt values from the society influence the behaviours of public sector managers, which in turn affect their actions and effectiveness. According to one of the interviewees:

*“You have kits and keens in the society which include all the places and people you belong to. In some cases, unknowingly, you might imbibe their thinking and they can influence you to get things done in the way they want. Sometimes, the pressures from the society, the pressures from your group, the pressures from your kit and keens and their influences at times may make you to bolt or bend some policies in order to satisfy some interests. So, even though you try to manage the situations to make sure that you are fair enough, there are some pressures actually. There are really pressures and influences, but you don’t allow these influences to completely overwhelm the objective of the organization”.*

This statement reveals that it is really difficult for Nigerian public sector managers to resist the pressures from friends, relatives, peers, and other members of the Nigerian public. Naturally as human beings, in this kind of situation their resistance cannot last for too long, if at all they do. Hence, they end up doing what they are being pressurized to do, in order to earn the admiration of the people. This explains how corrupt values are brought into Nigerian public sector organizations and how it affects official behaviours and activities of Nigerian public sector managers. This subsequently affects effectiveness of public sector organizations in the country negatively.

However, very few respondents said corrupt values have no effect on the managers in their organizations. But nearly all the responses to this question show that ineffectiveness of public sector organizations in Nigeria is the product of institutional corruption in the society. This has negatively affected the value system and the morals of the people. These negative values are subsequently imported into public sector organizations by public sector managers who are also members of the larger institutionally corrupt society. Public sector managers are affected by corrupt values in their societies. Beside their private activities, networking as an official activity also exposes them to more contacts and interactions with people in the larger societies. This provides them the opportunity to use their official positions to network for their personal gains.

#### 4.2.7 Other external causes of ineffectiveness of public sector organizations

This section of the present analysis seeks to find out other prevalent external causes of ineffectiveness of public sector organizations in the country. It is important because of the need to identify all the possible external constraints that contribute to ineffectiveness of public sector organizations in Nigeria. This is because identifying them is a step towards making public sector organizations in the country effective. More than half of the respondents said political interferences, public perceptions and lack of cooperation by the public, culture, tradition, ethnicity, religious and sectional interests, and financial inducements from people outside, pressures and influences from family members are negatively affecting their effectiveness. According to one of the interviewees:

*“You have to consider things like customs and tradition, sectional and ethnic interests, religion, etc. Nigeria is a big country with so many ethnic groups; the developmental and educational levels are not the same all over. At times, you design good programmes that will benefit the people; you notice that the northerners will not want it because it will impinge on the custom and tradition of the Muslim areas from the north. Like the almajiris (all these little children that are left to stray in the streets), you bring up a programme to take them to school to educate these children and make them to be responsible... You notice that the tradition of some Muslim areas somehow do not support such idea, so you have to drop the idea... So, all these things are part of the external constraints that affect our effectiveness”.*

This response exposes the effects of the resistance to Western education in the Northern parts of Nigeria by the Northern religious and traditional elites, which was mentioned earlier in chapter three. They resisted the introduction of Western education by the British colonialists. Through the resistance, they denied people from the Northern part of Nigeria access to western education. This is responsible for the high illiteracy rate in Northern Nigeria, which provided a fertile ground for the rise of “Boko Hara” an extremist religious group which meaning is “Western education is sin” in Northern Nigeria. The present response corroborates the fact that this selfish action between the British colonialists and the Northern elites is still affecting Nigerian public sector effectiveness negatively.

Very few respondents said that lack of political will by the government to enforce anti-corruption laws, negative government policies and frequent policy changes, insecurity, ignorance of government policies, uneven distribution of wealth and

unemployment are negatively affecting the effectiveness of their various organizations. Also, less than half of the respondents said factors affecting their effectiveness are internal factors within their organizations; such as lack of funds, infrastructures, logistics and lack of materials to work with. According to some of these interviewees:

*“It is about the way corruption is celebrated in this country. People who corruptly enriched themselves are celebrated as achievers; and the lack of political will by the government to punish corrupt people affects managers here. This situation of lack of political will to enforce anticorruption laws clips our wings from functioning effectively”.*

The interviewee like other interviewees below decries the effect of corruption on the effectiveness of public sector organizations in the country:

*“Besides political interference, the other wide spectrums of factors that do negatively affect our organizational effectiveness come under corruption which could mean from bribery to employing corporate assets for personal gains”.*

This group of respondents lamented how corruption and political interferences have negatively affected their effectiveness. Another interviewee in the responses below narrated how it affects public sector organizations when managers of public sector organizations try to resist the political interferences:

*“The political climate by politicians does not help matters here for example, the University Matriculation Examination (UME) is written before the aptitude tests are conducted by universities. But before the aptitude tests, politicians are already scrambling for admission and employment for their wards. Another thing is the scramble for positions in the university for their people by the politicians; and you know the politicians are our sponsors, so they can decide to under-fund the university”.*

From the response above, one can notice that if managers in some public sector organizations fail to dance to the tune of the politicians, this will negatively affect funding of such organizations since the politician are the ones that allocate financial resource to public sector organizations. These responses show that there are too many constraints from the Nigeria society that negatively affect the effectiveness of public sector organizations in the country. Since more than half of the interviewees mentioned factors that are connected to politics and

politicians, it shows that political factors are more pronounced among other external factors that causes public sector ineffectiveness in Nigeria.

#### 4.3 Internal constraints on effectiveness of public sector organizations

The themes in this part of the interview analysis are based on how internal factors within Nigerian public sector organizations makes public sector organizations ineffective. The interview questions in this section were drawn from the sub-themes below.

##### 4.3.1 Internal constraints on effectiveness

The aim of this section was to discover organizational factors within the internal boundaries of public sector organizations in Nigeria that contribute to the ineffectiveness of public sector organizations in the country. Prominent among the factors mentioned by respondents are lack of funds, materials, infrastructure and resources; poor work ethics, lack of motivation, poor salaries, government policies, internal politicking among managers, interferences and high-handedness by superiors, lack of training programmes and poor goal setting. This wide range of internal constraints to effectiveness of public sector organizations in Nigeria shows that like the external constraints, the internal constraints on Nigerian public sector organizations reduces motivation and makes the job of public sector employees uninspiring.

Nearly half of the interviewees mentioned lack of motivation and lack of trainings as part of the factors that weaken their organizations' effectiveness; while sizeable number of respondents said that lack of funds, infrastructure, materials and management resources are the internal constraints on their organizations' effectiveness. Others included negative values, poor work ethics, poor leadership, poor orientations and laziness, interferences, poor goal setting. Also internal politics within their organizations and high-handedness by superiors among others factors weaken their organizations' effectiveness. According to some interviewees:

*“High handedness from the powers above in the sense that they are not flexible, or they want you to do something that you would not really want to do. Just because they are your boss, sometimes, they would want you to do things your conscience will not really want you to do, and if I don't act according to your directive, I may be seen to be working in*



*insubordination. I want to have my voice; I do not want to be in a position where I cannot express myself”.*

This response confirms one of the responses in 4.2.6 above, where employees are pressurized or forced by their superiors to take to unethical behaviours against their wish. This is also part of the problems of managers’ poor communication skill, and not paying attention to employees’ subtle communication resistance. Also, in table 5, intimidating and bullying employees is clearly stated as factors contributing to ineffectiveness and this response confirms that such happens in Nigerian public sector organizations.

Another interviewee explained that:

*“Lack of motivation and incentives, inconsistencies in government policies affects workers morale, poor working environments, nonpayment of retirement benefits and gratuities and pensions over 5 to 6 years after retirement and this is somebody who has planned how he is going to live his life after retirement. In some cases, some retirees don’t even get their gratuities and pensions after retirement before they die. They just go home frustrated after years of service and you that saw him while in service will start developing another attitude towards that same service. So, if everything is in place both during and after service, one can stick out his/her neck for the service”*

The above response pictured almost all the ineffectiveness factors discussed in chapter two. With poor motivation, poor work environment, nonpayment of salaries, pensions, gratuities and retirement benefits, it will be very difficult if not impossible to inspire or motivate employees’ and make them commit their best to the organization. It is an indirect way of crippling any organization and making it inactive. This no doubt is one of the reasons why public sector organizations in Nigeria remain ineffective. According to another interviewee:

*“Lack of funds and management resources, lack of training, lack of knowledge about the job, lack of vision, poor ethical values, lack of motivation, objectivity, poor goal setting, lack of astute cost management, absence of flexibility, high-handedness, absence of performance management (managers and subordinates), lack of strong character, poor leadership, etc. are negatively affecting our effectiveness here”.*

This response also embraced nearly all the ineffectiveness factors discussed in chapter two. These responses confirm that almost all the factors contributing to public sector ineffectiveness in table 5 are present in Nigerian public sector

organizations. They also show that the causes of public sector ineffectiveness in Nigeria are among the environmental factors mentioned by DuBrin (2008) as factors contributing to ineffective performance. They also include the factors mentioned in the Networking functions of managers according to Luthans et al. (1988) studies in chapter two. The responses show that there are lots of internal organizational constraints that contribute to ineffectiveness of public sector organizations Nigeria.

#### 4.3.2 How public sector managers encounter corruption

In this section of the interview analysis, the aim is to find out what Nigerian public sector managers consider as corruption and how they experience them in their various organizations. According to the respondents, the most common ways through which they encounter corruption in their organizations include: inducements and offers of bribes, disregard for ethical codes, rules and regulations, indiscipline, discrimination, favouritism, stealing public funds and resources, over invoicing, political influences, plagiarism and falsification, bullying and intimidation.

To emphasize how deep bribery, political interferences and stealing of public funds and properties are in public sector organizations in the country, more than half of the respondents said these are the ways they encounter corruption in their organizations. The following are some of the responses from some of the interviewees:

*“An example is that I was here, and somebody failed 2 to 3 courses and came to my table here, and said please Sir, I will give you one hundred thousand naira for you to make up these courses for me, so that I can graduate. But I told him that he does not have a grip of the courses, it is not about graduating, but you knowing what you are here for. Others however will accept the money and pass him, even though he scored less than 40%. For instance, in exams and records, they take money from students and change their scores; most of them there in the exams and records are going with big cars, how did they get the money for those cars? Also, we experience plagiarism here, and some lecturers force students to either buy their books, or fail their courses, even when such books are plagiarized books. Even some old professors engage in this kind of acts, even when they are old enough to be grandfathers to these students”.*

The example given by this respondent is one of the reasons for the poor quality of Nigerian education today. Compromising ethical standards, through bribery and other kinds of unethical behaviours lower the quality of education, and discourage students from committing their best and work hard to succeed. It finally reduces the standard and quality of Nigerian education. Unfortunately, these students are the people who are going to be employed in Nigerian public sector organizations after graduation. If such quality of graduates eventually finds themselves in public organizations in future, it means that the future of public sector organizations in Nigeria is not looking good. The interviewee below said that:

*“It comes in several ways, like staff stealing from the till (public coffers), bribery, accumulation of corporate resources without authorization, spending work time on personal needs, over-invoicing, etc.”*

Certainly, stealing and illegal acquisition of public funds, resources and properties deny public sector organizations the materials, financial and other resources that would have been used for effective service delivery to the people of Nigeria. If monies budgeted for public sector organizations are diverted into private accounts, little or nothing will be left for these organizations to fulfill their necessary obligations to the Nigerian people. Thus, they will become redundant and ineffective. Also responding to the question, this interviewee said:

*“Through lateness to work, leaving office before closing time, none performance of one’s official duties and responsibilities, external members of the public trying to induce us to take decisions in their favour. These are some of the ways we encounter corruption in this organization.”*

The above response highlights other side of corrupt behaviours of managers and employees of public sector organizations in Nigeria. The responses shows that corruption in Nigeria has a wider spread and many Nigerian public sector organizations experience corruption in much diverse ways. As discussed in chapter two, the issues in the response above are under human resource management and they negatively affect the effectiveness of Nigerian public sector organizations.

#### 4.3.3 Effects of institutional corruption on recruitment, promotion and rewarding

The interest here is to find out if the principles of merit, performance measurement/evaluation are applied in public sector organizations during employments, promotions and rewards. Almost all the respondents said institutional corruption is negatively affecting promotion, reward and recruitment of qualified persons in their organizations; especially during recruitment. According to some of the respondents, people who do not have “influential” people to speak on their behalf do not have likely chance of employment or promotion in Nigerian public sector organizations. According to some interviewees:

*“Recruitment here is affected by “godfatherism”, a situation whereby people from within and powerful positions (from senate, National Assembly, presidency, etc.) bring lists of their people to be employed here. This breeds mediocrity and recruitment of unqualified people into the service, and this absolutely affects our effectiveness. The worst is that the future of this place is at stake because of the quality of people recruited through these higher connections”.*

In a similar response, one interviewee said that:

*“In some cases, the influence come from people in the highest quarters (senators, ministers, etc.) come in with request to employ their wards and relations. In most cases, the pressure is too much that you succumb to employ their people without proper interviews and due process... The effect is that such person or persons recruited or even promoted to positions which he/she has not really merited may not perform adequately, and if you want to discipline and punish such person(s), you are stock because the powers that be that got him/her in there will clamp down on you without minding. This has a negative effect on effectiveness because a mediocre is made to head a place where he/she is not qualified to be”.*

Corroborating the above statement, another interviewee said that:

*“It only affects in the area of recruitment because there are some external pressure on the organization to recruit certain individuals whom we know do not fit into the operations of this organization. For instance, this organization as a social outfit that deals with behavioural change, one expects that we should employ graduates from psychology, history,*

*sociology, political science and all behavioural sciences. But a situation you go and employ somebody from applied sciences, biological sciences, you wonder what they are coming here to do. But because there is institutional corruption in the society; this has now led to client-patron relationship whereby whoever helped the man at the top to get the job, he has to pay back by employing his/her wards; irrespective of whether they are supposed to be there or not”.*

The three responses above from respondents in different public sector organizations in Nigeria reveal the fact that with the depth of institutional corruption in Nigeria, it is very difficult, if not impossible for Nigerian public sector organizations to function smoothly outside corruption. Normal procedures and rules according to the respondents are compromised during recruitments and promotions. These are influenced by external pressures from “highly placed” people in the society. As a result, merit, quality, competence, performance measurement and evaluation are generally undermined. This breeds mediocrity and ineffectiveness in various public sector organizations in the country.

This situation does not only affect issues involving recruitment, it also affects promotion in Nigerian public sector organizations. According to these interviewees:

*“Promotion they say is by merit and merit may have its own effects and peculiar way of definition... If somebody is promoted when he/she is not due for it, maybe because there is another job he is doing or because the boss likes him, that one is tagged under special promotion. The head here is about retiring, and has to consider some people, and he decided to compensate some of them with promotion, all those ones are preference and it is done anywhere. Even if it is not by promotion, he will give that person a special parting gift with which he will remember him, since he is leaving, there is no other way he can help him again, as far as the job is concerned”.*

All the responses to this question and the response below reveal how institutional corruption in Nigeria has altered the rules for recruitment and promotion in Nigerian public sector organizations. This explains why Nigerian public sector organizations are where they are today in terms of ineffectiveness, and much reason to fear for the future of public sector organizations in the country. According to one interviewee:

*“Public institutions in this clime are subjected to external pressures in the area of recruitment and promotions where merit at times is not the major*

*consideration. The attempt to reflect national character in recruitment and promotion is a major source of tension among employees”.*

These responses tell a lot about the reason why Nigerian public sector managers and their employees are involved more in networking activities than other activities that contribute to effectiveness according to Luthans et al. (1988) study. Networking in this sense should be a very important activity to everyone because of course, nobody will feel happy, motivated and satisfied when non-hardworking and nonproductive members of an organization are promoted and rewarded because they are able to connect themselves to the “powers” that be in the organization and the society; while the real effective, productive and hardworking people are left out just because they have no one to speak for them, as their achievements can no longer speak for them during promotions.

One interviewee captured it all in this very interesting response:

*“You should know now, are you not a Nigerian? When there is a perceived institutional corruption, how can you recruit or promote? You should know that yourself, as a Nigerian. You won’t be able to achieve anything when there is organized institutional corruption. You are a Nigerian, you should know this”.*

This respondent did not want to go into the details of how these things work. He believes that every Nigerian should know this; and in his view, it is difficult if not impossible to find a Nigerian who does not know all these things and how they operate in the country. Naturally, this is usually the case when corruption has been institutionalized in a society. It will require time and gradual process to make a smooth transition from the “chaos” everyone has been used to, in order to move to a normal ethical procedural way of doing things. With this current state of institutional corruption in Nigeria as revealed by these responses, assuming things are made to work normally overnight, activities might come to a standstill in public sector organizations in the country. This is because public sector managers and citizens who are already used to the previous corrupt ways of doing things in public sector organizations will find it difficult to immediately switch over to the normal ethical ways of doing things. Such situation might temporarily bring governance in Nigeria to a standstill.

#### 4.3.4 The reality of institutional corruption

This section aims to find out the depth of institutional corruption in public sector organizations in Nigeria. The respondents confirmed the presence of systemic

corruption in their various organizations. They also confirmed that institutional corruption has truly eaten deep into the structures of public sector organizations in the country. The confirmation of the presence of institutional corruption in their various organizations by all the respondents to this question has exposed the efforts of some respondents in previous questions (4.2.5, 4.3.2, and 4.3.3) to paint a good image of themselves and their organizations as corrupt free public sector organizations in an institutionally corrupt Nigerian society. One of the respondents said that corruption is something one cannot do away with in a social environment, and it is taken as a social paradigm which cannot be done away with. He said that the church is even affected by institutional corruption in the country. According to one of the interviewees:

*“We know that corruption exists, it has been institutionalized all over in our system, even in the churches and we know that”.*

Another interviewee to this question while corroborating the above view of the state of Nigerian corruption also suggested a possible solution. He said that:

*“This is what I call systemic corruption, especially here in this organization, for example in the accounts department, they have perfected a way of committing corrupt practices; so what you need to do is to be very careful. In this country, corruption is systemic, it is in every organization, and people should be able to tell how, and the form of corruption that is going on in their organizations, and how they handled it, so that others will know and learn how to stop such in their various organizations”.*

The general acknowledgement and acceptance of the existence of institutional corruption in Nigerian public sector organizations by the respondents is a confirmation that corruption has become a way of life in Nigeria. In chapter one where institutional corruption is explicated in this study, it explained that corruption becomes institutionalized when it has been generally acknowledged and accepted as a way of life. This acknowledgement and acceptance by respondents confirms the reality of institutional corruption in Nigerian public sector organizations.

Corruption has been so much institutionalized in public sector organizations in Nigeria to such an extent that a phrase “wait for your turn” has been popularized to advise those whose turn to occupy positions that give them access to public funds and resources has not yet come to be patient and wait for their turn. This means that they should not fight those already “enjoying” the “proceeds” of the



positions they hold in public sector organizations. They should wait for their time when they will be in such positions and they will start to “enjoy” the same. According to one interviewee:

*“...But when you now come into the public service with the belief that you should not be corrupt, you resist those corrupt tendencies, you should be fair and allow justice and equity to reign; and you see your boss telling you to “wait for your turn” and telling you don’t fight the institution... and he tells you not to bother that one day you will rise to their position and also take your own. This has really affected the mindset of many people Institutional corruption is there and you can’t fight it, you are rather asked to queue in the line for your own turn and if you try to fight it to conclusion, you will be edged out.... At times, when you want to go and mobilize the people for programmes that will benefit them, but because everybody is corrupt and suspicious of anything the government does, they ask you to give them money before they come out to listen to you;.... That is the extent corruption has been institutionalized in the country....”*

These responses show the extent of the damage institutional corruption has done to public sector organizations and institutions in the country. This kind of situation where public sector employees are told by their superiors to queue in line and wait for their turn to steal public funds represents a well-organized, institutionally structured process of social disorientation and unethical behaviours being passed on from one generation of public sector employees to the other. This forms part of the orientation Nigerian public sector employees get from their superiors at employment. It also informs the reason why public sector managers and employees commit much time and effort to network for career success, than the actualization of goals of their various organizations. Unfortunately, this is gradually grinding the effectiveness of public sector organizations in Nigeria to a halt.

