



CHALLENGES AND STRATEGIES FOR IMPROVING PUBLIC SECTOR PERFORMANCE IN NIGERIA

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ABSTRACT

Public sector performance is an intensely practical concern for developing countries in sub-Saharan African states, Latin American and Asian continents. The major predicament besieging most African nations is poor performance of the public sector. Economists and other professionals have been able to associate public performance inefficiency to the existence of inappropriate technologies, gross incompetence, defective capital structures, bureaucratic inflexibility and complexity in the public sector. One of the challenges experienced by the public sector is market dynamism, a fundamental problem that crystallizes from global economic demand, advances in technology, and increased societal demands in the various countries, particularly the developing economies in Africa, Latin America and Asia. Good performance management is a critical variable in workforce capacity building and fundamental to an efficient and effective public sector. A well-developed performance management system aligned to organizational objectives can result to improved individual, agency and public sector effective performance, and greatly impact on the community's perception of the sector in general. This paper examines the strategic management in public sector organizations and the specific challenges posed by the government, stakeholders, public bureaucrats and customers in the course of improving on performance. An in-depth analysis of public sector performance in Nigeria was chronologically stated. The factors responsible for their inefficiency and the measures to be adopted to strengthen their service delivery are also embedded in the work.

Key Words: Improvement, Strategic management, Efficient performance, public sector and Challenges.

INTRODUCTION.

Public sector in generic term comprises the civil service, public enterprises and other extra-governmental agencies (such as ad hoc organizations). The need to promote public sector performance among countries in the global environment is very high basically because most governments are under the serious pressure of improving and sustaining their economies. Public sectors in the Britain and around the world are placing fundamental emphasis on performance, particularly with regard to the expectations of their stakeholders and customers whose expectations and demands from the government are very high. The effectiveness and efficiency of a country's public sector is vital to the success of development activities, including those the World Bank supports. Sound financial management, an efficient civil service and administrative policy, efficient and fair collection of taxes, and transparent operations that are relatively free of corruption all contribute to good delivery of public services (<http://web.worldbank.org>). When the public sector is compared with the private sector in terms of their contributions to the economic growth of a state and their concern for the customers, it is not contentious to say that the former has exceeded in terms of performance far above the latter. The ineptitude performance of the public sector may be associated with a unique set of challenges which tend to subsist in the course of managing performance through their strategic goals and initiatives. Towards the 1970s, developed and developing nations of the world began to embark on public-sector management reforms. The 21st century witnessed a new strategy of managing public sector by governments with the emergence of New Public Management as a concept. Thus, strategic management has become a standard tool for the public manager to create value and to shape the organization. However, it is imperative to assert that this reform movement has had different impacts in different countries where the principles and ideologies of New Public Management are applied.

In the last twenty years countries of Latin America and the Caribbean, in line with the OECD and many middle-income countries around the world, have sought to adopt modern techniques of public management that can deliver better, more relevant, and simply more public services despite tight fiscal constraints (<http://web.worldbank.org>).

The performance of public sector in Nigeria has been replete with varying contradictions (Adeyemo and Salami, 2008) and has even become an epitome of all that is corrupt, mediocre and fraudulent (Imhonopi and Urim, 2013). The state of public sector in Nigeria is abysmal and in total collapse due to excessive bureaucratization, undue intrusion by politician and unprecedented challenges of globalization and democratization. Consequently, morale is weak, remuneration is very poor, efficiency is no more, competence has been ditched and merit abandoned (Kagara, 2009).

In an attempt to correct the challenges of non-performance and inefficiency in Nigerian public sector, several strategies have been adopted by policy makers through the various reforms formulated by different governments both during the military and democratic dispensation. The most challenging thing is the inability of the government to execute the policies effectively

through the public servants. Again, most of the reforms established only survived for a while without achieving the purpose it was meant for. The history of public service reform in Nigeria demands a special attention for several reasons. First is that Nigeria typifies the African situation. Its administrative system is therefore emblematic of what obtains in most African states. Second, the Nigerian reform profile, which Adamolekun classified as “hesitant”, also points at a progressive attempt by a state to improve its reform framework and move from reform hesitancy to an advance status. Third, these reform efforts also provide stupendous lessons and templates which succeeding governments can call upon to shape the reform space in Nigeria (<http://www.tunjiolaopa.com>).