#### 4.3.5 Public managers views on reducing the pressure of institutional corruption

In this section of the analysis, the intention is to get interviewees suggestions on what could be done to reduce corruption and improve effectiveness in the various public sector organizations in the country. Respondents gave their individual suggestions on what they can do to improve effectiveness in their various organizations. The following are the most common suggestions offered by the respondents: public education and reorientation, strict enforcement of anti-corruption laws, competitive salaries and compensation and timely payment of

employees' salaries, strongly resisting pressures to act corruptly, strict compliance to ethical codes, organizations' rules and regulations, proper funding and provision of logistics and infrastructures; and giving timely written advices to superior officer(s) on suspicious corrupt activities before any incidence of corruption occurs.

These suggestions are based on the expertise and experiences of respondents in their various organizations. Here are suggestions on what could be done to reduce corruption in Nigerian public sector organizations by some interviewees:

*“We are involved in massive education, we do that using our three points programmes: (1) Educating those unknowingly involving in corruption, (2) Prevention – to prevent them from involving into it, (3) Enforcement – to enforce the rules against corruption”.*

According to another interviewee:

*“Being committed to your job and being focused, projecting the vision, mission, goals, and values of your organization and make outsiders know that you are strongly leaning on the ethics of the job and rejecting all forms of inducements from people”.*

This question attracted a lot of interesting suggestions, most of which were mentioned in chapter two as effectiveness factors. According to another interviewee, the following will help to reduce the pressure of institutional corruption on her/his organization:

*“The pressure of institutional corruption can be nipped through ensuring a competitive compensation and welfare package for staff, ensuring fairness and objectivity within the system, re-orientating the staff and instituting a strict reward and punishment system”.*

Interestingly, some of these suggestions raised by interviewees are factors highlighted in the effectiveness factors in chapter two. Employee orientation or education was discussed in chapter two as an integral factor of effectiveness because through orientation or education, employees' are made to assimilate organizational visions, missions, goals and values. This equips them to operate in line with ethical procedures of their various organizations. Prevention among others, can take the form of disciplining which is part of human resource management activities. It encourages the enforcement of organizational ethical

codes of conduct, which helps employees to avoid unethical behaviours which include corruption. Also, good welfare system, competitive salary or reward system, instead of seniority based reward system mentioned in the responses above were discussed in chapter as ways through which effective management of public sector organizations can be enhanced in Nigerian.

One interviewee made an interesting suggestion that is capable of making a sweeping impact in the larger Nigerian society. Though this suggestion is interesting, as mentioned earlier, any transition from the chaos of institutional corruption to a normal ethical procedural ways of doing things requires time and cannot come overnight. According to the interviewee:

*“...When government decides to pay workers adequate wages, when the economy is reworked in a manner that people do not so much fight to get food on their table, people do not fight so much to get shelter, people do not fight so much to have access to clothing, people do not fight so much to get employment, when there is something which you must fall on to if you are not working, when the social security systems are working, it will drastically reduce the pressure on those who are working to meet the needs of their immediate families, dependent relatives and others. Until these things are done holistically....”*

This response is interesting because going by the way things are currently going in Nigeria, if the above suggestion is achieved, there is high possibility that corruption will be minimally reduced in public sector organizations in the country. For instance, presently, most states in Nigeria owe employees between two to eight months arrears of salaries, notwithstanding that salaries of middle and lower level employees of public sector organizations in Nigeria are too little in the face of rising inflation in the country (Soriwei 2015). With this situation, it looks difficult or impossible for such employees to resist bribery or even ignore any opportunity of inducing people to offer them bribes. These to a greater extent affect effectiveness of public sector organizations in the country in a negative way.

#### 4.3.6 What managers do to avoid corruption and become effective

The aim here is to find out what Nigerian public sector managers do to stay away from corruption and make their organizations effective. About half of the interviewees said they dismiss the pressures to become corrupted and also avoid corruption and its consequences, which causes ineffectiveness and attract punishments like demotion, dismissal, imprisonment, etc. Also, some of them

mentioned that being firm and consistent in resisting and refusing corruptive offers, entreaties and tendencies help them to stay away from corruption. The following responses from some of the interviewees state thus:

*“I tell them out-rightly no. I am not shy to say no. When anybody comes with some form of corrupt practice even though they might not come directly, I say no to that and I cut them short”.*

Like most other questions, this question attracted similar responses from respondents, which include being firm in resisting the corruptive tendencies when they come. Other interviewees also hold similar view with the respondent above. In one interviewee’s opinion:

*“You need to be very firm in making the public know that people in this position are not supposed to receive gifts; and if any is offered, it has to be made public, in order to avoid being scandalized”.*

Expressing the same view with the other interviewees, another interviewee said:

*“You try to be yourself, be alright with what you have, for example, a boy came to my house with his car and was bragging to me, telling me that he is a business man, and gave me some money to score him an “A”. But, I called him outside and asked him what was wrong with his head; he said I should take this and give him an “A” and I told him to get out of my house. I balance it by being myself, being alright with what I have and making sure nobody reduces me to the level of a beggar, and by doing so, they see that I am strong in taking my stand and being myself. I try not to live above my means; I live within the confines of my means”.*

According to these interviewees, being firm and resolute in refusing corruptive tendencies, for example refusing to be bribed helps them to stay away from corruption. The example given by the last respondent above practically shows how well this will work, if many others behave the same way in similar situations.

However, it is interesting to note that their silence on how to avoid other unethical behaviours in their organizations that amounts to corruption means that the only thing these managers identify as corruption is bribery. In this sense therefore, other unethical behaviours that cause ineffectiveness do not represent acts of corruption to them, since bribery is the only act of corruption known to them. Another factor that put the credibility of the above responses to question is the poor salary of the middle and junior level employees of Nigerian public sector

organizations and the delay and/or nonpayment of months of arrears of public sector employees' salaries. As explained in chapter two, delayed or nonpayment of employees' salaries and the wide margin between the huge salaries of senior public sector employees and the meager salaries of middle and lower level employees make it difficult for these set of public sector employees to resist the temptation to accept bribes.

In the presence of the above situations, the response below clearly highlights the difficulty in balancing the pressure to become corrupted and the need to follow ethical procedures, in order to be an effective manager. The response below captures such situation:

*“Balancing factor is a difficult thing because the salary remuneration of most of the employees in this organization is really not commensurable with the situation in the society and the demands on them, as well as what is obtainable in the private settings. The salary here is too poor. Nigeria has various levels of salary structures for different types of government employments and organizations. For example, if you go to NAFDAC, the salary structure is different, somebody who is my level in NAFDAC or in the paramilitary or in some other regulatory bodies, their salaries may be thrice what I earn here. So, when there are external pressures, those who do not appreciate the need to stick to and protect their values will definitely cave in to such external pressures because what they earn is very little and they are always struggling to make ends meet. For example, some of us that have worked for over 20 years, some are retiring and we have not been able to build a house of our own, we have not achieved any of the basic things that we ought to get. So when you are faced with the need to be given something in order to change what ought to be, a lot of people really cave in to such external pressures against the right thing you are supposed to do. The balancing factor is therefore, very difficult under this kind of situation”.*

In this kind of situation, it becomes doubtful how long a public manager who finds herself/himself in this condition will remain firm and resolute in resisting the temptations to accept bribe, when there are no other sources of income for her/him to attend to her/his financial needs.

On the other hand, most of the respondents said good trainings, orientation, sticking to organizations policies, rules, regulations and ethical codes and rigid application of their organizations' laws, help them to balance the pressures to become corrupted and also avoid corruptive tendencies in their organizations. According to some of these interviewees:

*“It is to be strictly guided by organizational ethics”.*

Corroborating this view, in order to balance the external pressures to become corrupted and the need to be effective, another interviewee said that:

*“Public managers should not yield to external pressures and they should stick to organizational guidelines”.*

According to another interviewee to this question:

*“...We know that corruption exists and in the face of the corruption, we are still striving to achieve given targets. Now, the upbringing and the trainings we have acquired matters a lot, it will help to resist those things to achieve targets. It depends on the kind of orientation you get, it goes a long way to reduce or increase your tendency for corruption. You have to maintain your stand as a seasoned manager, even though it is difficult”.*

These responses above show that most public sector organizations in Nigeria do not have operational strategy and organizational culture which serve as a road map upon which their employees' behaviors and attitudes are modeled. The responses from respondents indicate that only half of the respondents follow their organizations' ethical codes of conduct which guide and shape employees behaviors.

Most of the interviewees said they remain firm and consistent as a way of avoiding corruptive behaviours in their organizations. This shows that most employees of most public sector organizations in Nigeria resort to self-help and whatever they believe is the best behavioural practice to resist corruptive tendencies, without being guided by their organizational code of ethics. This makes public sector managers to devise their own ethical “means” and “standards” of staying away from such pressures, especially if it involves bribery; since bribery is the only form of corruption known as an act of corruption by most Nigerians. They can exchange the bribe money for other kind of gifts or services which appeals to their morality. This is part of the causes of ineffectiveness of public sector organizations in Nigeria.

This response below and the earlier responses above strikingly explain the above statement that most Nigerian public sector managers devise their own ethical “means” and “standards” of staying away from such pressures, in the absence of

an organizational code of ethics; especially if it involves bribery. According to one interviewee:

*“To some certain level, you know the way the country is. You have the EFCC, the National Assembly, the FCT (Federal Capital Territory) administration, etc., to fight; and also, now that we are seeking for autonomy. So, you can’t avoid being corrupt to settle them. Though to a certain level, you know in the country, it is everywhere, but to a certain limit. Here, they do it on contracts; they give them some percentage of the contracts to handle, which is not supposed to be because they are overstepping normal due process. But if the chairman doesn’t yield to this, they will be all out against him”.*

This statement explains that in the absence of organizational values and codes of ethical standards, public sector managers apply their individual moral standards as a guide. It also explains how the positive side of institutional corruption as explained earlier in chapter two is helping to make activities function “effectively” in Nigerian public sector organizations. From the above statement, it is glaring that if the manager in question fails to yield by “settling” those involved in making governance work in her/his organization, they will frustrate every effort to make the organization function. Though this situation appears to give immediate relief, in the long run it negatively affects the effectiveness of public sector organizations in the country.

#### 4.4 Summary

This part of the interview analysis is based on organizations external and internal factors that constrain effectiveness of public sector organizations in Nigeria. The responses show that Nigerian public sector managers’ perceive effective management as the ability to perform traditional management activities. It also reveals that public sector organizations in the country are not performing up to public expectations.

Ineffectiveness of public sector organizations in Nigeria have been traced to the following causes in this section of the interview analysis, based on interviewees responses: public sector managers are more committed to networking and traditional management functions than communication and human resource management functions which have higher relative contribution to effectiveness, political interferences, inordinate competition for wealth and status, absence or non-adherence to organizational culture, values, rules and codes of ethics; institutional corruption and negative value system in the society. Other external



factors that constrain effectiveness of public sector organizations in Nigeria include loss of trust and lack of cooperation by the public; culture, tradition, ethno-religious and sectional interests; financial inducements from people and family influences; negative government policies and frequent policy changes, lack of political will by the government to enforce anti-corruption laws, insecurity, ignorance of government policies by the people, uneven distribution of wealth, federal character/quota system policy during promotion, recruitment and rewards, unemployment, lack of funds, infrastructures, logistics and other materials.

Internal constraints within public sector organizations in Nigeria that contribute to ineffectiveness of public sector organizations include: lack of funds, materials, infrastructures and resources; poor salaries, poor work ethics, lack of motivation, internal politicking among managers, interferences and high-handedness by superiors; lack of training programmes and poor goal setting. All these are part of the factors mentioned in ineffectiveness factors and networking activities of managers in chapter two.

From the interviews, the following acts of corruption are often experienced by public sector managers in Nigeria: inducements and offers of bribe, disregard for ethical codes, rules and regulations, indiscipline, discrimination and preferential treatments, stealing public funds and resources, plagiarism and falsification, bullying and intimidation. It was discovered from the interviews that the decay in moral and social value systems in the country created a circle of corruption that propel public sector managers to take to corrupt and unethical practices. Public sector managers in the country involve more in networking functions to enhance chances of their career success than management functions that contribute to organizational effectiveness. There is absence of systematic ways of integrating employees into organizations culture, values and ethical codes of conducts in public sector organizations in Nigeria. The interviews also revealed that there is prevalence of institutional corruption in Nigeria; it is widely spread and manifests in diverse forms in Nigerian public sector organizations. The negative effects of institutional corruption are felt in Nigerian public sector organizations. Political interferences also affect effectiveness of public sector organizations in the country.

Finally, most common suggestions offered by managers as a way of reducing corruption and improve the effectiveness of public sector organizations in Nigeria include: public education and reorientation, strict enforcement of anti-corruption laws, competitive salaries and compensation, strongly resisting pressures to act corruptly, strict compliance to ethical codes, organizations' rules and regulations,

proper funding and provision of logistics and infrastructures; and giving timely written advices to superior officer(s) on suspicious corrupt activities, before any incidence of corruption occurs.

Interestingly, responses from respondents in this interview analysis corroborate what has been said in chapter two about positive effects of corruption in an institutionally corrupt society. A good number of responses in this section of interview analyses revealed that the present state of institutional corruption in Nigeria has created a situation where corruption is positively contributing to effectiveness of public sector organizations in Nigeria by serving as instrument that oils the wheel of bureaucracy and remove obstacles to effective day to day management of public sector organizations in the country.

## 5 MANAGER-RELATED CONSTRAINTS

With regard to the effectiveness and ineffectiveness factors pointed out in the theoretical framework in chapter two, this section of the interview analysis seeks to find out how manager related factors within public sector organizations contribute to ineffectiveness of public sector organizations in Nigeria. The questions in this section of the interview analysis are questions related to this aspect of management. As mentioned in chapter two, communication plays a central role in effective management, because effective communication provide opportunities for managers to win the heart of their employees and make them work to achieve the goals of their organization(s), while poor communication leads to failure. On the other hand, traditional management functions contribute very little to effective management. This interview analysis reveals how factors relating to managers' performance of these management functions have contributed to ineffectiveness of public sector organizations in Nigeria.

### 5.1 Communication-related factors

In this section, factors relating to managers' communication functions are discussed. These include managers most preferred method(s) of communication, how often they communicate, communication challenges and how they handle employees' communication resistance, among other factors are discussed.

#### 5.1.1 Managerial functions managers' perform most and how they are performed

The aim here is to find out two things about management functions of Nigerian public sector managers. Firstly, it aims at finding out which of the management function(s) they perform most among communication, human resource management, traditional management and networking. Secondly, it aims to find out the method with which they carry out their communication functions. The responses showed that majority of the interviewees perform some kind of communication functions, while some perform only networking functions. However, very few interviewees said they perform the two categories of communication functions: treat files and also talk with employees about their jobs.

Some of the interviewees do not perform communication activities at all; rather, they perform only human resource management functions, while few of them

combine both communication and networking functions. According to the views of some interviewees:

*“It involves more of these, but representing the organization in meetings and treating files takes more time because when you are talking of treating of files, it involves handling of staff matters. You must not be talking to officers by mouth; normally, their issues are treated in files”.*

The above response shows that this interviewee combines communication and networking functions based on Luthans et al. (1988: 96, 119) explanation of communication and networking functions. However, this manager does not communicate directly with his employees. He rather chooses to communicate with employees through files, instead of routine face-to-face communication with employees which has higher relative contribution to effectiveness according to Luthans et al. (1988: 117) study. This shows that this manager is not in close contact with employees. Incidentally, due to bureaucracy, communicating with employees through files can delay and affect the quality of communication; and this generally affects the organizations effectiveness. While responding to the same question, another interviewee said that:

*“Treating files is a major issue we have in the civil service”.*

This manager in this statement points out the fact that majority of Nigerian public sector managers pay more attention to treating files and do not often make time to have a face-to-face communication with their employees. Emphasizing Nigerian public sector managers’ attachment towards treating files, another interviewee said that:

*“Treating files take much of managers’ time here”.*

These responses from majority of the interviewees in different public sector organizations indicate that they do not make time to relate and interact with their employees while on the job. Though communication functions give the best result in terms of effectiveness, direct communication with employees was discovered to have the highest impact on employees’ effectiveness, than treating files. Incidentally, very few respondents in this interview were combining both treating files and interacting and talking with employees about their jobs. This shows that even though more than half of the respondents perform communication functions, they are only committed to treating files than talking to employees. They do not get involved in routine face-to-face discussions with employees about their jobs. Hence, they are not involved in the kind of communication activity that has higher relative contribution to effectiveness because for

managers to concentrate only on treating files as a means of communication with employees, such does not make one an effective manager in line with Luthans et al. (1988) study. This, therefore, is part of the reasons for ineffectiveness of public sector organizations in Nigeria.

#### 5.1.2 How public sector managers communicate with their employees

The question asked in this section is a follow up question to the previous one. It was asked to get further information from interviewees on how they perform their communication functions. Interviewees who said they only treat files in the earlier question said they usually communicate with employees through memos; and this corroborated their response to the first question. Those who said they talk to employees about their jobs in the first question also corroborated their earlier statements in this question. They said that their most common approach to communication with employees is through face-to-face verbal communication; while those interviewees who perform human resource management functions said they usually communicate with employees through written and verbal means. According to some selected interviewees:

*“We reach out to our employees’ through notices, minutes and circulars or internal memos”.*

This corroborates the earlier response by the set of respondents who said that they communicate with their employees by treating files than routine face-to-face communication. Also, another interviewee said that:

*“Here, the most usual means of communication is through memos as at now”.*

The above response emphasizes Nigerian public sector managers’ attachment towards treating files as a way of communicating with their employees confirming their preference for treating files as a common method of communication with employees among Nigerian public sector managers’, this interviewee said that:

*“Communication is usually through file correspondences”.*

These statements by these respondents corroborate their earlier responses on the category of communication activity Nigerian public sector managers perform most. These interviewees are among the majority whose communication activity is only treating files. By using memos as the only means of communicating, relating and interacting with employees, it not only confirm their earlier

statements, but it also explains why their communication activity is not helping to make them effective in their various organizations, as they should be. The study by Luthans et al. (1988: 68) explains in clear terms, why face-to-face communication is more effective than written communication and this showed why the managers observed by Luthans et al. (1988) who were involved more in face-to-face communication were more effective than others.

### 5.1.3 Managers' frequency of communication with employees

In this section of the interview analysis, question was asked to find out how often managers perform communication and human resource management functions in their organizations. This is because this two management functions have the highest relative contribution to managerial effectiveness; and if they are performed more often and simultaneously, they will produce the most effective result for managers and their organizations. A little more than half of the interviewees said they communicate with their employees often and regularly. Nearly half said they communicate with their employees when necessary or as the need arises; and during weekly or monthly meetings. The following responses from some of the interviewees tell how often they communicate and relate with their employees:

*"I communicate with them as need arises, mostly or at least once in a month, during meetings".*

The above response shows that though this manager communicates with employees, the frequency of face-to-face communication with employees is less often, only when the need arises and during monthly general meetings. This response shows that this manager is a reactive manager, who sees the need to communicate with employees only when something happens. A proactive manager communicates often with employees both formally and informally. This provides managers with helpful information needed to prevent certain situations from occurring. Informal communication with employees according to Luthans et al. (1988: 13) helps managers to keep information flow with employees open. It also helps managers to win the confidence of their employees and improve their leadership over their employees. It motivates employees to put in their best in the organization. But when communication is formal, official and only when the need arises, employees limit their information to managers strictly on the official matters at hand because employees are often not free to communicate with their managers. This reduces managers' opportunity to obtain useful privileged information from employees.

Corroborating the fact that Nigerian public sector managers do not open the managerial space for free and open flow of communication with their employees, another interviewee said:

*“For instance, the town hall meeting is quarterly, but the written communication is on periodic basis, monthly, weekly, as the case maybe”.*

These responses from these interviewees’ show that Nigerian public sector managers do not actually engage in routine face-to-face communication with their employees. Also, another interviewee added that:

*“I communicate with them when necessary”.*

This response like other responses underscore the fact that majority of Nigerian public sector managers are not very much in touch with their employees. This situation becomes more interesting because a sizeable number of these respondents are line managers, who are directly responsible for the administrative and functional management of the employees’ under them. It shows that most Nigerian public sector managers’ do not engage in regular communication with their employees. As a result of poor communication, Nigerian public sector managers’ do not have the time to study employees behaviours and reactions, understand employees abilities and capabilities; and provide timely assistance, encouragements, corrections and advices, show support, comradeship and build confidence in employees. All these help to achieve targets and goals of the organizations, and improve managerial accountability since proper accountability depends on good information. One of the managers observed by Luthans et al. (1988: 120) in their study revealed that good and quality communication with employees benefits both the manager, the employees’ and also increases the organization’s effectiveness.