CONCEPTUAL CLARIFICATIONS

The **public sector** is the part of the economy concerned with providing various government services. The composition of the public sector varies by country, but in most countries the public sector includes such services as the military, police, public transit and care of public roads, public education, along with health care and those working for the government itself, such as elected officials. The public sector might provide services that a non-payer cannot be excluded from (such as street lighting), services which benefit all of society rather than just the individual who uses the service (Barlow et al, 2010).

The Public Sector is the principal actor in macro socio-economic policy making infrastructure and an architect of an enabling environment for national development. Public Sector management covers such aspects of management as productivity management, and management of human, financial and other resources. It involves an array of activities ranging from planning, formulation and implementation of policies, programmes and projects for the delivery of goods and services to the nation through a number of government and quasi-government institutional arrangements.

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Generally, the main objective of public sector entities is to achieve outcomes—enhancing or maintaining the well-being of citizens—rather than generating profits. Public sector entities often:

- have a coordinating and leadership role to draw support from or foster consensus among all sectors and society;
- possess the power to regulate entities operating in certain sectors of the economy to safeguard and promote the interests of citizens, residents, consumers, and other stakeholders and to achieve sustainable benefits; and

- undertake activities on a basis other than by fair exchange between willing buyers and sellers because they have the ability to exercise sovereign powers. For example, pursuing social policies may sometimes call for issues of equality and fairness to be given greater weight than financial performance (CIPFA/IFA, Consultation Draft, 2013).

In general terms, the public sector consists of governments and all publicly controlled or publicly funded agencies, enterprises, and other entities that deliver public programs, goods, or services.

It is not, however, always clear whether any particular organization should be included under that umbrella. Therefore, it is necessary to identify specific criteria to help define the boundaries. The concept of public sector is broader than simply that of core government and may overlap with the not-for-profit or private

sectors. For the purposes of this guidance, the public sector consists of an expanding ring of organizations, with core government at the center, followed by agencies and public enterprises. Around this ring is a gray zone consisting of publicly funded contractors and publicly owned businesses, which may be, but for the most part are not, part of the public sector(The Institute of Internal Auditors/Global, 2011) .

The definition of what should be done for a society by the state and what not is a process of constant deliberation, negotiation and bargaining and is achieved through the process of politics by politicians who then create policies (Moore, 1995; Van Horn, et al., 2001). Other interest groups such as associations, citizen action groups, beneficiaries, the media and other administrative bodies also impact this deliberation process. The interpretation of policy then sets aim for public organization to produce products and solve social problems (Wildavsky, 1979; March & Olson 1995).

The concept of performance encompasses the efficiency of a project or activity—the ability to undertake an activity at the minimum cost possible. It also includes effectiveness— whether the objectives set for the activity are being achieved (Mackay). Efficiency can be of three types. The investment efficiency . this can be measured by the income test, allocative variance test and index of weighted aggregate performance. There is also operational efficiency which is measured by the utilization of the labour factor (that is, managerial labour efficiency). In addition, there is financial efficiency which is measured or evaluated by the cost structure. Organizational performance is based upon the idea that an organization is the voluntary association of productive assets, including human, physical, and capital resources, for the purpose of achieving a shared purpose (Alchian & Demsetz, 1972; Barney, 2001; Jensen & Meckling, 1976; Simon, 1976). Those providing the assets will only commit them to the organization so long as they are satisfied with the value they receive in exchange, relative to alternative uses of the assets. As a consequence, the essence of performance is the creation of value. So long as the value created by the use of the contributed assets is equal to or greater than the value expected by those contributing the assets, the assets will continue to be made available to the organization and the organization will continue to exist. Therefore, value creation, as defined by the resource provider, is the essential overall performance criteria for any organization.

Public sector organizations are under more pressure than ever before to justify expenditure and prove they are delivering value for money. There is a strong drive to improve efficiency and increase performance, which means that organizations are forced to set goals and measure themselves against those goals (www.uk.businessobjects.com). The concept of organizational

performance is connected to the ideas of effectiveness and efficiency. A business organization must produce the right things and it must produce them using the fewest possible inputs if it is to have a strong organizational performance. Following Combs, Crook, and Shook (2005) We distinguish between operational and organizational performance. In this framework operational performance combines all non-financial outcomes of organizations. Furthermore, the conceptual domain of organizational performance is limited to economic outcomes. On this basis, we identify four organizational performance dimensions: profitability, liquidity, growth, and stock market performance.

The public sector in Nigeria involves the civil service, public enterprises (otherwise known as parastatals) and extra-governmental agencies (that is, ad hoc commissions).

ROLE OF THE PUBLIC SECTOR IN NATIONAL DEVELOPMENT

The role of public sector in national development in the sub-Saharan African states is immeasurable. The Nigerian public sector has contributed immensely to the economic, political and social development of the nation-state. The public sector is one of the agents of development in every nation of the world. The transformation of any society be it developed or developing hinges on the effectiveness and efficiency of the various governmental organizations. However, the contribution of public sector became less meaningful following its non-performance, lost of vigours, absence of dynamism, and ineffective service delivery in the provision of goods and services. Todaro (1982) defined development as a multidimensional process involving the re-organization and re-orientation of the entire economic and social system. Fukuyama (2008) distinguishes between the economic, political and social dimensions of development. In order to be regarded as developmental, it follows that the state can focus its energies on only some of the levers, instead of trying them all simultaneously. The five levers are: (i) economic growth; (ii) state building; (iii) rule of law; (iv) democracy; (v) social mobilization (Eme and Emeh, 2012).

Development is defined as the improvement of the economy, often regarded by many as national economic management of a desirable increase in the gross national output and the equitable distribution of the output among the entire populace, the attainment of relative stability in general price levels, high productivity and full employment as well as the maintenance of a healthy balance of payments situation (Olaleye, 2004).

The public services, especially the civil service has been able to contribute to political and administrative development in Nigeria in Nigeria through the following means:

- initiating public policy

In public sector, the bureaucrats at the top echelon perform administrative and legal functions through their initiation of public policy to ease proper administration of their institutions and to promote the smooth running of the public. The public bureaucrats converts the demand of the public into policy agenda which is then submitted to the Ministers for onward presentation at the parliament for debate in the house before it is converted it into law if found worthy.

- implementing public policy

The Public Service Review Commission main report of (2004) is concerned primarily with

development and the use of the public service for this purpose. The report argued that we must consciously understand and articulate our objectives and define appropriate means to achieve them. The political arena is expected to formulate public policies while the public bureaucratic organizations are found in the realm of implementation.

- Sustaining democracy.

The desire by the nation-state to assimilate and create a homogeneous political platform for its citizens is a desire to create the basis of its own legitimacy and by so doing ensure the survival and sustainability of the political system and its leadership (Oyekanmi and Soyombo, 2006). The role of the electoral commissions is to conduct elections for the nation-state. The various electoral bodies such as Federal Electoral commission (FEDECO), National Electoral Commission (NEC) and Independent National

Electoral Commission (INEC) were created as public service electoral commissions at different periods to administered elections in Nigeria. The recent successful 2015 election was credence to the INEC.

- Good Governance

The World Bank, in its Worldwide Governance indicators, judges governance on six characteristics: (1) voice and accountability (2) Political stability and absence of violence (3) Government effectiveness (4) Regulatory quality (5) Rule of law (6) Control of corruption. The public sector ad hoc commission such as Independent Corrupt Practices and other Related Offences Commission (ICPC) as well as Economic and Financial Commission (EFFC) to handle corruption and embezzlement among political office holders, public servants, and people caught in those unethical conducts. Again, to aid good governance, there is also Election Tribunal and Code of Conduct Tribunal as well as OMBUDSMAN whose responsibilities are to investigate into electoral misconduct and issues affecting misdemeanor on the part of public servant and political office holders as well as to listen to public complaints, the purpose of which is to enable government address them.

The public sector also contributes to social development through the following:

- Infrastructural Development:

The Economists and other Social Scientists would rather define infrastructural development on the basis of its contribution at various stages of development rather than a straight jacket form. Infrastructural development provides indirect benefits by providing external economies for many other variables (Olashore, 1991). Provision of social infrastructure to the citizenry has been another core area where the public sector has contributed to the development of Nigeria. The roads, electricity, water, bridges, hospitals, public toilets, markets, schools low cost housing are few of the social facilities that are made available for the use of people to make life more comfortable and for the utilization of industries. The Ministries of Transport Works and Housing, Mines and Power, Education, Health and other Public work Bureaus, are established for these purposes.

- Adjudication of justice:

The public sector institutions such as law courts are established to adjudicate the law to citizens.

It is clear from the provisions of section 6(6)(b) of the constitution of 1999 that the courts have jurisdiction to adjudicate on all matters between all persons in Nigeria. The judiciary is the

mighty institution that prevents tyrannous and autocratic rule. It makes sure the government honours the right of the citizens because the constitution allows the government to be sued.