#### 5.1.4 Employees’ contribution to decision-making

The question in this section seeks to find out if employees’ views and suggestions are put into consideration during decision-making in Nigerian public sector organizations. Close to half of the interviewees said employees can only contribute to issues relating to their welfare through monthly management/employees, or management/staff association meetings. Others said that employees are not part of decision-making in their organizations, that there is no structure or channel through which employees can contribute to decision-making in their organizations. They said that decision-making in their organization is the prerogative of the overall boss.



Since more than half of the interviewees reveal that employees opinions are by no means considered or sought for during decision-making process in their organizations; and those who eventually seek employees' views strictly restrict their suggestions to only staff welfare matters. This shows that notwithstanding that employees are integral part of the process of actualizing public sector organizations goals, their views and opinions are never sought for, nor considered when taking decisions on how to improve effectiveness and quality of services provided by public sector organizations in the country. According to one of the interviewees:

*“Employees contribute little or nothing to decision-making process in this organization and generally because public service is believed to conform to hierarchy, the higher you are, the more you take all the decisions. The ideas and opinions of the employees may or may not be taken; that of the superior officer overrides. The buck stops at the table of the boss. He listens or not listen to the junior officers. There are no institutional fora through which employees can contribute to decision-making process”.*

The above statement made it clear that employees' views and opinions are not sought for, nor considered during decision-making, notwithstanding that employees are integral part of the organization and are heavily involved in policy implementations. Another interviewee said that:

*“Employees are not part of the decision-making here. We have executive council meeting, which are the people that make decisions and policies for this organization in conjunction with the legislative arm; and we the employees, we are not part of it”.*

This response confirms the earlier response above. With majority of interviewees saying that employees do not contribute to decision-making in their organizations, and in some cases where they contribute, it is strictly on welfare matters. It shows that public sector organizations in Nigeria do not have a structured channel through which employees can contribute to management issues in their organizations; neither are the views and suggestions of their employees' sought for before decisions are made, despite that fact that they are very important instruments in implementation of such decisions. This makes it difficult for employees to present their individual and collective work experiences, problems and difficulties to appropriate authorities for proper and timely actions.

Seeking the views and opinions of employees during decision-making process will go a long to improve and increase communication flow and communication

channels between managers and employees' in the organization as explained in chapter two. Increased channels of communication (upward, downward and sideways) improve the relationship and interaction between employees and managers. In effect, it improves the relationship between staff associations and management and this to a greater extent reduces staff/management disputes and industrial actions; subsequently, it helps to make the organization effective. However, situations as expressed in the responses above create opportunities for conflicts and disputes which lead to ineffectiveness.

#### 5.1.5 Limitations to communication flow between managers and employees

This section seeks to find out the factors that limit effective communication flow between managers and employees in public sector organizations in Nigeria. Interviewees reeled out series of factors that limit free-flow of communication between them and their employees. The factors vary according to respondents and organizations. According to interviewees, the following limits communication between them and employees: large bureaucracies which make it difficult for junior employees to talk directly to higher officers, bypassing order of seniority in minuting, religious and gender issues, social distance, poor leadership, lack of empathy and inability to code and decode professional terminologies, none fulfillment of promises, lack of trust, having preconceived mind-set on issues, poor communication, lack of communication equipment, poor understanding of English language and lack of understanding and cooperation.

Interestingly, these factors are directly or indirectly are the factors mentioned in ineffectiveness factors in chapter two. These factors are problems arising from the inability to implement reforms aimed at modernizing the entire public service and move away from the prevailing primordial public service culture and structure handed down by the British colonialist during independence, as explained in chapter three. According to some of the interviewees:

*“Challenges can exist if management decisions are not communicated as at when due and people begin to pass rumors on the decisions of management. At this time, challenges come up; so effective, timely and regular communication can prevent rumors”.*

Also highlighting the factors that limit effective communication between managers and employees in Nigerian public sector organizations, another interviewee said that:

*“It much depends on the leadership style. If a leader is open, there will be no challenges and you will command the followership of your employees, but if you are strict and partial, everybody will see you with contempt, but if you are free and open to people, they will treat you with respect”.*

This response corroborates Luthans et al. (1988) finding on the role of good communication and human resource management to effectiveness. As explained in chapter two, the position of a manager makes him/her a leader in the organization and as leaders the subordinates look up to them. If a manager has good communication and human resource management skills, it helps the manager to relate and interact well with his/her employees.

Good leadership attracts good followership, which consequently motivates employees to commit their best and support the manager to achieve the organization’s goals. As this interviewee said, poor leadership diminishes employees’ moral and subsequently leads to ineffectiveness. Responding to this question, one of the interviewees said:

*“Social distance among senior and junior employees”.*

This response reveals that social distance between managers and subordinates is a major factor that limits free-flow of communication between managers and employees in their organization. Also, another interviewee said that:

*“Large bureaucratic issues, this is because junior employees cannot talk directly to the very high officers and this causes serious challenges to communication because before the message comes up, it must have been diluted”.*

Bureaucracy no doubt is a common feature of most public sector organizations across the world; and large bureaucracies delay speedy flow of information within the organization. However, as explained in chapter three, Nigerian public service was fashioned by the British colonialists who created a “master”, “servant” relationship between the British colonialists who occupied senior positions and the Nigerian workers who occupied junior positions in the public service then. The public sector then was structured in this way, such that the Nigerian junior employees who were the “servants” will appreciate and respect the power and authority of the British colonialists who were the “masters” (Fasua 2011: 102). In order to maintain the “social distance between senior and junior employees in the service” as mentioned above by one of the interviewees, the Nigerian elites/senior public sector employees’ who took over after independence continued with this prevailing administrative culture and structure in the public

service they inherited from the British colonialists. Also, the long encroachment of the military into Nigerian politics helped to institutionalize corruption, which contributed to firmly establish this power distance culture that has become the bane of effectiveness of the Nigerian public sector organizations today.

Lack of good education and training also contributed to the challenges to communication between managers and employees in Nigerian public sector organizations. According to one of the interviewees:

*“Coding and decoding, empathy, all these factors for example, when you send somebody for a message and he did not understand you very well, you could see that the message has been disrupted”.*

As stated earlier, poor education and training caused by non-adherence to ethical procedures and quota system/federal character during recruitments and promotions in Nigerian public service has in many ways constituted a setback to effectiveness of Nigerian public sector organizations. The above response by one of the interviewees is one of the ways effectiveness of Nigerian public sector organizations are affected by this factor. Furthermore, another interviewee said that:

*“It has to do with the mode of communication. Some employees are not educated to understand English language, especially the lower level employees, and it causes challenges to communication”.*

Employees' education and training were emphasized earlier as important contributory factors to effectiveness. Also, the problems poor education and illiteracy in the Northern parts of Nigeria constitute to the effectiveness of public sector organizations in Nigeria has earlier been emphasized in this study. Against the spirit of competitive recruitment and promotion standards, the quota system/federal character was introduced into the Nigerian constitution, despite the disparity in education and other qualification standards in order to have equal ratio of Northerners and Southerners in Nigerian public sector organizations. The responses above reveal how illiteracy and poor education is affecting effectiveness of public sector organizations in Nigeria.

#### 5.1.6 Reasons for conflicts and communication Breakdown

The question in this section was asked to complement the responses to 5.1.5 above because in some cases, the factors limiting manager(s) and employee(s) communication might be the same reasons for conflict between managers and

employees; while in some situations, the reasons might not be the same. The question therefore, seeks to get reasons for communication breakdown, which can also limit communication and lead to conflict between managers and employees, depending on the situation. Like the previous question, this question elicited a lot of responses on factors that cause communication breakdown between employees and managers. Some of these factors were mentioned in response to the previous question.

According to interviewees, the following factors are the cause of communication breakdown, which leads to conflict between managers and employees in Nigerian public sector organizations: lack of proper channel of communication, policy inconsistencies, insensitivity to workers welfare, lack of understanding between managers and employees, breakdown of office equipment such as computers, printers, telephone services and others; distrust, agitation for improved condition of service, indiscipline, none transmission of important information in time, gossip, envy, irregular payment of salaries, lack of conducive working environment, "I can do it all attitude", being bossy and feeling of insecurity. According to some selected interviewees:

*"It is distrust that causes breakdown in communication. If communication is not flowing as free as it should, people start carrying rumours, especially if the leadership decide to build a wall around itself against other people, rumours will start flying".*

Corroborating this statement is the response from this interviewee:

*"If decisions are not regularly communicated to employees, it could lead to rumours which subsequently lead to communication breakdown; also, if meetings are not regularly held".*

These responses reiterate the important role of good communication to public sector effectiveness. Good communication helps to establish trust and confidence; it also helps to avoid misconceptions and falsehood which occurs when managers are not communicating with their employees' as mentioned by interviewees. Such situations always lead to loss of confidence, misperception and disputes, which culminates to ineffectiveness. This explains why communication and human resource management have the highest relative contribution to effectiveness according Luthans et al. (1988) study. According to another interviewee:

*“...when staff welfare are not properly taken care of, for example, their salaries, promotions, bad treatments, etc. If all these situations are taken care of, there will be no friction with them”.*

Expressing a similar view to the one above, another interviewee in the response below said that:

*“Employees and management view staff welfare from diverse perspectives. Whereas employees view their welfare from the way it will favour them, management see employees’ welfare from point of view of budgetary allocation; at this point in time, there is always poor communication between them. This is a major cause of rift and instability in any organization; for example, the current strike by resident doctors is a communication breakdown, and it has to do with welfare issues. It bring communication breakdown between management and employees”.*

The issue of employees’ salaries, promotions and general welfare was explained in chapter two in this study as motivational factors which are poorly handled by public sector managers in Nigeria. In Nigeria, salaries were structured in favour of senior public sector managers, against middle and junior level employees who are left to suffer effects of poor salaries. Responses from some interviewees earlier also confirmed that promotions and recruitments are not based to merit; they are rather based on godfatherism and quota system as earlier explicated in chapter two of this study. These factors as expressed by the responses above are mostly responsible for the incessant industrial actions that are always experienced in Nigerian public sector organizations.

#### 5.1.7 Managing communication resistance or perceived employees disobedience

This section is seeking to find out how public sector managers in Nigeria handle situations in which employees’ behaviours or expressions indicate that they are not disposed to carry out certain directives from their superiors as soon as they would want them to do. This tells whether public sector managers in Nigeria are sensitive to their employees’ behaviours, and if they know when to be work centered and when to be human centered. Such reaction could be an indication that the employee is physically indisposed to carrying out such assignment or lacks sufficient knowledge and experience of what the manager wants her/him to do. It could also be an indication that the employee is busy with something else and cannot take the assignment as soon as the manager wants it. Knowing when to be work centered and when to be human centered means that managers know

when to show more concern for the job and when to show greater concern for people (employees). According to findings by Blake and Mouton (1968), highest percentage of people across cultures identify 9, 9 (high concern for people and high concern for production as idea and preferred management style (cf. Yaeger, Head & Sorensen 2006: 25).

Most of the interviewees said such behaviour(s) attracts immediate disciplinary action to such employee(s). That such situation cannot be imagined in their organizations, because the consequences are so heavy for any employee to bear. According to these interviewees, employees can grumble and complain, but they are not allowed to show it out. Only very few interviewees said they will first call such employee(s) for a discussion to find out why; then, they will educate and talk it over with her/him. The following are some of the responses:

*“Such becomes insubordination. In fact, I cannot imagine such happening because of the consequences. You can only grumble and complain and you are not supposed to show it out, because this is a paramilitary organization”.*

This response explains the depth of intolerance and lack of empathy by managers of Nigerian public sector organizations. According to another interviewee:

*“This is a regimented organization so you cannot resist communication. The rule in regimented organization is to obey before complain and to obey the last order, so communication resistance cannot be envisaged”.*

The responses from these interviewees who are from different organizations show that intolerance of Nigerian public sector managers to employees' communication resistance cut across organizations. Also responding to this question, another interviewee said that:

*“I stamp my foot down; I make them to hear what I am saying and carry out the directive that I have given, or if they don't, I report them to disciplinary committee”.*

These responses reveal that majority of Nigerian public sector managers are autocratic, and have poor communication skills; they are not sensitive to their employees' behaviours, hence they lack empathy and do not know when to be work centered and when to be people centered. The above responses show why most Nigerian public sector managers' are not effective managers. It shows poor human resource management skills and this explains why in some responses to earlier questions, poor leadership is one of the factors limiting communication



between managers and employees in Nigerian public sector organizations. Since more than half of the interviewees apply immediate disciplinary measures in situations like this, it indicates that most public sector managers in Nigeria are not sensitive. They are quick to respond to signals from employees; and they do not observe employees' behaviours to know when to be work centered and when to be human centered.

However, according the very few that first call such employee(s) for a discussion to find out why; this interviewee said that:

*“To overcome communication resistance, you invite him/her for a one on one discussion and talk the issues over. Explain the issues and seek understanding by the employee. Also listen to their positions”.*

This kind of approach by the above manager helps to build employees' confidence and trust in such manager. Another interviewee said that:

*“I kind of draw their attention and urge them to pay attention. Assuming I give someone an assignment and the person doesn't want to submit the report of what she/he has done, you draw her/his attention; I call such fellow over to enquire why”.*

These two responses above show good leadership, it helps managers and employees to come together to resolve issues and move their organization forward. Explaining how this system has been helping them in their organization, one of the interviewees said that:

*“There are times when employees are reluctant to carry out some assignments, but in most cases we have tried to invite and discuss with them one-on-one, and it has paid off in many cases. However, we have not seen such era here, where employees are recalcitrant. Our director here keeps his doors open to both management and lower level staff, and we trash out misunderstandings here peacefully and that has been helping us here. So, we haven't had any communication resistance here”.*

These responses show how effective managers utilize their good communication and human resource management skills to achieve results and continue to make employees' to commit their best to achieve organizational goals. The last response shows how public sector managers win back their employees and make them to put in their efforts to achieve the organizations goals through good effective communication and human resource management.

### 5.1.8 Reasons for distrust and loss of confidence on managers by employees

This section intends to unravel the causes of loss of trust and confidence between managers and employees in public sector organizations in Nigeria. This is relevant because if managers have employees trust and confidence, it affects positively, while loss of employees trust and confidence negatively affects. Interviewees mentioned many factors that bring distrust and loss of confidence between managers and employees in Nigerian public sector organizations.

The following factors according to interviewees are responsible for distrust and loss of confidence between managers and employees: failure to keep to promises and agreements, misinformation, not attending to employees' welfare, not leading by example, stealing public funds and resources, lack of transparency and not carrying employees along. Others include when managers involve in intrigues, lying, deceit, back-biting, unethical and unprofessional behaviours; ethnicism, preferential treatment, favouritism, and when managers keep all the benefit, rewards and all the good things to themselves alone. Also, stifling employees' rights, and freedom to express their views, bullying, bad leadership and arbitrary punishments are the causes of loss of trust and confidence between managers and employees. According to some of the interviewees:

*“If managers are not keeping to their promises to their staff, if they don't care about their staff and keep all the benefits and rewards to themselves alone, that will lead to discontent by staff under such officers. Sometimes, such behaviors can lead to lose of confidence. As managers, sometimes, we have to be a bit protective. If you are not protective to your junior ones, it makes them feel unsure of their security, and this makes them begin to feel unsecured, such leads to lose of trust and confidence”.*

The above factors listed by this interviewee are major factors that kill employees' motivation. Incidentally, most interviewees pointed out these factors as the main causes of distrust between managers and employees' of Nigerian public sector organizations. According to another interviewee:

*“When there is no motivation, no bonus, when there is failure of our expectations. For example, when our boss promises workers something, our morals will be high and if he fails to keep such promise, it leads to loss of confidence and distrust. For example, during the last Christmas period we heard that the governor gave us some amount of money and everybody was expectant, but we did not see it in the end; the top officers cornered it”.*

Institutional corruption in Nigeria has so much affected the integrity of Nigerian public sector managers that they corner all the benefits and rewards to themselves including benefits and rewards that are due to their employees. They go on making empty promises to their employees', even when they know they will never redeem such promises. The immediate response above is a good example of what Nigerian public sector employees go through in the hands of their senior colleagues. According to another interviewee:

*"It is when you are not exemplary in your dealings, when you are not trust worthy, when you say something and do something different, when you don't show good example. These make your subordinates to lose confidence in you and not to trust you".*

The statement above is supported by this response from another interviewee below:

*"These could be caused by disappointments on issues such as fraud, betrayal, lying, pretense, backbiting, etc."*

Also confirming the reasons stated by the above interviewees, another interviewee said that:

*"Firstly, if people are overtime denied what is rightly due to them, or maybe they are denied promotion, or unnecessarily punished, or you are frustrated by your juniors, or when you employ people based their relationship with you, or even when you make promises and fail to fulfil them, there will be distrust. Anytime a manager is exhibiting primordial considerations in his relationship with others, it leads to distrust and loss of confidence. Also, when you make promises you could not fulfill, when workers welfare is compromised; all these lead to distrust".*

All the interviewees nearly mentioned the same reason as the causes of distrust and loss of confidence on public sector managers by employees. According to another interviewee:

*"None fulfillment of promises, when there is bullying by senior employees, when bosses are not doing as they say".*

These responses show that the major causes of distrust and loss of confidence between managers and employees in Nigerian public sector organizations are failure to keep to promises or agreements, misinformation and none advancement of the welfare of employees and greed, which make managers to keep all the good things, benefits and rewards to themselves alone. These factors

all point to poor leadership, which negatively affect employees' motivation and commitment to the job. These subsequently affect employees' moral, output and quality of their services negatively. In the end, these contribute to make public sector organizations in Nigeria ineffective.

## 5.2 Traditional management factors

In this section of the interview analysis, interviewees' response to questions on the factors relating to how managers of public sector organizations perform their traditional management functions and how these management functions affect effectiveness of public sector organizations are analyzed.

### 5.2.1 Effects of structured hierarchy on effectiveness

The first question in this section of the interview analysis intends to find out how the structured hierarchy in public service is affecting effectiveness of public sector organizations in Nigeria. Nearly all the interviewees said it is a laid down procedure and the only way of handling official activities in public service which they cannot stop; they have rather adapted themselves to it. But during emergency situations, they adopt flexible measures without strictly following the hierarchy. Hence, the hierarchical structure of the public service affects them positively because it gives time them to assess information before it gets down to the lowest level. According to some of the interviewees:

*“You know establishments are normally organized in hierarchy; you have the top management, you have the middle level. This is in consonance with bureaucracy; but for this organization, people know their levels. But in emergency situations, files are drafted to the person who can do justice to the job; it may not follow referring it to the next person to you, so that if he/she is not there, nobody can do the job. As long as there is a person available to do justice to the job, it will be referred to that person. We use the relevant and available staff at hand for a certain job, without anybody feeling disregarded; even though we know that there is hierarchy in place. In order words, hierarchy is not strictly observed here, our aim here is to achieve the agency's goals”.*

According to another interviewee:

*“Normally, that has come to stay. It rather takes time for information to come down to the lowest level. There are other intervening variables like training of the middlemen in the hierarchy; and their welfare also.*

*Sometimes, this slow process is also good because it gives time to assess the information before it gets down. It doesn't affect the free flow of information, but the only thing is that it takes time for information to come down".*

The above responses show that observing the order of hierarchy as it is in the public service is not the reason for the ineffectiveness of public sector organizations in Nigeria. More importantly, with almost all the interviewees saying that it does not constitute a problem to them, this is a confirmation that hierarchy as a tradition of bureaucratic organizations is not the cause of ineffectiveness of Nigerian public sector organizations.

On the other hand, few respondents said that the hierarchical structure negatively affects communication flow in their organizations because it makes it difficult for junior employees to have access to higher officers. Also, some comments from these few set of interviewees indicate that the presence of institutional corruption affects the smooth functioning of the hierarchy and public officials seize the opportunity of their involvement in the chain of hierarchy to carry out acts of corruption and other unethical practices which negatively affect effectiveness of public sector organizations. According to some of the interviewees:

*"The hierarchy makes it such that you must have to go through your sectional or unit head in trying to express yourself. It affects it because if your section or unit head is the one you are trying to report against, or whom your report might be offensive to, that might tie you down not to eventually submit that report. It affects because you must pass through a channel as stated by civil service rule. So the channel either muscled it, or you are muscled. This might eventually lead to explosion or a breakdown of the total system".*

Corroborating this statement is the response from another interviewee:

*"It is actually a problem in a paramilitary organization. It is affecting effectiveness here because it is difficult to say for example, let this junior officer walk into the office of a very senior officer to discuss anything, except such officer is addressing them".*

In agreement with the two earlier responses is this statement from another interviewee:

*“I can’t for example communicate to the Inspector General of Police (IGP) without going through the Commissioner of Police (CP); otherwise I will be charged with passing through improper communication channel. It affects both positively and negatively. It affected me negatively when I was a rank and file officer, for not going through the proper channel. My file was put as keep in view (KIV) because I did not pass through the proper channel and when a file is marked as KIV, it is dumped somewhere. In my case, it was because I passed through improper channel”.*

Notwithstanding that most of the respondents said that hierarchy affects them positively, the above responses reveal the bad side of hierarchy in an institutionally corrupt society. Two of the three responses above, clearly tell how institutional corruption can negatively influence the behaviours of public officials in the chain of hierarchy to take to corrupt and unethical behaviours that negatively affect the smooth functioning of the hierarchy. It could be by delaying, dumping or throwing away any matter they are not interested in, or deliberately delaying it, in order to be bribed. In this way, it negatively affects effectiveness of public sector organizations as explained by these responses.

### 5.2.2 Management resources and effectiveness of public sector organizations

This section seeks to find out if public sector organizations in Nigeria have the necessary management resources they need for them to function effectively. The presence of these resources is a step towards their effectiveness, while the absence of the necessary management resources lead to ineffectiveness. Majority of the interviewees said they suffer from poor work environments, lack of funds, materials and other management resources in their various organizations, which are weakening their organizations’ effectiveness. Very few interviewees said they are experiencing slight improvements in provision of necessary management resources than they had before. According to some of the interviewees who said they suffer lack of management resources, infrastructural decay and un-conducive work environments:

*“This is another area that is drawing this directorate back in moving the job forward, for example, earlier we had 27 vehicles when we started and we had 21 local governments then. Vehicles were attached to all the local governments and heads of departments at the state directorate. But now, we have only one functional vehicle, while we now have 27 local governments. In terms of funding, even though they pay salaries, there*

*are no significant departmental imprest (money set aside for small routine operating expenses) to provide the necessary logistics, and to replace dilapidated equipment. Some of the chairs we have here are up to 27 years of age. We started this directorate with most of these chairs, and furniture in some offices; no replacement, no repairs. We don't even have fans in the offices, talk less of air conditioning and this place is a hot environment; so what do we do during hot season? Largely, funding and infrastructure are grossly inadequate in this organization. The environment here is grossly unencouraging for employees to work, infrastructures are not even near adequate and people may make up their mind to work very well, but the environment does not encourage them to work to optimum. So, it weakens effectiveness and it affects negatively”.*

Other interviewees' experiences are not different from the above interviewee's. According to some other interviewees:

*“You can have a look around my office and see for yourself; look up and see the ceiling in my office; you can see how bad the furniture, the ceiling, the seats and everything here is; there is no air-conditioning. So if all these things are here and in good shape, you will be very comfortable”.*

Another interviewee lamented that:

*“Infrastructures for example, if there is no light; you cannot stay inside this office because it will be very hot, and people go outside where they have fresh air. You cannot teach in a hot classroom, for instance, I am supposed to have a computer here, but I don't have; the air conditioner you see here, I bought it with my personal money, there is no conducive environment. I bought the air conditioner, the refrigerator and some other necessary things in this office. Is it supposed to be like that? Sometimes we go outside to type examination questions which should not be. It is possible that somebody might get hold of the questions where you have gone to type them. Those are secret official materials that should not be let out in any form, but going outside to type it could make it slip away and it will no longer be secret”.*

Corroborating the responses by other interviewees, another interviewee said:

*“I can say it is weakening our effectiveness because we don't have the required resources. The required resources are not sent to us; as a result, we cannot operate to our capacity and when you cannot operate to the required capacity, it shows a lot of weaknesses in the organization. For*



*example, it is over 20 years we got some infrastructures, such as tables, chairs, furniture, etc. here. When you are not relaxed, there is no way you can operate effectively”.*

Based on these responses from majority of the interviewees, it is obvious that management resources available to Nigerian public sector organizations are nowhere near adequate. Also, the depth of infrastructural decay and un-conducive work environments in Nigerian public sector organizations evidently manifest in the poor performance of public sector organizations in the country. In the absence of management resources and good work environment as these responses tell, it will be unusual to expect them to perform optimally. Table 3 in chapter 2 clearly highlighted these factors as causes of ineffectiveness. This shows that unavailability of management resources, infrastructural decay and un-conducive work environments are contributing to the ineffectiveness of public sector organizations in Nigeria.

However, according to some of the few interviewees who said they are beginning to experience improvements in their working environment and provision of necessary management resources, one of them said:

*“...Here in the past, we suffered decay of infrastructure, unavailability of funds and other resources and materials necessary for effectiveness. But presently as you can see, there is a move to improve infrastructure. For example, before this month, you cannot come to this office and get the air conditioning system working. It is just this month that the A/C systems were restored and the water systems also have been restored this month, these facilities were not functioning before this month. So presently, there is improvement in the restoration of infrastructural facilities here and the situation is improving as the resources are gradually improving”.*

Telling about how things are gradually improving in their organizations, another interviewee also said that:

*“...Currently, there are improvements in the situation of infrastructure than what it used to be before now. Even though we still have problems with management resources, but things are getting better now. Like if you look around here now this is the office of a Head of Department (HOD), and there is no light, no water supply and classrooms are insufficient; but things are gradually improving, unlike before”.*

Though these interviewees said their organizations are beginning to see improvement in infrastructure, work environment and the provision of

management resources, their response show that they had been suffering from the absence of infrastructure, management resources and poor work environment like other public organizations in the country. The absence of management resources and the poor work environment they suffered in the immediate past also contributed to their ineffectiveness, which are now addressed by provision of management resources and the recent improvements on their work environments. However, though good work environment is important for effective management, it does not mean that if management resources and conducive environment are provided, Nigerian public sector organizations will immediately start functioning effectively. As these responses suggest, interviewees' are completely exonerating themselves from the ineffectiveness of their various organizations, while blaming it on lack of management resources and other factors.

### 5.2.3 Strengthening managerial accountability in public sector organizations

The question in this section of the interview analysis was asked to find out if public sector organizations in Nigeria have functional mechanisms to ensure managerial accountability. According to respondents, external and internal measures in place to ensure managerial accountability in public sector organizations in Nigeria include: internal and external auditing, hierarchy and bureaucratic structures which give room for checks and balances, job schedules and target setting, review and appraisal systems, report writing after every assignment, financial reports on financial expenditures, civil service rules and organizations ethical codes of conducts, disciplinary measures, oversight functions by national assembly committees and supervisory ministries. According to some of the interviewees:

*“There are some inbuilt mechanisms here in the organization, for example; there are internal auditors who write their reports straight to the national headquarters. External auditors also come to audit us without notice; also, employees have free hands to write to national headquarters if there is perceived injustice. These are our mechanisms to show managerial accountability”.*

Responding to this question in relation to individual organizations, another interviewee said:

*“We have Mechanized Salary Scale (MSS) we have Pay Officers (POs) who are civilians, they are made up of auditors. The MSS prepares the salary*

*and passes it to POs who audit the account and ensure that accountability is observed and finally forward to the accountant general of the federation for payment”.*

According to another interviewee:

*“Internally, we have job schedules and everybody at any level has a schedule to complete... Reports are written after every assignment, for accountability purposes, there is a report on how every money is spent and jobs are supervised by senior officers who cross-check the quality of the job done. Those who were allocated some money to spend in the course of their assignment make appropriate retirement on how they spent the money when they complete their assignment. Also, on external part, Abuja asks questions on how we are doing our jobs here because there are sanctions that will follow if we default...”*

Continuing on managerial accountability, another interviewee said that:

*“The oversight by the National Assembly and the Minister are external measures. Also, we have internal measures to take care of internal accountability here. These measures prevent management from doing what it is not supposed to do”.*

Most of the responses to this question reveal that there are no common functional institutional mechanism that guarantee accountability in most public sector organizations in Nigeria. Normally, public sector organizations operate under a uniform civil service rule which provide specific procedures and guidelines to ensure accountability in the service. With a uniform public service rule in place as a guide to every public sector organization, different organizations are not supposed to have different mechanisms of accountability. Every organization is supposed to operate according to the guidelines provided by the civil service rule. Instead, the responses to this question show that different organizations within the Nigerian public sector operate different mechanisms of accountability.

Due to the prevalence of institutional corruption in Nigeria, government institutions and structures established to ensure accountability of government functionaries have been weakened. This is responsible for the situation where different public sector organizations in the country put aside the civil service rules and guidelines for accountability. For example, according to one interviewee:

*“...Also, the judiciary is not helping matters; the long delay of judgments by the judiciary and the lack of political will on the side of the government are not helping us in the fight against corruption”.*

Even the Nigerian parliament is not free from the effect of institutional corruption in relation to their oversight functions to public sector organizations in the country. The example of how institutional corruption has weakened the oversight functions of Nigerian parliament in page 65 and the response from one of the respondents to question 4.2.3 in page 105 supports this. According to another interviewee:

*“Are there really managerial accountability? There isn’t much given to you to work with, so what are you accounting for. It is a pity that public service is regarded as a place where somebody occupies a position because that position is there. Most of the time, there are no set targets, there are no accomplishments, there are no set goals and targets upon which employees should focus and aspire to achieve. They are seen as mere positions which somebody must occupy and hold such position until when he/she retires or when he/she is not there another person steps in. So, there is no accountability. After all, what are you accounting for when the resources are not provided, when the infrastructures are not available? Staff are there being paid, whether they work or not; a lot need to be done in this respect”.*

This response strengthens the fact that institutional corruption in Nigeria has eroded the principles and procedures of public sector accountability in most of the country’s public sector organizations.

#### 5.2.4 Effects of bureaucracy on organizational effectiveness

Here, the aim is to find out how, and to what extent bureaucracy is affecting the effectiveness of public sector organizations in Nigeria. Bureaucracy in public sector organizations have been criticized in some quarters as a major set-back to effectiveness of public sector organizations, when compared to private sector organizations that have less bureaucracy. Majority of respondents said bureaucratic bottle-necks negatively affect effectiveness of their organizations; while others said despite bureaucratic delays, bureaucracy is a good thing because it brings checks and balances in public service activities. Most interviewees were of the view that bureaucracy is not really helping to make public sector organizations in the country effective. According to some of those who said bureaucracy negatively affects their effectiveness:

*“It affects it so much to the effect that set targets are no longer achieved. For example, if a budget is stated to be passed within a certain time, but due to bureaucracy, skirmishes between the executive and the legislature; or even when it is passed, the procedures of fund approval, disbursement and eventual allocation takes time and when the release of funds to the agency is affected by the bureaucracy in the finance ministry, these affects our programme line because there are certain programmes of the agency that must be done in particular times of the year. Some programmes are for certain periods of the year, like in the beginning of the year, programmes related to giving information about the farming period starts in the beginning of the year and if funds are not released for them at that period, the target goal for such programme will be affected negatively. They will not be achieved, so bureaucratic bottlenecks really affect, mile stones are not met”.*

Explaining the negative effects of bureaucracy on the effectiveness of public sector organizations, another interviewee said that:

*“Too much bureaucracy leads to corruption because of long chain of interfaces in the course of doing the job. Also, because of bureaucracy, some people deliberately delay their jobs in order to compel people to give them bribe, or any other thing they might want from them”.*

Confirming the statements above, another interviewee said that:

*“It causes a lot of bottle-necks and slows down the job. Sometimes, the job is not done at the time it is supposed be done and in some cases it is overtaken by time and events”.*

In institutionally corrupt societies like Nigeria, the long chain of bureaucracy in public sector organizations provide opportunities for unethical and corrupt managerial behaviours by managers in the bureaucratic chain. As mentioned in the second response above, in Nigeria, bureaucracy provides ample opportunities for public officials to corrupt the bureaucratic chain and in most cases, create situations that induce or coerce people to give them bribes before they get whatever services they are seeking from public offices. This negatively affects the effectiveness of public sector organizations in the country. Interestingly, the interviewees’ responses appear to suggest that they are not part of public service bureaucracy, rather responses suggests that they are victims of bureaucracy and this is not true. However, contrary to the view that bureaucracy is bad, bureaucracy as some interviewees said is good, it can help to check the excesses

of some public officials and reduce the abuse of bureaucracy and hierarchy in public sector organizations.

#### 5.2.5 Effects of federal character/quota system policy

This section is important because it seeks to find out how the Federal Character or quota system policy which is embedded in Nigerian constitution is affecting effectiveness of public sector organizations in the country. This policy stated that every region and state in Nigeria “must” be “accommodated” in all political appointments, recruitments and promotions in federal government institutions or organizations, the federal civil service, as well as admissions into federal institutions of higher learning (universities, polytechnics and colleges of education), including federal secondary schools in Nigeria on equal percentage, without consideration for merit and competency.

All the interviewees, except one, roundly and strongly condemned and criticized this policy. They said merit has been sacrificed on the altar of federal character; while mediocrity has greatly been enthroned and promoted, meritocracy is being discouraged in Nigerian public sector organizations and other federal institutions in the country. Interestingly the only interviewee who expressed support for this policy on further enquiry accepted to have benefited from the federal character policy. According to some interviewees:

*“Federal character affects effectiveness negatively a lot. For example, we did a recruitment of house officers (Trainee doctors) yesterday, and we had about one hundred and seventy applicants, and we were to take only thirty six people. Among the best ten candidates in the exam, only four were taken, and those who came last were taken, just to fill their state quotas, while the remaining six among the best ten candidates were not taken all in the name of federal character. This situation promotes mediocrity, while merit is sacrificed on the altar of federal character. This is just an example from here, and this same thing is everywhere”.*

This response gives a clear picture of the implication of federal character policy on quality of employees that are recruited into public sector organizations based on the federal character policy. From the example given by the interviewee, one can see that the federal character policy is a discouragement to merit and hard work, while it openly promotes and encourages mediocrity, laziness and incompetency in Nigerian public sector organizations.

As the interviewee stated, this is just in one organization, and this happens in every public sector organization in Nigeria. In a situation like the example given in this response, where best candidates were rejected to pave way for those who came last, it is glaring that the future of Nigerian public sector organizations is at stake, as a result of poor quality of employees' recruited and promoted in the name of federal character. Another interviewee said that:

*"It has been affecting it very adversely. It has been sacrificing quality and productivity, creates room for mediocres to come into service. It is a very big dilemma in nation building in Nigeria... the execution of this federal character creates room for mediocres because educational attainments and developments in various parts of the nation are not the same. So, some people are still far from others and when for instance an examination is conducted for a particular position, you discover that some people from a particular region of the country will not even measure near the minimum pass mark, and for that reason, you have to come back in order to accommodate somebody into the system because the constitution said that you must always bring in somebody from all parts of the country and for this reason, you now sacrifice merit, in order to accommodate others. It is a big dilemma and for whatever it is, it affects dangerously and adversely productivity, efficiency and effectiveness in Nigerian public service".*

Expressing the same view, another interviewee said:

*"It seriously affects here because every state is represented at the managerial level as a director and this leads to recruiting unqualified and incompetent people from "less advantaged" states as directors. You can imagine what they will achieve".*

Another interviewee told how the federal character policy has diminished the quality and productivity of public sector organizations in the country in this response:

*"This idea of federal character is a non-sense idea. Often times they say they want to use it to balance; what you can balance is for example  $1+1 = 2$ . But in the absence of that, when you want to get quality and productivity, you should put aside the federal character thing, and use those who are qualified. It is not helping quality, it has rather introduced tribalism and this federal character has spoiled the school system in this country".*



Responses to this question reveal that the Federal Character Policy is negatively affecting effectiveness of public sector organizations in Nigeria, because all the interviewee excluding one lamented on the negative effects of this policy in their organizations. Though the reason behind the federal character policy is rationale, the unfortunate thing is that Nigeria being an institutionally corrupt society, the federal character has been abused as a result of corruption. In most cases, minimal qualifications are no longer put into consideration in the implementation of the federal character policy and this makes federal character policy a huge obstacle to effectiveness of public sector organizations in the country.

#### 5.2.6 The tenure system and effectiveness of Nigerian public sector organizations

The last question in this section of the interview analysis was asked to find out how the introduction of specific tenures for holders of certain positions in Nigerian public service has affected the effectiveness of public sector organizations in Nigeria. It is important to note that this policy is only applicable to employees under the federal public service. Therefore, those employed by the state public services are excluded from this policy. Nearly all the interviewees from federal government organizations said this policy is already operational in their respective organizations; and that it has impacted positively in their organizations. The remaining few respondents acknowledged the positive implications of this policy, but they said that it will take a little time before they begin to feel the impact of the policy in their branch offices outside their national headquarters because of large concentration of very senior officers at the national headquarters of their organizations.

Since this policy does not apply to state public service, interviewees from state public service could not evaluate the effect of this policy. This notwithstanding, all the interviewees in federal employment said that this policy is impacting positively on employees' morale, motivating and lifting up their spirits. Here are responses from some interviewees:

*“It has positively affected us here because previously, we had mediocres occupying directorate positions and very unwilling to go; but this policy has brought in vibrant people with sound ideas and has opened up the over saturated middle level”.*

This response conveys how this policy has been lifting the morale of employees' of federal government organizations. This policy is believed to be a good

development in federal government organizations in the country because it has paved way for middle level and junior level employees who have been stagnated for a very long time to rise. Earlier before this policy, due to institutional corruption, senior level employees in federal employment go as far as reducing their age in order to delay their retirement and remain in service. As a result of this, there are hardly opportunities for middle and lower level employees to rise through the ranks in federal service in the country. The introduction of this policy has neutralized the benefits of unethical acts of age reduction by senior public sector managers in the country. Reducing their age make them avoid going on retirement when they are due to retire and make way for middle level managers to move up. According to one of the interviewees:

*“It has impacted positively because until this policy, there was a lot of stagnation, there was lack of moral and people were not quite happy working in a place where somebody has been the head for years, especially those from the North who came into the Federal public service through their state public services and they only came in to occupy positions that are meant for their areas. They introduce people who are less qualified and far younger because mere educational attainments in those areas are just recent developments. You see a young graduate with just 8 years of experience becoming a director in the federal public service because he has to occupy a position that is meant for his area. More so, being far younger if he becomes a director, he will stay there for over 16 years and others who are more experienced will not attain such position, they may start fighting him, which is not good for the service. So indeed, this policy has really helped a lot and it has impacted positively on Nigerian public service”.*

Also explaining how this policy has positively impacted on the morale of employees of federal public sector organizations in the country, another interviewee said that:

*“It has helped renew vigour, aspiration and commitment to duty among upcoming officers. This is in addition to ensuring that the weight of the top is eased automatically and periodically as tenures expire”.*

From these responses, it is visible that this policy has not only motivated the lower and middle level employees by giving them hope, it is also seen as a way of addressing some of the causes of infighting and intrigues and injustice in Nigerian public sector organizations. The policy is seen as a way of discharging older employees who have overstayed in the service and refused to go on retirement when they are due for retirement; and whose contributions to the

service have most likely diminished as a result of old age. This policy is therefore, seen as a positive instrument to enhance the effectiveness of public sector organizations in the country.