- Maintenance of Security:

The Public service also contributes to the maintenance of security through the various security institutions such as the Nigeria Police Force (NPF), Civil Defence Organisation (CDO), State Security (SS), Nigeria Navy (NN), Nigeria Airforce (NA), Nigeria Army (NA) are established for the purposes of securing the national territory and lives of Nigerians within and outside the countries

- Enhancing Social Order:

There are extra governmental agencies such as Federal Road Service Corps (FRSC), Lagos State Transportation Management Agencies among the few that are established to bring sanity into the social system in Nigeria. In other words, social order would have been so difficult without those public institutions. In the areas of road, waste disposal, health, and educational managements, they are there.

- Aid management

The public sector provides educational supports through the public institutions such as Administrative Staff College of Nigeria (ASCON), Centre for Management (CND), Nigeria Institute of International Affairs (NIIA), Nigeria Institute of Social and Economic Research (NISER), Nigeria Institute of Policy and Strategic Studies (NIPSS), Colleges of education, Polytechnics, and Universities. They organize seminars, conferences, workshops, training for the public in both management and other areas.

- Democratic analysis

The public sector, particularly the National Population Commission (NPC) and National Bureau of Statics (NBS) among few other ad hoc public organizations engage in conducting of census and collection of data for the use of government to determine social infrastructure and public policies for the nation in every area such as social, economic and political. Without these institutions contributing their roles it will be difficult for the country to embark on any meaningful developmental project.

The role of the public sector in economic development is numerous, among which are:

- Collection of Tax Revenue:

Nations all over the world succeed in their developmental plans through the tax collected from citizens and non-citizens as well as domestic and foreign investors. Nigerian government taxes its people to enable certain social infrastructure to be collected. In order to enable sanity in the collection of tax, the various governments in Nigeria on one time or the other have established public agencies at federal and state levels to carry out this function. For instance, currently, there are Federal Inland Revenue (FIR) and Lagos State Internal Revenue Board (LSIRB).

- Economic planning

According to Dalton, "Economic Planning in the widest sense is the deliberate direction by persons in charge of large resources of economic activity towards chosen ends". Zweig states

that "Economic Planning consists in the extension of the functions of public authorities to organization of economic resources... planning implies and lead to centralization of the national economy (Jinghan, 1997). The public sector has been very supportive in this area with the establishment of the National Planning Commission (NPC), Ministry of Finance and the Central

Bank are government organizations set up or assigned with the responsibility for planning and budgeting. The National Planning Commission has the responsibility for mapping out the Medium –Term Plans, the Ministry of Finance coordinates the preparation of Annual Budget, in collaboration with the NPC and the CBN. The CBN ensures that the monetary profile for ensuring fiscal period is in line with the fiscal profile of the Annual Budget.

- Import substitution and Export foreign earning

The public sector such as the public enterprises engages in the production of goods and services that would have been transported from other countries. This act helps our economy in the sense that it prevents outflow of currency abroad. They also provide goods and services for exportation as a way of generating income for Nigeria. For instance, Nigerian National Petroleum Corporation (Crude oil), Nigerian Port Authority (NPA) (shipping of Goods from abroad), and other State-Owned Companies also engage in exportation.

PUBLIC SECTOR PERFORMANCE IN NIGERIA SINCE INDEPENDENCE

The Nigerian Public Sector was established by the British during the colonial times. The evolution of colonial administration in some parts of the area known as Nigeria in 1861 necessitated the establishment of structures and institutions of modern governance. Between 1900 and 1950, the Nigerian public service was dominated and controlled by British technocrats. During these periods, the public service was established basically to maintain law and order in the colony. At its inception, the colonial service has to incorporate the traditional rulers and chiefs under the ‘Indirect Rule’ system, which Lord Lugard introduced first in Northern Nigeria but later, extended it to the Western and Eastern Nigeria. The involvement of these chiefs and rulers initially in the colonial administration, it must be noted, is an acknowledgment of the existence of “institutionalized arrangement for the conduct of public affairs” even before the coming of the colonizer (Okunade, 1993:19). At independence, the Nigerian Public Service was modeled after the British Home Service with its Weberian characteristics of values of permanence, anonymity, political neutrality and competence (Akinsanya, 2002:213-248).