### 5.3 Summary

**Table 11.** Manager-Related Factors

Communication-Related Factors	Challenges to effective communication	Plausible effectiveness Measures
	Managers communicate through memos and files, employees poor understanding of English language, non-transmission of important information in time, poor handling of communication resistance, failure to keep promises, denying and stifling employees' rights, non-advancement of employees' welfare, poor leadership, etc.	Face-to-face communication is faster, easier, improves timely delivery of important information, reduces the barrier created by poor understanding of English language, reduces misunderstanding and communication resistance, improves manager/employee relationship, good leadership, and has higher contribution to effectiveness.
Traditional management Factors	Lack of institutional mechanisms for accountability, inadequacy of management resources, un-conducive work environment, bureaucratic delays, Federal Character Policy/Quota system, etc.	An institutional mechanism for accountability across public sector organizations will make managers directly accountable for their actions, improve ethical standards, bring transparency in public sector bureaucracy, management of public resources, and enhance financial and material accountability in public sector organizations.

This section of the interview analysis dealt with questions relating to how public sector managers in Nigeria carry out their communication and traditional management functions, which are manager related factors; and how these functions affect effectiveness of their organizations in the country. Though communication functions were rated best in terms of its contribution to effectiveness, talking to employees about their jobs contributes more to employees' effectiveness than treating files. It was discovered from the interviews that most Nigerian public sector managers who perform communication functions were only treating files; while very few talk with employees about their jobs. This shows that most of the managers in public sector organizations in Nigeria do not have direct interactions with their employees. Also, the responses revealed that there is no structured channel through which employees of public sector organizations in Nigeria contribute to decision-making on management

issues. Their contributions are strictly on employees' welfare matters and through their welfare associations or union meetings.

This section of the interview analysis also revealed that there is a problem of poor understanding of English language by employees of Nigeria public sector organizations. English is the official language in Nigeria; this makes communication difficult in Nigerian public sector organizations. Other causes of challenges to communication between employees and managers vary according to organizations and those involved (managers' and employees). Also, none transmission of important information to employees or superiors in good time and indiscipline are common factors that cause conflict between managers and employees in public sector organizations in Nigeria. Interviewees' responses on handling of communication resistance by employees shows that public sector managers in Nigeria are not sensitive to employees behaviours and do not know when to be work centered and when to be human centered.

Interviewees revealed that the following factors are the most common causes of distrust and loss of confidence in public sector managers by their employees: failed promises, none advancement of employees' welfare by managers, managers keeping all the good things to themselves, including benefits and rewards, lack of transparency, "I can do it all" attitude, un-conducive work environments, delay, irregular and non-payment of salaries, retirement benefits and pensions, denying and stifling employees' rights and freedom. These factors are as a result of poor leadership by public sector managers in Nigeria.

On factors involving traditional management, the interview revealed that structuring public sector organizations in hierarchies do not negatively affect their effectiveness. Also, inadequacy of management resources across public sector organizations in the country is seriously affecting effectiveness of public sector organizations in Nigeria. Furthermore, there is absence of common functional institutional mechanism for accountability in public sector organizations in the country; and this impedes on their effectiveness. Also, delays arising from bureaucratic processes constitute a major cause of ineffectiveness of public sector organizations in Nigeria. The interviews show that the Federal Character Policy (quota system) is undermining merit, excellence, competence and hard work in public sector organizations in the country. These negatively affect effectiveness of public sector organizations in Nigeria.

## 6 ORGANIZATION, JOB-RELATED AND EMPLOYEE-RELATED CONSTRAINTS

Human resource management is an important management function in any organization. Its contribution to organizational effectiveness cannot be undermined because it provides managers opportunity to perform management functions that drive employees towards goal achievement. According to Luthans et al. (1988), as elaborated in chapter two, its relative contribution to effectiveness is next to communication functions. This function is classified along organization, job-related and employee-related factors of ineffectiveness. The interview analysis in this section are based on questions relating to how public sector managers in Nigeria perform human resources management functions.

### 6.1 Employees' salaries

This section of the interview analysis seeks to find out if employees' salaries are proportional to their job demands. Responses revealed that paucity of salaries, as well as high salary differentials between different public sector organizations and different levels of employees in Nigeria public sector organizations is negatively affecting the morale of employees of public sector organizations in the country. A handful of interviewees said when compared to employees of other public sector organizations in the country, their employees seem to be satisfied with their salaries. Nearly all the respondents said they are not satisfied with their salaries at all, compared to their job demands. Their salaries according to most of them are nothing to write home about, as it is not worth the time they put in, the kind of work they do, their energy, skills, knowledge and experience.

The salary differences among employees of different public sector organizations in the country creates a situation where some public sector organizations have much better salaries for their employees than others. In Nigeria, a handful of public sector organizations called "revenue generating" organizations like Federal Inland Revenue Service (FIRS), Securities and Exchange Commission (SEC), etc., pay huge sums of allowances to their employees, which raise their monthly salaries, while "non-revenue generating" organizations do not have money to pay such allowances to their employees. This situation weakens the morale of employees of other public sector organizations whose salaries are very much below "living wages". This makes them not to give their best to their jobs and cause them to act corruptly to meet their financial needs. Subsequently, such organizations fail to achieve their goals and such leads to ineffectiveness. Responses from interviewees indicate that public sector employees' salary situation in Nigeria is very bad because nearly all the interviewees are not

satisfied with their salaries when compared to their colleagues in some other public sector organizations in the country. According to some interviewees:

*“No, not even the judges, because there is a lot of inflation in the country, and what you earn cannot buy you something reasonable. This situation opens the doors for corruption. It is very hard for you to say that my salary can buy me this, that, or pay my children’s school fees. The high cost of living is not commensurate with what we earn. This situation makes a lot of civil servants who do not want to be corrupted to have a backup business”.*

This response explains why public sector employees in the country spend much of government paid hours attending to their private businesses instead of using government time concentrating on the job which the government pays them for. But the reality is that based on the current economic situation in the country, salaries of most middle and junior level employees of public sector organizations in Nigeria cannot sustain them and their families for the month. This is why most of them who do not have access to (steal) public funds take to other businesses which they run with government paid hours to augment their salaries. One of the interviewees whose response properly captures the situation said:

*“It does because when you are not motivated, you cannot stay in one place to make wealth, you won’t be stable, but if you are well motivated, for example, what you (referring to the interviewer) have just seen this morning is exactly what I am talking about. Today is Wednesday, this organization has over 500 staff, but you cannot count 500 staff here now. This affects a lot because they have gone out to attend to their other things and they cannot be stable in their offices and this affects their stability in their jobs”.*

Most interviewees gave similar response to this question. According to another interviewee:

*“...When you talk of job demands, I wonder because public service in Nigeria is seen as a social service, a means through which government has to enable citizens to meet up with their financial responsibilities, so when you talk of salary relative to job demands, there are a lot of people who are not putting in anything, who don’t have any job productivity, a lot of people are in the work force, not really putting in anything, no work being done by them, yet they still expect salary. In terms of payment, the pay is not really worth it”.*

This response explains why public sector employees in the country are hardly seen in their offices. They use their official hours to go about their private businesses, in order to make ends meet. As explained in chapter two and in salary and reward factors in table 4, poor salaries, delayed or non-payment of employees' salaries kill employees' morale and motivation. The responses to this question help to explain how these factors have contributed to the ineffectiveness of public sector organizations in Nigeria.

## 6.2 Motivation of managers and employees

The aim of this sub-chapter is to find out if public sector managers in Nigeria consider motivation as an important instrument for human resource management. Employees' motivation come in different ways and actions aimed at lifting up employees' spirit and make them commit their best for the organization's success. As explained in chapter two, extrinsic motivation drives employees to commit their best in their organizations. Interviewees mentioned series of administrative measures their organizations take to motivate their employees. Prominent among these measures are giving gifts and awards to well performing employees. This was mentioned by nearly half of the respondents. The second instrument of motivation according to interviewees is regular promotion of employees who merit and pass promotion exams and interviews. Also, commendation, which is either in written or verbal form, to employees who have performed brilliantly is another way of motivating employees. Others include prompt payment of employees' salaries and allowances, good salaries, improved welfare packages, level of freedom, study leave with or without pay, training programmes, competitive compensation, rent and transport subsidies, etc. Nevertheless, few interviewees said their organizations have no form of employees' motivation and that motivation in their organization is zero. According to some interviewees:

*“Sometimes, officers receive award for exemplary job performance; this is part of motivation. Sometimes, they can even give promotion, depending on the disposition of management team. During the annual performance evaluation, there is a column for such, that someone was awarded for exemplary performance, they can promote someone to the next rank for a gallant performance”.*

Similarly, another interviewee said:

*“By way of prompt payment of salaries, rewards, for example commend them by giving them commendation letters, promoting them as at when*



*due, giving them incentives like Christmas bonuses, rent allowances, opportunities of in-service trainings to enhance performance and to boost service delivery, etc.”*

However, it is interesting to note that prompt payment of employees' salaries and promotion are mentioned as important motivational instruments in Nigerian public sector organizations because most often as some interviewees mentioned, employees are often owed months of arrears of unpaid salaries by most public sector organizations in the country; and employees' promotions are done discriminatorily and through favouritism. Situations where promoting employees who really merit promotion are done discriminatorily and through favouritism; and employees' salaries are delayed or even owed in areas do not help any organization to achieve its goals. It leads to employees' frustration and non-performance, which make such organization(s) ineffective. According to some interviewees:

*“Presently, employees' motivation is minimal; government does not do anything to motivate employees. Motivation this time is personal; and motivations are discriminatorily done by this government, they favour those they want to, it is not done to include every employee under this government”.*

In a similar response, another interviewee said that:

*“Motivation has to come in terms of providing the necessary tools to work with, but most of the times, the tools and the logistics to work with are not there, and the salary is too low. As a research related agency, there should be access to internet connection to source out information, vehicles to move around with, there should be funding for programmes planning and execution, relevant literature, journals and publications; and the absence of these things kill motivation”.*

As explained earlier, poor salaries, discrimination, absence or lack of necessary materials and resources to work with, do not motivate employees. The responses to this question bring to mind the important role of employees' motivation to effectiveness as explained earlier in chapter two of this study. It will be very difficult if not impossible for employees' to feel relaxed in the above situations and their morale are negatively affected in such circumstances, which leads to low productivity and ineffectiveness.

### 6.3 How public managers fail to motivate employees

This section intends to find out the things employees expect management to do for them to motivate them, which management in various public sector organizations have failed to do. According to interviewees, management of public sector organizations in the country should do more to motivate employees' in the area of rewarding/acknowledging employees for good performance, this was mentioned several times. Providing weekly or monthly job schedules, targets and clear conditions of service for employees was mentioned many times. Others include enhanced salary, improved welfare packages, opportunities for training programmes, giving research grants, payment of conference fees for university teaching staff, scholarships for university teaching staff enrolled into doctoral programmes, avoiding discrimination in rewarding and promotion of employees, freedom, better working conditions, etc. According to some interviewees:

*“To the extent that there are no job schedules or targets and job checklists for individual employees to find out on weekly basis, how they have been working and their weekly job accomplishments. If there was a standard regulated and accepted specifications of what job accomplishments in a week, or weekly job targets, everybody would have been working round the clock, if provided with the enablement to do so”.*

This response reveals that some public sector organizations in the country do not have functional means of putting employees' performance evaluation into practice. Due to the absence of employee performance evaluation, there is no standard way of assessing employees' performance in order to reward and promote those who have performed exceptionally well. This confirms some of the responses by some of the interviewees that promotions and rewards in some public sector organizations in the country are done discriminatorily. Another interviewee who expressed the same view said:

*“If they fail to do what is expected of them, for example, when somebody performed gallantly, which he is required to be awarded one thing or the other and you tell the person that what you did is you are performing your job; such is not a way of motivating officers”.*

All these responses show that most Nigerian public sector managers in many ways do not live up to the expectations of their employees regarding motivation, and other human resource management activities or functions that motivate employees to commit themselves and put their best to achieve their organizations goals.

One revelation from some interviewees to this question is that some public sector organizations in Nigeria do not have job schedules and goal targets for their employees. Also, there are no performance standards upon which best employees are selected. Selections are rather made on subjective basis or biases by sectional heads. These responses justify the argument in chapter two that the absence of these factors cause ineffectiveness. Organizations that do not have goals, target(s) and job schedules for employees will likely achieve very little or no success. This explains why public sector organizations in Nigeria are characterized by ineffectiveness. The interview tells that managers of public sector organizations in Nigeria have not done enough to use these instruments to get the best of their employees' and make their organizations function effectively.

#### 6.4 Number and quality of employees in relation to job requirements

This section of the interview analysis aims to find out if public sector organizations have enough employees to function effectively, in terms of numerical strength and quality. Interviewees highlighted the fact that most public sector organizations in the country do not have enough in terms of number and quality of employees they would need to function effectively. Majority of the respondents said they do not have enough in terms of number and quality of employees they need in their organizations. Some interviewees said they have quality employees, but the number is not enough for them to function effectively, while some on the other hand said they have enough employees in terms of number, but not in terms of quality. However, a handful of the interviewees said they have enough in terms of the number and quality of employees to function effectively in their respective organizations. According to some interviewees:

*“Not really. The down level staff is heavy; we have more of junior level staff than senior level. This means that there is more of uneducated staff here than educated employees, and this means that we need more money to train them”.*

This response reveals that in this organization like in many others, there is lack of qualified employees. This situation negatively affects effectiveness of this organization and many others in similar situation. The absence of management resources in public sector organizations in Nigeria worsens the situation because the financial and material resources needed to train this group of employees are not available. The above response is in line with the critical response by one of

the interviewees that most public sector organizations in the country are mere windows through which influential people in the society provide a means of livelihood for their wards and relatives. This also helps to understand why unqualified people are flooded into Nigerian public sector organizations. The response below by another interviewee explains how public sector organizations in the country are flooded with relatives of “powerful” members of the society, even when such employments are not necessary:

*“This is the only area I will say yes. We have enough qualified personnel to work with. There is high unemployment in Nigeria, and the politicians create avenues through which their own persons, kits and kinsmen are employed into the public service and sometimes, even when there are no provisions, they flood the whole area with staff. This organization is one of such windows and we have a lot of personnel here and most of them are graduates because you have to be properly educated to do the kind of work we do here; so over 80% of staff here are graduates, so we have enough personnel”.*

The above response shows that this organization has enough employees because recruitment procedures are not observed and that such number of employees in the pay roll of this organization are not needed. In the response below, another employee explains how inadequate number of employees is affecting their effectiveness:

*“We don’t have enough (numerical strength) and qualified personnel. For example, in this department I am heading, we are supposed to have other sub units, but we have only very few people in these other sub units here. Example, I teach courses from undergraduate to post graduate diploma, master’s and doctoral programmes, attend management meetings, and do other things; by the time I finish all these things in a day, I am completely fagged out without a single strength left for me again. If we have enough staff, I will shed off some of these responsibilities, so that by the time I finish in a day, I will have little strength left for me”.*

All these responses are revealing, because they expose the fact that most public sector organizations in Nigeria do not have enough in terms of quality and the number of employees they would need to function effectively. This reveals part of the reasons why public sector organizations in the country are not effective. For example, this interviewee teaches many courses at degree, masters and doctoral levels. As the head of department, she/he performs managerial functions and attends management meetings. As an academic, she/he is also expected to do research and update her/his lecture materials. Incidentally, these are mentally

demanding and time consuming activities which in this interviewee's case will likely be interfering with each other. There are greater chances from the above response that this interviewee might not be giving adequate attention to each of these responsibilities. These will likely affect the quality of her/his input (teaching, research and management), as well as the quality of results (graduates, research and leadership). In the long run, these will affect this interviewee's effectiveness. It is also interesting to note that some of these graduates will be absorbed into public sector organizations in the country, and the circle of ineffectiveness will likely continue.

Again, it was discovered that while some public sector organizations in Nigeria do not have enough staff, staff strength in some public sector organizations are over bloated beyond reasonable limits, because some public sector organizations in Nigeria are avenues through which influential people in government and top ranking politicians provide their wards and relatives some kind of "social security benefits" in the name of employment. These groups of employees do not even go to work and still get their monthly salaries at the end of every month. This weighs heavily on the budgets of these organizations; such that funds that would have been used to provide infrastructures, materials, logistics and other necessary facilities needed for them to function effectively are spent on staff salaries, leaving them with little or nothing to run the organization(s). This situation affects their ability to function effectively.

Also in some cases, the number of unqualified employees is outrageous; this also affects negatively because these organizations will have to embark on massive employee training programmes for those set of employees. Unfortunately, most of these organizations do not have the resources to do so. These also tell why public sector organizations in Nigeria do not function effectively. As explained in chapter two, lack of management resources, which include qualified personnel resources causes ineffectiveness. Most interviewees' responses could be taken as confirmation to this claim; it is however not the whole explanation for ineffectiveness of public sector organizations in the country.

#### 6.5 Getting familiar with values, missions and goals of public sector organizations

The aim of this section is to find out if public sector organizations in Nigeria hold orientation programmes or other forms of activities to make new employees get familiar with their jobs, environments, values, missions, goals and know other employees in the same organization(s) as a way of helping them settle down to work early enough. Organizational mission informs employees of the

organizations goals, guide, direct and unify their efforts towards realizing such goals (cf. Williams 2008: 97-98). Interviewees pointed out various measures their organizations take to help employees to settle down early. Majority of the interviewees said they organize orientation, induction and training programmes to make new employees adapt to their organizations, its culture, work ethics, goals, missions, values and know other employees'. Few interviewees said that while they take the above measures, they also attach new employees to older employees for some period of time, for them to be properly tutored before assigning them to any duty post. According to some interviewees:

*“When people are newly employed, we organize orientation programme for them to be acclimatized to the system. We organize orientation courses and programmes, and on the job trainings where we assign them to do something that will make them to think and get used to our values, missions and goals”.*

Another interviewee said that:

*“There is what we call “carry him along” when we get a new employee, we give him/her guide on how to work, give him/her practical assignments and guide him/her on how to do it, give him/her course curriculum and guide him/her on how to go about the job. We also assign them to those who are older in the job to guide them. We also get them informed on the ethics of the job, to be a guide to them”.*

Another response from one of the interviewees confirm that Nigerian public sector organizations have procedural ways of familiarizing newly recruited employees to their Values, missions and goals. According to one of the interviewees:

*“When we recruit, we send them to our academy for junior, middle and senior level employees. In these institutions, officers are trained in the organization’s values, missions and goals. We also have what we call parade, which we do on monthly basis to brief, indoctrinate and mentor officers. We also organize refresher courses”.*

The responses to this question reveals that public sector organizations in Nigeria have established programmes through which new employees are acquainted with the culture, goals, values and missions of public sector organizations in the country. This is therefore, not the reason for the ineffectiveness of public sector organizations in Nigeria.

As explained in chapter two, organizations values and missions contribute in important ways to the organizations effectiveness. They define the purpose and *raison d'être* of every organization. Organizational goals are determined based on the values and missions such organization(s) espouse. Some organizations use such words as credo, core values, corporate philosophy, vision statement or guiding principles in place of mission statement. Organizational mission statement defines the direction the organization is headed, points the plans and pathway to the direction, and identifies what the organizations priorities, values and beliefs are. Organizational mission contributes significantly to the realization of its purpose, by directing, focusing, inspiring and motivating employees towards high level performance (Blair-Loy, Wharton & Goodstein 2011: 429). Organizational mission statement motivates employees for improved performance, sharpens organizations focus, direct and guides employees and organizational actions. Organizational mission statement enhances organizational performance (Bart & Baetz 1998: 828-829). Clear mission eliminates confusion, uncertainty and contradictions and make employees to work in line with the expectations of their roles in the organization (Bart, Bontis & Taggar 2001: 22).

Organizational goals and objectives explain the targets which organizations strive to achieve (Nyameh, Jaro & Titus 2014: Bart & Baetz 1998: 833). It is the standard by which organizations strategic options and alternatives are evaluated. Like organizational mission, studies have found that employees' commitments are positively influenced by organizational goals. Well-articulated organizational goals largely relate to its performance results (Bart & Baetz 1998: 833). Organizational goals support performance management by enhancing employee development and engagement, aligning individual capabilities with tasks, maximizing employee engagement and improve performance through open communication of organizational vision, values, goals and objectives, and recognition of individual employee efforts and personal achievements (Nyameh, Jaro & Titus 2014: 494-495).

Organizational values are set of beliefs that represent what the organizations think and the opinions it holds about itself. For example, the belief that the organization is the best, that her employees represents the organizations' most valuable resource, the belief that the organization must make an impact and contribute positively. Organizational values and goals are both related to the mission statement. Studies on the relationship between organizational values and effectiveness have been on the increase. There is a general belief that organizational success or failure is determined by the type and quality of its values. It has been discovered that organizations with strong, distinguishing



values and goal orientations have been seen to be effective (Bart & Baetz 1998: 833). A mission statement helps employees to align themselves to the organizational values and work together towards realizing the goals of the organization, because achieving the goals of the organization also translates to achieving employees' goals. This enhances effectiveness of the organization.

## 6.6 Key determinants of employees job designation

The aim of this sub-chapter is to find out the factors that are taken into consideration before assigning employees to specific roles in public sector organizations in Nigeria. This is important because certain positions and roles in every organization require special skills, knowledge and training; hence, anybody occupying such position or carrying out such role(s) must possess the requisite qualifications, skills, knowledge and expertise to effectively perform such function(s).

Responses showed that different organizations consider qualities that are peculiar to the vacancies in their organizations at any given time. However, certain factors appear to be common across public sector organizations in Nigeria. These factors received numerous mentions by interviewees' across organizations. Such factors include educational qualification, experience, integrity and background of employees, skills, training, expertise and capability. Also, for those in paramilitary organizations, ranking structure, area of specialization or professional background is given considerations. According to some interviewees:

*“There are a lot of factors we put together. We look at productivity, the personality, the way they work and how fast employees are able to grasp directive, skills, qualifications, and what you applied for, that the job specification you were employed for. Basically, we look at your skills and qualifications while posting employees”.*

Similarly, another interviewee said that:

*“We consider level of education, area of specialty, and to some extent, the employees' level of integrity because there are some sensitive jobs that are not given to just anybody that is qualified”.*

Corroborating the two responses above is this response from another interviewee who said:

*“Majorly, we first of all look at his/her academic qualification which shows you the area of training of such employee. Since we are dealing with the people, those who studied social sciences are sent to perform enlightenment jobs as COMOs (Community Orientation and Mobilization Officers) in the field, where they are going to re-orientate, educate and talk to the people, based on their trainings. While the professionals, i.e. accountants, etc. are sent to the accounts department. We also consider their temperaments when they come in, to determine which job schedules that suit their situations. If we discover that one is not doing fine in his/her area of assignment, there is room for redeployment to another area”.*

It is evident that public sector organizations in the country take necessary steps to assign employees to positions or roles where they rightly fit in. However, it could be easily noticed that all these are merely on paper and may not truly reflect the exact situation because some of the interviewees appeared to be sweetening their responses to some questions as a way of protecting the image of their organizations. Also, if all these factors were actually taken into consideration as claimed by interviewees, it would not have been possible to experience the present level of ineffectiveness in public sector organizations in the country.

#### 6.7 How quality of education of employees affect effectiveness

This section of the analysis seeks to find out the quality of employees' education and how it is affecting effectiveness of public sector organizations in Nigeria. This becomes necessary due to the failing standard of education in the country as a result of poor infrastructures, materials and human resources, and unstable academic calendar and frequent long periods of industrial actions in the education sector. It is expected that the failing standard of education will directly impact negatively on the quality of education received by the graduates of these educational institutions who are later employed in public sector organizations in the country.

Most interviewees were of the view that the standard of education in the country was going down. According to some of the interviewees, poor quality of education in the country is negatively affecting their employees' productivity and this is contributing to the ineffectiveness of their organizations because of employees' poor output. A good number of the respondents said that in their organizations, there are some employees with high quality education and also, there are some with low quality education. But, they all have the same certificates that qualify

them for employment; however, while those who received high quality education produce better and quality output, the productivity of those who acquired low quality education are poor, which negatively affect their effectiveness. Few of the interviewees said that all their employees have quality education and this is impacting positively on the effectiveness of both the employees and their organization. Interestingly, some interviewees politely said that their organizations get involved more in training and retraining of their employees, in order to keep them up to standard in quality and output; and this has impacted positively on their organization's effectiveness. According to some interviewees:

*“The individual has to have quality education. Presently, we are still using the old employees, they are still doing well; we have not been able to find capable hands to replace these old hands. This means that the quality of education the new employees got before joining us is poor; this is why they have not been able to fit in properly as good replacements for the older ones”.*

This response indicates that the standard and quality of education in Nigerian is failing, and it is negatively affecting effectiveness of public sector organizations in the country. Interestingly, the seniority based system of selecting people for training in Nigerian public sector organizations does not encourage training of newly recruited employees. All these contribute to the ineffectiveness of public sector organizations in the country. According to another interviewee:

*“The organization is only a microcosm of the larger society, and the larger problems and prospects of the Nigerian society at large. The quality of education in Nigeria and the quality of Nigerian graduates have been failing seriously and this reflects in their effectiveness. Some of them cannot express themselves in good English in order to convince somebody, and we are supposed to talk to the low, the high and the mighty in the society; and when you cannot make a good sentence, some of the well-educated members of the society will not take you seriously. This is the result of the poor education they got, which they brought into the job; however, there are also very good quality ones among them who are used to clean the Augean stable”.*

The above responses show that poor quality of education in Nigeria is negatively affecting employees' productivity and the overall effectiveness of public sector organizations in Nigeria. In chapter two, the contributions of employees' quality of education, knowledge, skill and training to effectiveness were explained under employee-related factors. The employee-related factors explained how lack of

appropriate and quality education, knowledge, skill and training for a job reduces employee's output.

### 6.8 Encouraging employees development

The aim of this sub-chapter is to find out if public sector organizations in Nigeria have structured frameworks for human resource development. Responses from majority of the interviewees showed that they have existing frameworks for employees' development and capacity building in their organizations. They said they encourage employees' development in their organizations through study leave with or without pay, depending on the number of years such employee(s) has served, in-service training programmes, workshops and seminars, conferences, scholarships and research grants, some interviewees said their organizations pay the bills for staff conferences and tuition fees. They also sponsor them to acquire further qualifications that are relevant to their organizations. According to some interviewees:

*“We encourage human resource development in this university by giving scholarships to junior lecturers with master's degree to do PhDs, often times, we give research grants, pay for their conferences and superior guides”.*

Similarly, another interviewee said:

*“We encourage them to go to school through part time and regular study programmes, overseas trainings, local trainings etc.”*

The interesting thing here is that majority of these interviewees who said their organizations send employees on training programmes, pay for staff conferences and tuition fees, workshops and seminars, give scholarships and research grants; and also sponsor their employees to acquire further qualifications that are relevant to their organizations are the same interviewees who in response to some earlier questions on motivation and etc., said that their organizations have not done all these things for them as a way of motivating and encouraging them. This shows that somehow, some of these interviewees are trying to cover their organizations by giving the impression that all is well in some of the questions, while truly, things are not as good as they have been presented. My personal observation regarding this situation was that some of the respondents were afraid of revealing the whole truth in some questions, for fear of victimization. But while responding to some related questions, they opened their minds and told the whole truth, regardless of the contradiction to their previous responses.

However, not every public sector organization in the country has a training model that accommodates every employee; especially, employees who are not at the national headquarters of their organizations. As a result, employees who are not at the national headquarters are encouraged by their state or regional branches to take further study programmes to acquire more knowledge and enhance their abilities in the organizations. Some interviewees said that their organizations have no sustainable employees' development plan. According to some of these interviewees:

*“At the national level there is a training model which does not accommodate everybody; especially those at the State levels; so we encourage staff to go for in-service training or to acquire more knowledge through education”.*

Another interviewee said that:

*“Capacity building is not so much in this organization, at times; they single out those in-charge of our local government offices once in 3 or 4 years or so, and heads of departments at the state level. There is no sustainable capacity building or development plan in this organization for employees. But through promotion exams, people read the civil service rules and current affairs, in order to pass the promotion exams; other than that, there are no sustainable development plans, or capacity building for the staff to make them add something to their productivity and it is unfortunate”.*

Corroborating the above statements is the response from an interviewee who said that:

*“Employee encouragement and development is usually on personal note here because we don't get encouragements from the government...”*

Based on this interview result, the responses to this question reveal that not all the public sector organizations in Nigeria have defined and established frameworks for employees' development and capacity building. It can be seen from their responses to some previous questions that some of the interviewees were merely trying to protect their organization by attributing to their organizations such things they are not doing. Some interviewees said their organizations organize training programmes for all their employees as a way of enhancing employees' development, while they had said in a different question that their most obstacles to employees' training and development needs is lack of funds. This raises question on why they excluded other means of employees'

capacity building, and concentrate only on training which they do not even have adequate resources to embark on regularly for every employee. In effectiveness and ineffectiveness factors in chapter two, training was grouped under employee-related factors of effectiveness. It was explained in that section that lack of training, knowledge and skill for a job by an employee reduces the employees' output, while employees' training, skill and knowledge increases output. It could be seen from this interview that lack of employees' training is contributing to the ineffectiveness of public sector organizations in the country.

### 6.9 Prioritizing training needs of employees

This section intends to find out how employees' training needs in public sector organizations in Nigeria are determined. Whether it is based on employees' level and position in the organizations hierarchy, or on the organizations' training needs to achieve goals, and the roles each employee plays to achieve such goals. Few interviewees said they give middle level employees priority attention in terms of employees training and development. Majority of the interviewees said in their organizations, the senior level employees occupy priority consideration for training. Very few interviewees said they concentrate more on professional cadres of employees and the needs for their organizations goals irrespective of level and position of employees in the organization. According to some interviewees:

*“The top management levels occupy priority for trainings”.*

This means that no matter how important the roles junior and middle level employees play in achieving the organization's goals, irrespective of the need and urgency to improving their skills and knowledge regarding their roles, little or no consideration is given to their training needs in the organization. Corroborating this statement, another interviewee said that:

*“Training here is based on seniority list; however, all employees here are entitled to training, and are encouraged to go to school as well as belong to professional associations”.*

According to another interviewee:

*“We start with senior lecturers and above in terms of development and headship positions here”.*

It seems obvious that managers' of Nigerian public sector organizations have a tendency to keep all the good things to themselves. Also, making senior managers

first priority for training in Nigerian public sector organizations jeopardizes the future of public sector organizations in the country because middle and junior level employees' who are supposed to take over from them are not properly groomed and trained to take-over. This accounts for part of the reasons why one of the interviewees in 6.7 above said that they are still using the old employees' because they have not been able to find capable hands to replace these old hands; that their new employees' have not been able to fit in properly to replace the old ones.

It is evident that majority of public sector organizations in Nigeria do not get their priorities right regarding employees training and development needs. Priority attention ought to be given to the organizations' immediate training needs and the training needs of employees, based on their roles in the organization, without consideration to positions. Seniority based training method as practiced by most Nigerian public sector organizations is not a strategic way of determining organization's training needs. It is not an effective way to achieve the goals of public sector organizations'. It rather contributes to ineffectiveness of public sector organizations because in most cases, public sector organization might not have immediate need to train senior employees' at the time she/he is positioned for training. If trainings are done based on seniority, instead of training needs and employees' roles in achieving the goals of their organizations, junior and middle level employees who play strategic roles may be left out in order to accommodate senior employees whose roles may not be of strategic importance at a particular point in time. Situations like this definitely have a negative impact on the organizations success and future of public sector organizations. This makes public sector organizations ineffective.

In Luthans et al. (1988) study, human resource management is next to communication in relative contribution to managerial effectiveness. Luthans et al. (1988) study included training as part of human resource management function of managers'. According to Aguinis and Kraiger (2009: 451-474), training improves employees' performance consistency, technical skills, procedural knowledge, self-management skills, etc., and all these lead to positive changes in job performance. The seniority based training as practiced in most Nigerian public sector organizations fail to prioritize organizations training needs and contributions of employees' to the actualization of organizational goals. This is part of the reasons why it is difficult to find capable hands to replace the old employees' in most Nigerian public sector organizations today; and this contributes to the ineffectiveness of public sector organizations in the country because the old employees' are no longer active and cannot perform optimally.



### 6.10 Obstacles to training needs of employees

This section of the interview analysis seeks to find out the factors that constitute obstacles to employees training and development needs. This is relevant because employees' training and capacity building is one way of improving employees' quality. Training empowers employees, increases their awareness, understanding of their job and motivate them to achieve the goals of their organization (Mgbeke 2009: 197). Responding, majority of the interviewees said that lack of funds is the major obstacle to employees' training and development needs in their organizations. Some included non-availability of the relevant training programmes within the country, lack of interest by top management to include employees' training and development in their organizations budget, favouritism by their organizations' leadership who allocate the few training opportunities to their favourite employees and relatives in the organizations, the challenges employees face while combining work and study at the same time, the fear that employees might abandon the organizations after being trained by their organizations, lack of basic amenities/facilities, infrastructures and qualified manpower in the training institutions of some of the organizations that have their own training institutes. According to some interviewees:

*“The obstacles are budgetary constraints and favoritism; because even when the little allocation comes, those at the leadership of the organization give it to their favored staff, brothers, kinsmen or friends in the organization”.*

According to another interviewee:

*“The major obstacle is the fund and maybe, the will of the top management to include the training of employees' in the agency's budget”.*

As explained in the effectiveness and ineffectiveness factors in chapter two, lack of employee training and development is one of the causes of ineffectiveness. These obstacles constitute barrier to employees' training in Nigerian public sector organizations. They are part of the reason why quality of employees in public sector organizations in the country are poor, when compared to employees' in private sector organizations. This is because all these obstacles mentioned above are practical realities that exist in public sector organizations in Nigeria. These factors negatively affect human resource development and capacity building in public sector organizations in Nigeria.

Training and development as a human resource management practice equip employees with the needed skills, knowledge and abilities to perform their duties.

It contributes immensely towards organizational growth and success by increasing motivation, productivity and quality of work by employees. The rapid growth in technology, job designs and the ever increasing importance of learning makes training and development an important human resource management function. Managers identify and determine organizational training and development objectives through organizational needs assessments and jobs/tasks analysis (Niazi 2011: 43-45). However, instead of determining organizational training and development objectives in Nigerian public sector organizations based on organizational needs assessments and jobs/tasks analysis, they adopt seniority-based model. Based on earlier observation that senior managers of public sector organizations in Nigeria keep all the good things to themselves, regardless of its negative effects on organizational effectiveness, it is obvious to state that this practice aims at maintaining this greedy tradition.

Training helps to enhance job performance by improving employees' skills, behaviours and attitudes towards work. Training as a human capital development intervention has to be maintained over time and generalized across contexts (cf. Truitt 2011: 2). Organizational effectiveness is negatively affected in organizations where training objectives are determined on seniority basis, where employees hardly get training opportunities to replace obsolete knowledge and skills due to lack of resources, where corruption and discrimination affect the choice of employees selection for training. It seems obvious that these factors among others contribute to the ineffectiveness of public sector organizations in Nigeria.

In chapter two, some reviewed literatures corroborate the response of interviewees to this question. For example, United Nations (1998: 90), Adegoke (2011: 4) and Mgbeke (2009: 197) mentioned the hesitant and uncooperative attitudes of senior managers of public sector organizations concerning training of their subordinates. They also pointed out that due to prevalence of institutional corruption; training is made a specific reserve of few public sector managers that have been predestined to hold managerial positions in their various organizations. These are part of the causes of ineffectiveness of public sector organizations in the country.

### 6.11 Minimizing unwanted behaviour of employees

In this sub-chapter, the intention is to find out if there are laid down functional procedures for disciplining and punishing erring employees in public sector organizations in Nigeria. Often times, rules and ethical codes of conducts in most public sector organizations exist only on records, or they function based on the

leadership in such organization at a certain time, or based on who the victim is. Interviewees gave similar responses; their responses show that they all follow the provisions of civil service rules while applying disciplinary measures. However, majority of the interviewees said they immediately apply disciplinary measures to minimize unwanted behaviour of employees; while the remaining few interviewees said they first hold discussions with erring employees, and also try to improve their personal relationship with employees before applying disciplinary measures. According to some interviewees:

*“By strictly implementing the organization’s disciplinary policies, being fair in taking decision on matters that relate to employees and using offenders as scape goats to serve as deterrent to other employees”.*

Another interviewee said that:

*“We issue them query; and as soon as this is done, it brings them down to size because nobody wants to have any bad record in his/her file”.*

Also responding to this question, one interviewee said that:

*“This organization is part of the public service and it is guided by public service rules; and manners and procedures to discipline erring staff are stated and we follow all these approaches. It could be sanction, disciplining, query, suspension, interdiction, or even loss of salary, depending on the nature of the misbehavior, we follow all these stated procedures and it has been paying off”.*

These are indication that public sector organizations in Nigeria have effective mechanisms in place to control and minimize employees’ unwanted behaviours. But the truth is that all these measures mostly exist on paper, while some are mere wishful thinking of the interviewees. My personal observation and experience during this interview shows that these measures are not practically enforced, except if a manager wants to make certain employee(s) scape goat, or has some scores to settle with certain employee(s).

Interestingly, according to Luthans et al. (1988) study, ‘effective’ managers who communicate more with their employees do not apply disciplinary sanctions immediately as a way of minimizing employees unwanted behaviour. Just as they do when employees show signs of communication resistance, they engage such employees in a discussion to find out the reason for such behaviour before engaging in procedural disciplinary measures. However, it could be observed that most Nigerian public sector managers, except very few proceed with disciplinary

actions immediately they find their employees wanting and situations like this leads to disaffection and discontent which creates rifts between managers' and employees of public sector organizations in the country. This eventually contributes to the ineffectiveness of public sector organizations in the country.

#### 6.12 Alleviating job-related risks and fears of employees

In this section, the purpose of the interview question was to find out if public sector organizations have structures and mechanisms in place to alleviate employees' fears concerning job-related risks, and encourage them to carry on with their jobs with less worry about risks. If certain measures are in place to protect employees from job-related risks, and alleviate their fears concerning such risks, it potentially motivate them and increase their morals. This enhances their productivity and effectiveness. Responses varied among the interviewees, based on the kinds of risks employees face in different organizations. However, some said they make provision for adequate security for employees who get involved in life threatening assignments among other measures; while majority of the interviewees mentioned among others things, that they give adequate training and advice to employees on risky assignments before they are deployed. According to some of the interviewees:

*“We provide them with police security, where it is very risky and dangerous; we don't even allow them to go. There is no insurance for employees”.*

Corroborating the statement, another interviewee said that:

*“If it requires assisting them with security personnel we do that; we support, assure and reassure them that the management is strongly behind them in such situations. We also advise them on how to go along with their jobs”.*

This indicates that there is no structured means of taking care of employees if eventually something happens to them while on the job, or if they die in the course of their job. The absence of insurance coverage for employees of most public sector organizations in the country is cause for them to worry in certain situations, and this affects their psyche and morale, which eventually affect their effectiveness.

However, very few of the interviewees said that they have life insurance scheme, or payment of hazard allowances for their employees, in the event of death or any

kind of accident while performing their jobs, in order to reduce their fears. According to some of these interviewees:

*“There is a programme to alleviate the sufferings of those who had accident in the course of their job, there is insurance paid to take care of that”.*

Another interviewee said that they take care of such situation:

*“By giving/providing life assurance policies for employees; and there are so many stages to go through before an employee’s appointment could be terminated in the public service and this provides job security to public servants, unlike in the private sector. This helps to reduce fears and make employees have the confident to work in all situations”.*

The presence of this kind of structural and institutional mechanisms of building employees confidence and assurance of protection motivates employees to make sacrifices for their organizations, despite the circumstances and conditions they might face while working for their organizations. This is a very important employee motivation and human resource management strategy.

The revelation from this is that most public sector organizations in Nigeria do not have any form of insurance scheme for their employees. Such situation affects employees’ feelings and moral to take risky assignments for their organizations because they know there is no assurance for them or their families in the event of accident or death while performing such assignments. As a result, most employees will either excuse themselves from such assignments, or involve in it with little or no commitment. They cannot perform effectively in such situation because their psyche has already been affected; they are merely obeying instructions, rather than working to achieve results.