With the adoption of federal system of government in 1954, the then regions established their own civil services. A Public Service Commission was also established at the centre and in each of the three regions within the same period. The Federal and Regional Services thereafter nurtured a career Civil Service within their respective domains. At the attainment of independence status in 1960, the role of the civil service shifted from the colonial form of maintaining law and order to that of facilitating the realization of the country’s development aspirations. Consequently, the civil service became more active both in the formulation and implementation of development policies and programmes [Adegoroye, 2006]. Also, with independence, renewed efforts were placed on Nigerianisation to replace the British civil servants who were then withdrawing their services from the Nigerian Services with highly

trained Nigerians. Thus, government came out with a White Paper with proposals on how to accelerate the pace of Nigerianisation. These included training of Nigerians at all levels, increase placement in secondary schools, provision of scholarships for higher education and training of several serving officers.

The Nigerian Public Service consists of employees in Nigerian government agencies other than the military. Most employees are career officers in the Nigerian ministries, progressing through the ranks on the basis of qualifications and seniority civil servants. The federal civil service, from which the state civil services take cue, is mainly organized around the federal ministries, headed by a minister appointed by the President. The president's cabinet must include at least one member of each of the 36 states in his cabinet. The Senate of Nigeria confirms the President's appointments. In some cases, a Federal minister is responsible for more than one ministry (e.g. Environment and Housing may be combined), and a minister may be assisted by one or more ministers of State (Commonwealth of Nations, 2009). Each ministry also has a Permanent Secretary, who is a senior civil servant.

The public sector emerged in Nigeria as a result of the need to harness rationally the scarce resources to produce goods and services for economic improvement, as well as for promotion of the welfare of the citizens. The involvement of the public sector in Nigeria became significant during the period after independence. The railways were probably the first major examples of public sector enterprises in Nigeria. At first, conceived mainly in terms of colonial strategic and administrative needs, they quickly acquired the dimension of a welcomed economic utility for transporting the goods of international commerce, like cocoa, groundnut, and palm kernels. Given the structural nature of the colonial private ownership and control of the railways in the metropolitan countries, it would hardly be expected that the Nigerian Railways Corporation could have been started as any other project than as a public sector enterprise for such mass transportation. (Abubakar, 2011) The colonial administration was the nucleus of necessary economic and social infrastructural facilities that private enterprise could not provide. Facilities included railways, road, bridges, electricity, ports and harbors, waterworks and telecommunication. Social services like education and health were still substantially left in the related hands of the Christian Missions. But at this initial stage government itself moved positively into some of the direct productive sectors of the economy; the stone quarry at Aro, the colliery the at Udi, and the sawmill and furniture factory at Ijora. Those were the early stages (Dimgba, 2011)

Before independence in 1960, the economy was characterised by the dominance of exports and commercial activities. There was no viable industrial sector. After independence, agriculture continued as the mainstay of the economy. In spite of fluctuations in world prices, agriculture contributed about 65 per cent to GDP and represented almost 70 per cent of total exports. Agriculture provided the foreign exchange that was utilised in importing raw materials and capital goods. The peasant farmers produced enough to feed the entire population. The various Marketing Boards generated much revenue, the surplus of which was used by government to develop the basic infrastructure needed for long term development. The main thrust of policy was to maximise the benefits of the export-led development strategy. Before the oil-boom, the economy was characterised by the predominance of subsistence and commercial activities; narrow disarticulated production base, with ill-adapted technology; neglected informal sector; lopsided development due to the bias of public policies; openness and excessive dependence on external factor inputs; continuous siphoning of surpluses from the economy; and weak institutional capabilities. The various policies of the pro-oil boom era "failed" to address these identified features of the economy

In 1971, the share of agriculture to GDP stood at 48.23 per cent. By 1977, it had declined to almost 21 per cent. Agricultural exports, as a percentage of total exports, which was 20.7 per

cent in 1971, reduced to 5.71 percent in 1977. The discovery of oil in commercial quantity in the mid-1950s, coupled with the oil-boom resulting from the Arab oil embargo on the USA in 1973, affected the agricultural sector adversely. The economy became heavily dependent on oil. By this time, oil revenue represented almost 90 per cent of foreign exchange earnings and about 85 per cent of total exports. While the boom afforded the government much needed revenue, it also created serious structural problems in the economy (<http://www.onlinenigeria.com/links/economyadv.asp?blurb=490>).