### 6.13 The implications of age on job performance

This section aims to find out how aging affects employees job performance in public sector organizations. This important because in Nigeria, civil service entry age is eighteen, while retirement age is sixty. Interestingly, this policy has made age falsification a common occurrence in Nigerian public service. It is common to see lots of employees who are physically above the retirement age still in service. It is therefore, important to find out how their age is affecting their productivity.

Interviewees agreed that age is an important factor in employee(s) productivity. Most respondents said that they strictly abide by civil service provisions on entry and exit age in their organizations; so, they don't have problems with employees' age in their organizations. Some of them said that old age is negatively affecting effectiveness of their organizations. Interestingly, interviewees equally said that old age affects their organizations positively because in their kind of jobs, employees mature and acquire experience with age. According to some of the interviewees who said that they observe the civil service provisions on entry and exit age:

*“The civil service has entry and exit age and only those within such age brackets are allowed to be in service. This gives room for physical and mental alertness”.*

Another interviewee who said that employees' age is not a problem to their organizations said that:

*“Civil service has age limits, it has age to come and it has age to leave. This constitutional provision makes it possible not to bring in an under aged person into the civil service, as well as not allow an over aged person to remain in the civil service. This guides against the challenges of age limit...”*

Though most of the interviewees said their organizations do not have problems with employees' age; they agreed that employees' age is an important factor in employees' effectiveness. Some interviewees bared their minds on how old age is negatively affecting effectiveness of their organizations. They regretted that age falsification has increased the number of older employees in their organizations who on records are still within working age. It is worthy to note that most interviewees who hold this opinion are young managers.

According to some of these interviewees:

*“It does affect; for example, you notice that when a worker is almost retiring, they begin to fail in health. A lot of men come to the office, they are sleeping and idling away or complaining I want to go to the hospital; and they just come to the office and take excuse to go to the hospital. Their productivity will diminish, age is a factor in the public service and it affects negatively. Also in our society, health challenges are regarded as something to pity somebody for and this makes the job to suffer... But because of our custom and tradition which make us to pity sick ones, where somebody who is incapacitated is pitied, they now exploit it as an*

*opportunity to disrupt the working programme of the organization where they work. People even go to the extent of falsifying their age to remain in service”.*

Corroborating the above statement, another interviewee said:

*“There are cut off ages which anyone who attains such ages will retire. If you are 60 years of age, you retire, and if you are not up to 60 and you have put in 35 years in service, you also retire. You don’t have control over that, even though some people keep declaring false age, and claim they are young when truly they are no longer fit to remain in service, because physically, they are wearing out. In such cases, if it begins to affect productivity, we lay such staff off during streamlining or downsizing exercise because such people, even though on records they have more years in service, but physically, they are no longer productive”.*

These explain the effects of age falsification which make it possible for over aged employees to remain in service, while their mental and physical contributions to the service has diminished. However, this does not mean that at the age of sixty, people begin to lose mental and physical alertness. Most jobs in public service require more of mental input than physical input. At sixty years, some employees are still physically and mentally fit to continue with their job. At this stage, their experiences are invaluable to the organizations and younger employees benefit from the wealth of experience of older employees at this stage. Due to the training procedure of most Nigerian public sector organizations which give priority consideration to senior public sector managers, it becomes a problem to retire employees who are still physically and mentally fit and willing to work at the age of sixty. It endangers the future of Nigerian public sector organizations. Also, lack of knowledge, experience and skill by lower and middle level employees’ due to lack of training makes it difficult to find replacement for the older ones. Interestingly, majority of the interviewees said their organizations are not affected by employees’ age. Despite these benefits of keeping older people in service, it is a fact to point out that old age equally slows down human mental and physical capabilities, which negatively affects productivity of such individuals.

Chapter two and four explained how the official behaviour of public sector managers and employees in institutionally corrupt societies are affected. Employees’ age falsification that is mentioned by some respondents in this section of the interview analysis is one of the ways through which institutional corruption affects official behaviour of public sector managers and employees. Nigerian public sector managers and employees falsify their age to remain in



service even when they are due to go on retirement mainly for two reasons. These are both the negative effects of institutional corruption on public sector managers and employees' in the country. Firstly, as earlier explained in chapter two and four, seeing the fate and sufferings of retirees whose retirement benefits and pensions have been 'misappropriated' due to institutional corruption, they know that similar situation awaits them on retirement, hence, they falsify their age to remain in service. Secondly, due to institutional corruption, most public sector managers and employees whose official positions give them access to public funds; or by virtue of their positions they can induce customers to offer them bribe or be induced by customers to accept bribes, such people do not want to leave such positions, hence they go on to falsify their age to remain in service.

#### 6.14 Summary

This section of the interview analysis dwelt on questions relating to human resource management functions in public sector organizations in Nigeria, how they are performed and how they impact on public sector effectiveness in Nigeria. From this interview analysis, certain human resource management factors that directly or indirectly contribute to the ineffectiveness of public sector organizations in Nigeria were made visible. It was discovered from the interview analysis that public sector employees in the country are poorly paid, except employees of some public sector organizations that are revenue generating, paramilitary and regulatory bodies. The salary differences among employees of different public sector organizations in the country create a situation where few public sector organizations have much better salaries for their employees than others. This situation weakens the morale of employees of other public sector organizations whose salaries are very much below "living wages". Also, there is a wide margin between the salaries of senior public sector employees and those of the middle and lower level employees in Nigeria. This creates a situation where the most senior employees live in total affluence, while the middle and lower level employees live in abject poverty. Besides, some public sector organizations do not pay employees' salaries as at when due; in some cases, employees are owed months of unpaid salary arrears.

It was also discovered that in Nigeria, public sector organizations are mere windows through which influential people in government give employment to their wards, friends and relatives. This leads to filling public sector organizations with over bloated number of employees. As a result of this, funds meant for the provision of necessary facilities, materials, logistics and infrastructures needed for public sector organizations to function effectively are spent on employees'

salaries, leaving them with little or nothing to manage the organization(s). Owing to this, public sector employees in Nigeria lack the basic tools, resources, infrastructure and conducive environments to function effectively. Also, some public sector organizations in Nigeria have no standard for employees' performance measurement; there are no job schedules, job targets or goals for employees' to actualize.

It was also discovered that employees' poor quality of education is negatively affecting quality of their output. Also, employees' training, development and capacity building in most public sector organizations in Nigeria are determined by seniority, instead of organization(s) training needs, and employees' roles in achieving organization(s) goals. There is lack of interest by top management of most public sector organizations in Nigeria to include employees' training and development in their organizations budget. Employees' fear as a result of unmitigated job risk is part of the causes of public sector ineffectiveness in the country because most public sector organizations in Nigeria have no insurance scheme for their employees. There is also, the presence of older employees who are already above retirement age in public sector organizations in Nigeria because of age falsification. This affects their physical and mental ability to function, as they are no longer optimally productive to their organizations. All these identified factors in this interview analysis have been negatively affecting the effectiveness of public sector organizations in Nigeria. The final chapter of this research will therefore, present the main findings and the response to the research question(s).

## 7 CONCLUSIONS AND DISCUSSION

This research examined the challenges to effective management of public sector organizations in institutionally corrupt societies, with Nigeria as a case study. This study looked at behaviour and activities of Nigerian public sector managers while performing their managerial functions. The study is based on empirical data collected from interviews conducted with managers of public sector organizations in the country. As stated in the beginning, the main aim of this research is to answer one main research question: how does institutional corruption affect effective management of public sector organizations in institutionally corrupt societies? The following sub questions helped in answering this question:

- (a) What are the challenges posed by institutional corruption to effective management of public sector organizations in Nigeria?
- (b) How do these challenges manifest in official behaviour and activities of public sector managers in the country?
- (e) Why have these challenges persisted, despite their negative effects on effectiveness of public sector organizations?

Luthans et al. (1988) study of managerial activities, Mintzberg (1980) study of nature of managerial work and DuBrin (2008) ineffectiveness factors provided the theoretical framework for studying how the activities of Nigerian public sector managers and institutional corruption are making public sector organizations in Nigeria ineffective. This study established that institutional corruption negatively influence the official activities of Nigerian public sector managers in many ways. This has significantly affected the effectiveness of public sector organizations in the country negatively. Though a good number of public sector managers despise corruption, however, they could not help using corruption to move public sector bureaucracy forward when it becomes inevitable. The main finding of this study is that institutional corruption leads to emergence of factors that deepens ineffectiveness of public sector organizations in Nigeria.

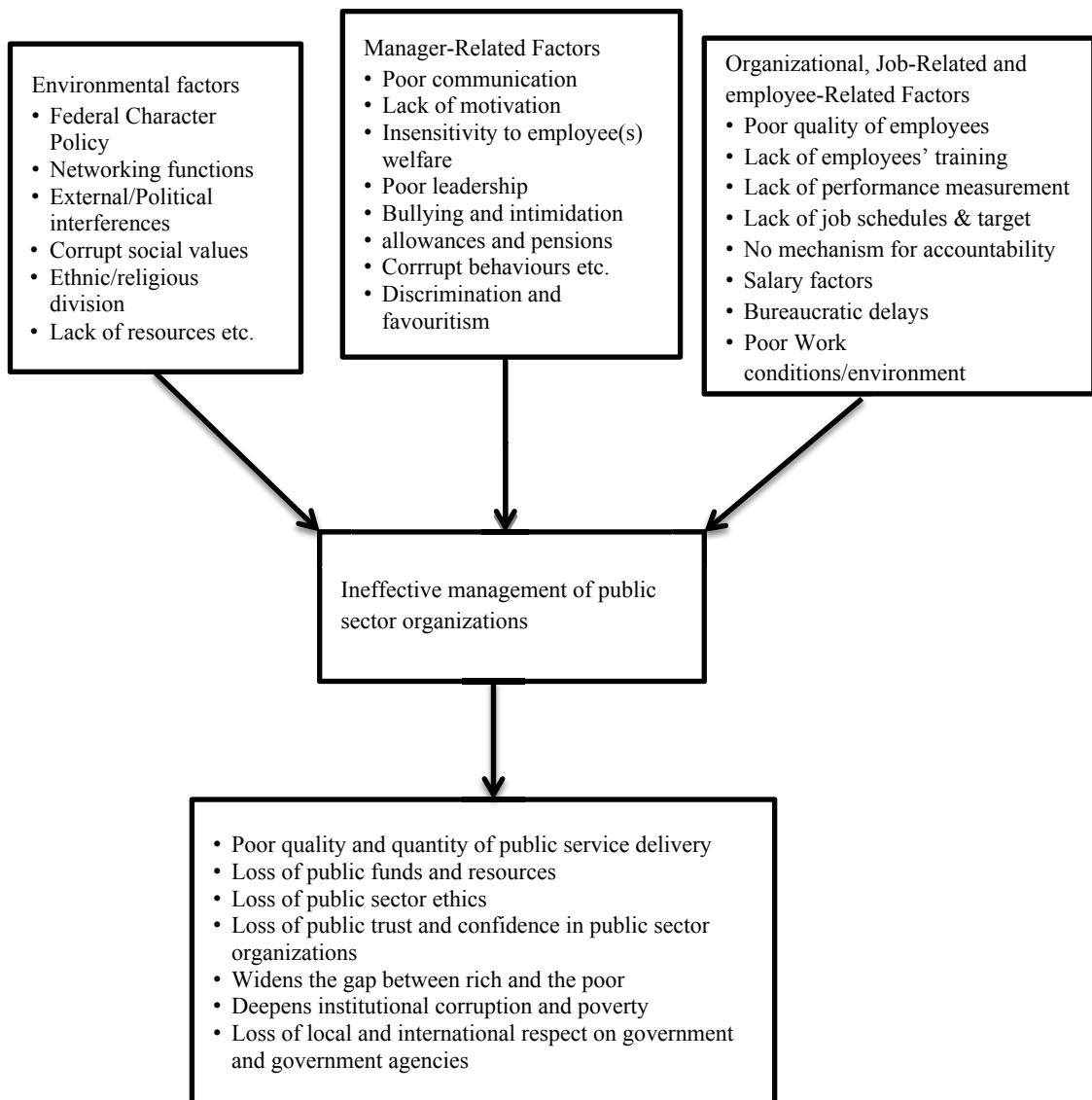
The empirical data for this study came from the semi-structured interviews with managers of public sector organizations in Nigeria. The interview questions covered the five factors of effectiveness/ineffectiveness discussed in chapter two: environmental, organizational, manager-related, employee-related and job-related factors. The interviewees are managers who have served seven years and above in their respective organization. Majority of the interviewees shared

similar views in their responses to most questions, though few of them for some reasons gave a half-truth response to some questions. The detailed nature of the interview questions, similarity of the views expressed by interviewees, depth of interviewees' job experience and the range of literatures and reports covered in this study strengthens the quality of the findings and conclusions of this research. This research followed normal process at all stages. The data are verifiable, and the interviewees are senior and middle level managers appointed and authorized to speak for their organizations. These facts legitimize the research process, strengthens the quality of the conclusions and findings, and guarantees the validity and reliability of this study. This increases the chances of getting similar results and conclusions, if this study is replicated in a similar environment, using the same data and same procedure; assuming nothing changes. It enhances the generalizability of the conclusions and results of this study.

Nigeria as a case study proved very useful and interesting because of its distinguishing features as well as the evolution and structure of the Nigerian public service. The interview analysis was divided into three chapters to reflect the three headings or themes in which the factors contributing to ineffectiveness of public sector organizations in Nigeria were arranged in chapter two. The analysis of the first two introductory interview questions revealed that Nigerian public sector managers perceive effective management as the ability to perform routine traditional management functions (planning, decision-making and controlling) studied by Luthans et al. (1988). The traditional management activities have very little impact on managers' effectiveness according to Luthans et al. (1988) study.

## 7.1 Key findings and recommendations

This study has made some significant findings on the causes of ineffectiveness of Nigerian public sector organizations. The findings show that institutional corruption creates a flourishing environment for other factors that constitute challenges to effectiveness of public sector organizations in Nigeria.



**Figure 1.** Summary of research findings

This section highlights the findings of this study that relates to organizations' external environmental factors that constitute challenges to effectiveness of public sector organizations in Nigeria. In this study, they are represented by managerial activities associated with networking functions of managers.

Though public service is controlled by political heads, this study reveals that in Nigeria, the politicians exercise enormous negative influence over managers of public sector organizations. Political influence put pressure on managers of public sector organizations to act and behave corruptly to satisfy their political masters. Due to institutional corruption, public sector managers get involved in

inordinate competition for wealth and status in the society. They achieve this by using their official positions for private and family gains of all kinds. This study also discovered that Institutional corruption has eroded the values and codes of ethics of public sector organizations in Nigeria. Through networking, public sector managers get exposed to the corrupt values in the society, which are against their organizational values. Due to corrupt behaviours and actions of managers, public sector organizations have lost trust, support and cooperation of the Nigerian public. Other factors that affect effectiveness of public sector organizations in Nigeria include ethnic, religious and sectional biases of public sector managers. There are persistent influences and pressures on managers of public sector organizations to use their position to benefit members of their families, peers and network members. Also, lack of political will by the government to prudently enforce anti-corruption laws. All these have contributed to diminish effectiveness of public sector organizations in the country.

Certain factors within public sector organizations (internal environmental factors) also contribute to public sector ineffectiveness in the country. They include lack of funds, infrastructures, logistics and material resources to manage public sector organizations, poor work ethics, lack of motivation, lack of training, internal politicking for positions, high handedness by superiors, poor goal setting, indiscipline, discrimination, stealing public funds and resources. Also, as soon as public sector managers' rise to rank of manager in their organizations, nothing seem to matter to them again, except getting to the highest level in their organizations. Instead of focusing on achieving the organizations goals, they engage in devious activities to get to the top of their career. To achieve this, they concentrate more on politicking and networking activities, which provide them the opportunities to connect to "god father(s)" within and outside their organizations, to help them get regular promotions, etc.

The findings on manager-related factors are represented by communication and human resource management activities of managers'. According to Luthans et al. (1988) and Mintzberg (1980) studies, communication and human resource management activities have the highest relative contribution to effectiveness. However, their study showed that face-to-face communication through which managers exchange routine information with employees' has the highest contribution to effectiveness than written communication. Though majority of Nigerian public sector managers perform communication activities, they communicate through memos, telephone, text messages and other paperwork. They do not engage employees in discussions to know the challenges employees' are facing, in order to find immediate solutions to such situations. Picardi (2001: 5, 10) explains that email and text messages that have predominantly become a

sort of communication by managers are not communication; they are channels for message delivery. Real communications are done through oral information delivery and interactions. Face-to-face communications carries with it the power of verbal and body languages to convince and persuade employees to act faster and bring change. It also clarifies issue(s) almost instantly.

Nigerian public sector employees' salaries are little, and do not reflect the cost of goods and services in the society. There is also a large margin between the salaries of senior level employees' and middle/lower level employees' salaries. In addition, while employees of the few revenue generating public sector organizations in the country receive higher allowances which significantly raises their salaries, employees of non-revenue generating public sector organizations get no allowances and far less salaries. Despite the poor salaries, most public sector employees are still owed months of unpaid salary arrears. Currently, more than half of the thirty-six States in the country owe between two to ten months of unpaid employees' salaries (Soriwei 2015). Owing to these, employees of Nigerian public sector organizations spend government time running their private businesses. Those who have access to public funds steal from public coffers, and those who do not have access to public funds commercialize their services by taking bribes. There is, poor quality of leadership arising from certain behaviours of managers like failure to keep promises and agreements, disregard for employees' welfare, restricting all the good things and benefits to senior managers, lack of transparency, poor communication, stifling employees' rights and freedom. Managers of public sector organizations are not sensitive to employees' behaviours. They do not know when to be work centered and when to be human centered. All these make employees to lose confidence in public sector managers'. These situations negatively affect employees moral and effectiveness of public sector organizations in the country.

This study discovered that public sector organizations are windows through which influential people in government and the society provide some kind of financial support to their wards, friends and relatives through employment. They are forced to employ, even when the organizations are already over-saturated with employees. There are no employee(s) performance measurement standards, no job schedules and target goals. Employees' training, development and capacity building are based only on seniority. Most pensioners and retirees do not get their retirement benefits and pensions paid to them till they die. These contribute in no little measure to the ineffectiveness of Nigerian public sector organizations.

Findings on the traditional management functions are based on managers' activities while performing the functions of planning, decision-making and



controlling. The two introductory interview questions revealed that Nigerian public sector managers perceive themselves as effective by performing traditional management functions than communication and human resource management functions. This revelation is significant because Luthans et al. (1988) study on real effective managers discovered that traditional management functions make insignificant contribution to effectiveness. The ineffectiveness of public sector organizations in Nigeria can partly be explained from this perspective. It shows that Nigerian public sector managers commit too much time and attention to traditional management functions which has the least contribution to effectiveness, than communication and human resource management functions that have shown to have the highest contribution to effectiveness.

It was also discovered that there is no channel(s) through which employees contribute to management decision-making in their organizations. Public sector organizations have no functioning institutional mechanism(s) for accountability; and public sector managers deliberately cause bureaucratic delays in order to force citizens to give them bribes before they get public services. Another important finding of this study is the adoption of Federal Character policy in recruitment, appointment and promotion of public sector employees. This has led to the recruitment, appointment and promotion of unqualified and incompetent people in strategic positions in public sector organizations. Hence, merit is relegated, while promoting ethnicity and regionalism. This institutionalizes tribalism, nepotism and ethnic divisions in the nation's public sector organizations. In addition, the structure of the Nigerian public service as established by the British colonialists established the ground for senior managers to use the service for their own benefits. These contribute to the ineffectiveness of public sector organizations in Nigeria.

All the above mentioned factors reveal the challenges institutional corruption constitute to effectiveness of public sector organizations in Nigeria. They individually and collectively reduce the quality and quantity of services provided by public sector organizations. Secondly, public sector managers in Nigeria are negatively influenced by the prevailing behaviour in their institutionally corrupt society. The activities managers perform in networking role frequently bring them in close contacts and interactions with people outside their organizations. They imbibe the negative social norms and behaviours in the society and manifest them in their various organizations through all those listed corrupt behaviours and actions they exhibit while performing their managerial activities. According to one of the interviewees:

*“When government decides to pay workers adequate wages, when the economy is reworked in a manner that people do not so much fight to get food on their table, people do not fight so much to get shelter, people do not fight so much to have access to clothing, people do not fight so much to get employment, when there is something which you must fall on to if you are not working, when the social security systems are working, it will drastically reduce the pressure on those who are working to meet the needs of their immediate families, dependent relatives and others”.*

This reveals the situation in Nigeria. It explains that presently, salaries of employees of public sector organizations are very poor, and that public sector employees are presently under much pressure to provide food, accommodation, clothing and other basic amenities of life to themselves and their families. Due to poor salaries, they are under pressure to sustain and provide for their families. This explains why these challenges and ineffectiveness have persisted in Nigeria public sector organizations.

In view of these findings, below are some recommendations on the institutional measures that could be adopted to minimize institutional corruption in Nigeria and improve the effectiveness of public sector organizations in the country. The institutional character of corruption in Nigeria no doubts reflects the weakness in the political, legal and socio-cultural institutions. This study recommends that in order break the institutional circle of corruption in Nigeria, institutional measures aimed at strengthening the weak political, legal and socio-cultural institutions in the country should be adopted. Such measures will bring positive influence on the environmental, organizational, manager-related, employee-related, and job-related factors that make public sector organizations ineffective.

The measures will include for example, increasing the level and the quality of civil/political education/awareness, and participation of the Nigerian public in the affairs of the country. Civil education and political participation improves peoples’ knowledge and encourage them to fight for their basic rights; as well as voting out any corrupt public office holder during elections. Making political office holders accountable through electoral process will make them take effective measures to hold public sector managers accountable for their actions and inactions. The present political structure in Nigeria favour and encourage political elite corruption in public institutions due to nonpartisanship by the people. Though the political elites control political powers, and may escape being punished for corrupt behaviours; but, by voting corrupt ones out from office, the citizens’ share and maintain balance of power with them. The fear of being voted out from office will reduce political corruption; and encourage the political

leaders to hold public sector managers politically accountable. Through this measure, quality political participation by the people becomes a deterrent to managerial and political elite corruption (Jain 2001: 83; Nas, Price, & Weber 1986: 109).

Also, increasing citizenship education and social reorientation will help in rebuilding the broken moral codes and values in the society; and make people to start seeing corruption as a deviation from the norm. It will increase peoples knowledge of what is right and wrong, their duties and rights from government, increase citizens participation in civil associations, legal cultures and other institutions that bring restraint to government excesses. Due to lack of knowledge of citizens civil rights, bureaucratic organizations create impediments that result in failure to accomplish public purposes. Managers of public sector organizations create bureaucratic difficulties that make people to circumvent official channels through bribery or other corrupt means to achieve their various purposes. This situation gave rise to the “bottleneck theory” (Nas, Price, & Weber 1986: 109).

Through citizenship education, social reorientation programmes, creation of institutional measures that encourage, strengthen and protect whistle blowers, as well as creation of anti-corruption units in government ministries, departments, universities, polytechnics, secondary schools and public institutions, Singapore and Botswana have significantly minimized corruption and achieved effective public service deliveries in their countries (Nwokorie & Viinamäki 2017). These measures will significantly contribute to minimize corruption in Nigeria and make people reject the values and norms that institutionalizes corruption in the society. It also will increase citizens’ drive to demand for what is right and insist on adequate punishment for corrupt citizens, political office holders and managers of public sector organizations. This will subsequently enhance effective public service delivery by public sector organizations in the country as it did in Botswana and Singapore.

Also, effective involvement of the media, NGOs, public interest groups, in corruption revelation and in demanding for adequate punishment for corruption in the society will help to provide institutional measures against corruption. Other measures that will help to countervail the factors responsible for ineffective management of public sector organizations include strengthening the independence of the judiciary, equal access to the law and justice by everyone, freedom of information, protection of whistle blowers, establishing citizenship oversight mechanisms, and political pressure groups, etc. Presence of these liberties according to Jain (2001: 85) reduces corruption in a society.

## 7.2 Discussion of research findings and theory

The findings of this research corroborate the theoretical framework of this study. The findings are based on the result of Luthans et al. (1988) study of managerial activities, Mintzberg (1980) nature of managerial work; and DuBrin (2008) factors responsible for organizations' ineffectiveness, which are the theoretical framework for this research. The first part of the findings of this study is drawn from the influence of the external environment on the behaviours of public sector managers while performing networking functions in their organizations. As highlighted by Schutt (1986: 9), Daft (2008: 72), Daft, Murphy and Vilmott (2010: 143) and Daft (2010: 140), organizations are directly or indirectly influenced by their environments. Also, according to Naoum (2001: 30, 33), organization(s) environment include both the circumstances and external conditions surrounding the organizations. As a result, organizations operating within the same culture and climate share the same environmental forces.

The findings of this study confirm the above. The prevailing institutional corruption in the country pushed public sector managers to join the inordinate competition for wealth and status in the society. This make them resort to all kinds of unethical behaviours in order to become rich, be recognized, remain relevant and acceptable in the society because wealth is the only way of achieving such status. Also, networking becomes a means to enhance their status and career success rather than a means to achieve effectiveness of their organizations. In section 2.1.1, according to DuBrin (2008: 547), when managers imbibe corrupt national values from outside their organizations environment, they transfer corruption to their organizations. Furthermore, as Luthans et al. (1988) revealed, career success oriented managers commit most of their time performing networking activities with the aim of making stronger contacts within and outside their organization networks. This will help them build strong support base for fast and steady rise to the peak of their careers' in their respective organizations. This make them to pay less attention to the managerial activities that guarantee their organizations' effectiveness. Instead, they engage in activities that will strengthen their relationship(s) with their "god fathers", who will stand-in for them during promotions. As explained in chapter two, this development makes public sector organizations in Nigeria ineffective.

Also in section 2.1.1, DuBrin (2008: 547) explained that political control of financial and personnel resources and lack of managerial resources negatively affect organizations effectiveness. This study found that in Nigeria, politicians wield enormous negative influence and control over financial and personnel resources of public sector organizations in the country. Through this influence

and control, Nigerian politicians inordinately and corruptly manipulate managers of public sector organizations in the country to behave corruptly, in order to satisfy their corrupt desires. Some interviewees revealed that in some cases, parliamentarians reject or frustrate the budgets of public sector organizations, if they are not bribed by the managers of those organizations, or if the managers refuse to employ their wards, friends and relatives. This development consolidates the argument by DuBrin (2008) that government control of financial and personnel resources contributes to organizational ineffectiveness. As highlighted in section 2.1.1, lack of management resources decreases output and it subsequently leads to ineffectiveness, while availability of management resources increases performance output, which results to organizational effectiveness. This study discovered that Nigerian public sector organizations do not have the necessary management resources they need to perform optimally and this contributes to the ineffectiveness of public sector organizations in the country.

Behavioural activities of Nigerian public sector managers towards their communication and human resource management activities, which Luthans et al. (1988) and Mintzberg (1980) studies have shown to have the highest relative contributions to effectiveness proved that Nigerian public sector managers do not engage in face-to-face communication with their employees. They do not make routine visits to employees, while at work. Poor communication leads to misperception, misinformation, misjudgment and misunderstanding. In addition, treating subordinates with disregard make them feel undervalued; it leads to insubordination, disrespect, rancor and loss of satisfaction. The result of this study shows that poor leadership contributes to the ineffectiveness of public sector organization in the country.

Interestingly, Luthans et al. (1988), Mintzberg (1980) and DuBrin (2008) probably did not envisage the role of corruption and how corruption can influence the result of their various studies. This research through the result of the interview analysis has established that in institutionally corrupt societies, institutional corruption influences public sector managers to manifest the behaviours of ineffective (successful) managers in Luthans et al. (1988) study. Hence, based on the findings of this study, the findings of Luthans et al. (1988) study on “career successful managers” are more visible in an institutionally corrupt society. Also, this study has shown that DuBrin (2008) assumptions on the causes of organizational ineffectiveness are prevalent factors in an institutionally corrupt society. As a result, the findings of this study are in conformity with the theoretical background of this research.

### 7.3 Recommendations for further research

This section highlights some important methodological and theoretical limitations of this research which need to be properly clarified through further researches. This research focused on the challenges of institutional corruption on effectiveness of public sector organizations in institutionally corrupt societies.

Using Luthans et al. (1988) study of managerial activities; Mintzberg (1980) study on the nature of managerial work; and DuBrin (2008) ineffectiveness factors as the theoretical framework, the country-specific study of Nigeria has provided a contextual ground for this analysis. Fondas & Stewart (1994: 97); Carroll and Gillen (1987: 43); Willmott (2007: 251), etc., have criticized Luthans et al. (1988) and Mintzberg (1980) for lacking contexts and theory. However, studies by some scholars in different countries on the relationship between managerial activities and behaviours on organizational effectiveness have corroborated the efficacy of Luthans et al. (1988) and Mintzberg (1980) conclusions and findings on the link between managerial activities and behaviours on organizational effectiveness. Also, the findings of this study have given support to the theoretical framework used for the study. But, while Luthans et al. (1988) and Mintzberg (1980) focused on “corrupt-free” societies, this research rather focused on an institutionally corrupt society. It is therefore, recommended that further research be conducted in other institutionally corrupt societies, using this theoretical framework, in order to lend support to this theory. Since Luthans et al. (1988) and Mintzberg (1980) studies and other studies that have corroborated their conclusions and findings were done in presumed “corrupt-free” societies.

The findings of this study are based on semi-structured interviews with managers of public sector organizations. Each interview lasted approximately two hours. These interviews were specifically conducted in public sector organizations in Nigeria, excluding private sector organizations. This limited the range of data and process of data collection for this study. While Luthans et al. (1988); Mintzberg (1980) and DuBrin (2008) studies which are the theoretical framework for this study were all done in both public and private sector organizations. Furthermore, Luthans et al. (1988) and Mintzberg (1980) studies involved months of structured observational studies of activities and behaviours of managers of public and private sector organizations. Based on the findings of this study, which has contributed to enriching this theoretical framework, I recommend that future research should explore the use of both interviews and structured observation of managerial activities and behaviours in both private

and public sector organizations in institutionally corrupt societies in order to strengthen this theoretical background.

Continuing, the findings of this research were influenced by some fundamental characteristics of the Nigerian society, which were not present in the societies studied by Luthans et al. (1988); Mintzberg (1980) and DuBrin (2008). Such features include deep ethnic and religious bias and division among citizens, the adoption of Federal Character Policy in Nigerian constitution, a public service structured in favour of elite public servants, etc. Interestingly, Luthans et al. (1988) and Mintzberg (1980) conducted their studies over three decades ago. It should therefore, be noted that advancement in information technology today has possibly changed certain behaviours of managers they observed in their studies over thirty years ago. Bearing these factors in mind, a replication of similar study in other institutionally corrupt countries that are devoid of these factors will lend credence and support to Luthans et al. (1988); Mintzberg (1980) and DuBrin (2008) findings on the relationship between managerial roles and behaviours on organizational effectiveness.

Based on the limitations encountered in the course of this research, which include limited time frame, distance and the unwillingness to cooperate by public sector organizations, it was not possible for the researcher to go back for a second interview with the same managers to complement their earlier responses. Also, the difficulty and bureaucratic bottle-necks in getting approvals for interviews in these public sector organizations made it impossible to extend the interviews beyond the number of public sector organizations in which interviews were conducted. Future researchers on this topic in Nigeria and other institutionally corrupt societies should be able to persevere in all these, in order to be able to conduct interviews in more organizations and also be able to conduct complementary interviews in those organizations. Based on the findings and conclusions of this research, this research has provided the ground for further research on effectiveness of public sector organizations in institutionally corrupt societies.

Also, in view of the testimonies by some respondents which seem to confirm the viewpoints of some scholars who argue that corruption contributes to effective management of public sector organizations in institutionally corrupt societies, despite its negative implications. This argument is therefore, opening a new frontier for research on the possibilities of reducing or eliminating the negative effects of corruption in order to achieve effective management of public sector organizations; or to prove these scholars wrong that corruption indeed do not contribute to effective management of public sector organizations; rather, it leads



to ineffectiveness of public sector organizations even in corrupt societies. Furthermore, the observation that the concept of effectiveness could be defined from private and public sector perspectives changes the previously held common understanding of effectiveness as goal achievement both in private and public sector organizations. This new understanding of effectiveness from these two perspectives is worth further research enquiry. These recommendations are significant for further research work on how to improve the effectiveness of public sector organizations in Nigeria and reduce the level of institutional corruption in the country and beyond.

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## Appendices

### APPENDIX 1.

#### THE INTERVIEW QUESTIONS

##### INTRODUCTORY QUESTIONS

1. How can you explain effective management in relation to your organization?
2. What can you do to be effective as a manager in your organization?

##### ENVIRONMENTAL FACTORS

###### I

- How does your position as a manager enhance the chances of your career success?
- How does your interaction with people outside your organization during your duties affect your ability to be effective?
- As a manager, do you experience political influences?
- How does the competition for wealth and status in the society affect your behaviour as a manager?
- As a manager who presents your organization's goals to the society, how is corruption making your activities more difficult?

###### II

- How do corrupt values from the society affect your behaviours and activities as a manager in this organization?
- What other external factors can you think of that negatively affect the effectiveness of your organization's management?
- What internal constraint weaken your possibilities to be effective as a manager?
- How do you encounter corruption in your organization?
- How is institutional corruption affecting employees' recruitment, promotion and rewards in your organization?

- How do you understand institutional corruption as a reality you have to deal with in your position as a manager?
- What can you do to reduce the pressure of institutional corruption from your external environment?
- What do you do to balance the external pressure to become corrupted and the need to be effective in this organization?

### C. COMMUNICATION RELATED FACTORS

- What kind of managerial activities take much of your time e.g., treating files, talking with employees about their jobs, representing the organization in meetings and making external contacts, resolving internal conflicts within the organization?
- How do you usually communicate with your employees?
- How often do you communicate with your employees?
- How do your employees contribute to decision-making in your organization?
- What factors limits free flow of communication between you and your employees?
- What are the common causes of communication breakdown between you and your employees'?
- How do you handle communication resistance by your employees?
- What are the reasons for distrust and loss of confidence between you and your employees?

### II

- How does the hierarchical structure in public sector organizations affect free flow of information and communication between you and your employees?
- How are management resources such as funds, infrastructure and other materials weakening or strengthening your effectiveness?
- What internal and external measures are in place to ensure managerial accountability in your organization?
- How does delays' arising from bureaucratic processes affect your organization's effectiveness?

- How does the Federal Character policy of the Federal Government of Nigeria affect recruitment and promotion of quality employees' in your organization?
- How has the public service tenure system introduced from directorate levels and above in the Nigerian public service system affected your organization's effectiveness?

#### D. HUMAN RESOURCE MANAGEMENT FACTORS

- Do you think your employees' are satisfied with their salaries, compared to their job demands?
- How do you motivate your employees' to put in their best in your organization?
- In what ways have you not succeeded in motivating employees?
- Do you have enough qualified personnel you need to function effectively?
- How does a new employee get familiar with your organization, her missions, goals and values?
- What are the factors that determine the nature of employees' role or job designation in your organization?
- How does the quality of employees' training and education affect your organization's effectiveness?
- How do you encourage employees' development?
- What levels of employees' occupy priority position in terms of training and development in your organization?
- What are the obstacles to your employees' training and development needs?
- What do you do to minimize unwanted behaviours of employees'?
- How do you handle fears or risks expressed by your employees while performing their jobs?
- How does employees' age affect their ability to cope with the mental and physical challenges of their jobs?

#### APPENDIX 2.

##### LIST OF INTERVIEWEES AND ORGANIZATIONS MAY 2014 – APRIL 2015

Ende, Clementin (female). Deputy Registrar, Federal High Court Abuja, Nigeria.  
25. 5.2014.

Zamani, Helene (female). Divisional Head, General Duties. Abuja Municipal Area Council (AMAC). 28. 5. 2014.

Nnadi, Dera (male). Assistant Comptroller of Customs. Head, (Strategic Research and Policy Department) Economic Relations. Nigeria Customs Headquarters Abuja. 30. 5.2014

Oyigwu. S.H. (male). Chief Superintendent of Immigration. Nigeria Immigration Headquarters Abuja. 4. 6. 2014.

Okafor, A.A. (male) Deputy Superintendent of Immigration. Nigerian Immigration Headquarters Abuja. 4. 6. 2014.

Osuji, Tony (male). Chief Administrative Officer (Clinical). National Hospital Abuja. 4. 6. 2014.

Karawusa, Reginald (male). Deputy Director, Legal Services. Securities and Exchange Commission Headquarters Abuja. 6. 6. 2014.

Ebhotemeh, Kennedy (male). Assistant Chief Superintendent Officer. Independent Corrupt Practices Commission (ICPC) Headquarters Abuja. 6. 6. 2014.

Gwimi, S.P. (male). Senior Special Assistant to the Chairman Code of Conduct Bureau National Headquarters Abuja. 6. 6. 2014.

Amaechi, Christian (male). Head of Administration. National Orientation Agency (NOA), Imo State Headquarters Owerri. 13. 6. 2014.

Okorie, Kennedy PhD. (male). Head of Department of Agriculture. Imo State University Owerri. 13. 6. 2014.

Osonna, Emma PhD. (male). Head of Sociology Department. Imo State University Owerri. 16. 6. 2014.

Umeh, Vin PhD. (male). Senior Lecturer. Imo State University Owerri. 16. 6. 2014.

Ekeoch, Vitus (male). Imo State Director. National Orientation Agency, Imo State Headquarters Owerri. 17. 6. 2014.

John-Njoku, Angela (female). Head of Manpower Development Department. Office of the Head of Imo State Civil Service, Owerri. 18. 6. 2014.

Uzoahia, Benneth (male). Senior Administrative Officer. Office of the Head of Imo State Civil Service, Owerri. 18. 6. 2014.

Izuogu, K.R.O. (female). Director of Administration and Finance. Office of the Head of Imo State Civil Service, Owerri. 18. 6. 2014.

Iwu, M. Cyprian Barr. (male). Director of Administration and Finance. Imo State Ministry of Education Owerri. 18. 6. 2014.

Nwachukwu, A.O. (male). Director of Procurement. Imo State Ministry of Education Owerri. 18. 6. 2014.

Okonkwo, B.N. (male). Director of Tertiary Education. Imo State Ministry of Education Owerri. 18. 6. 2014.

Nnaji, A.I. (male) Senior Administrative Officer. Imo State Ministry of Education Owerri. 18. 6. 2014.

Okoro, Thomas (male). Senior Staff Officer. Imo State Police Command Headquarters Owerri. 19. 6. 2014.

Igbojekwe, Austine (male). Registrar. Imo State University Owerri. 20. 6. 2014.

Njoku, Nazy Quincy (male). Assistant Director in charge of Planning, Research and Statistics. National Orientation Agency Imo State Headquarters Owerri. 21. 6. 2014

#### e-mail Respondents

Kamali, Tunde (male). Assistant Director. Office of the Director General Securities and Exchange Commission National Headquarters Abuja. 2. 7. 2014.

Uwajeren, Wilson (male). Public Relations Officer. Economic and Financial Crimes Commission (EFCC) Headquarters Abuja. 9. 9. 2014.

Nwadike JohnCliff Prof. (male). Imo State University Owerri. Director of Sports. 27. 3. 2015.

Nwaodu, Nnamdi (male). Senior Lecturer. Igbinedo University, Okada Edo State Nigeria. 24. 3. 2015.

Aghagba, Solomon Engr. (male). Director of Infrastructure. Directorate of Special Infrastructure, Asaba. Government of Delta State Nigeria. 2. 4. 2015

Unini, B.A. (male). Director of Planning, Research and Stationaries. Directorate of Special Infrastructure, Government of Delta State Nigeria. 2. 4. 2015.

Evueh, E. O. (male). Director of Administration. Directorate of Special Infrastructure, Government of Delta State Nigeria. 2. 4. 2015.

Nikoro, O.B. Engr. (male). Chief Mechanical Engineer. Directorate of Special Infrastructure, Government of Delta State Nigeria. 2.4.2015.