The emergence of the crude oil industry into the economy of Nigeria after the civil war in the 1970s created an opportunity for strong commitment on the part of the public servants because it resulted to high circulation of money in the economy following the increase of salaries being paid to public workers. In other words, the performance level of the workers was very high. One fundamental desire of the government at that time was to convert as much as possible of the growing oil revenue into social, physical and economic infrastructural investments. The Nigerian Enterprises Promotion Decree of 1972, which took effect on 1 April, 1974, with its subsequent amendment in 1976, provided a concrete basis for government's extensive participation in the ownership and management of enterprises. The Nigerian Enterprises Promotion Decree of 1972 was designed to control the commanding heights of the economy. The policy further provided the much needed legal basis for extensive government participation in the ownership and control of significant sectors of the economy. It also reinforced the increasing dominant of the public sector in the economy. In spite of the impetus given to public enterprises especially in Nigeria some criticisms are leveled against them. Their problems are so enormous that even left the Nigerian public in a state of great disillusionment. These criticisms vary from lack of profitability and reliance on large government subsidies (Adeyemo and Salami, 2008).

Ogundipe (1986) once argued that between 1975 and 1985, government capital investments in public enterprises totaled about 23 billion Naira. In addition to equity investments, government gave subsidies of N11.5 billion to various state enterprises. All these expenditures contributed in no small measure to increased government expenditures and deficits. Similarly, public enterprises suffer from gross mismanagement and consequently resulted to inefficiency in the use of productive capital, corruption and nepotism, which in turn weaken the ability of government to carry out its functions efficiently (WorldBank, 1991). With increased oil revenue in the 1970s, and the successful prosecution of the Nigeria 'Civil War (1967 -1970), greater commitment to the expansion of the economy and the creation of states to replace the Regions, the Federal Civil Service and its state counterparts witnessed unprecedented growth to match the increased responsibility of both the federal and state civil services. Military incursion into politics and their inexperience in governance especially between 1966 and 1975 allowed permanent secretaries to become more visible and powerful. The visibility of the civil service during this period created resentment for the service by subsequent administrations, which is exemplified in the sacking of over 10,000 civil servants in what has been described as the great purge. The reasons for the purge were due to non-performance, high population of public servants on government pay roll, corruption, nepotism, tribalism, outright disregard for civil service rules and inefficiency.

Following the collapse of oil price, inadequate financial supports from government, stiff competition from private investor, corruption from public servants, and use of obsolescence technology in the public sector in 1980, factors which contributed to the sliding down of the performance of government institutions, there were national efforts at restructuring the economy. One of the means of achieving this is the privatization approach. The purpose of privatizing is to

enable the government to reduce the unnecessary financial burden of the public sector organizations posed on government resources. In spite of low rate of return on investment in government parastatals, they still call for funds from treasury on annual basis (Federal Republic of Nigeria, 1986).

According to Jerome (2002), between 1980 and 1985, Nigeria's federal government invested #23.26 Billion in, and provided subvention of about #11.6 Billion to public sector enterprises. Against the huge expenditure backdrop, the federal government received a return on investment of only #933.7 Million and from subventions, investment of over #23 Billion were a paltry 3% made up of dividends from the banking and oil sectors. The government was not receiving a fair return on its investment outlay. In the beginning of 90s the performance of public enterprises further declined as they failed to meet the aspirations of socioeconomic development targeted. Consequently, some of them had to collapse

The failure of the public sector in justifying its creation actually led to creation of series of reforms by the federal government, among which is the Privatisation and Commercialisation Act of 1988 which made it possible for some of the unproductive and unprofitable public enterprises to be sold to private investors (both internal and external investors). Before the final decision on the part of the government to sell those unviable public organizations, the first attempt made by the federal government was to commercialize these state-owned organizations. The difference between commercialization and privatization was explained by the Chairman of the Technical Committee on Privatization and Commercialisation (TCPC) as follows:

“ While privatization entails alienation of government interest in affected enterprises, commercialization, whether full or partial, will not entail any divestment but will characteristically entail dismantling of all forms of government non-tariff protection of any preferential treatment or insulation of our parastatals against domestic and foreign competitors” (Nigeria Reinsurance Corporation Plc, 1993).

This reform is to enhance the operationalisation of the key features of the public management reforms in OECD Member countries to achieve results oriented administration in the public sector. These features are:

- Devolving authority by providing flexibility;
- Ensuring performance through control and accountability;
- Developing competition and choice;
- Providing responsive service to citizens;
- Improving the management of human resources;
- Exploiting information technology;
- Improving the quality of regulation;
- Strengthening steering functions at the centre.

FINDING REASONS FOR POOR PERFORMANCE OF PUBLIC SECTOR IN NIGERIA

Several reasons are responsible for poor performance of public sector in Nigeria. These are:

Poor infrastructure

Infrastructure refers to resource systems that have been harnessed for the development of society. Such systems include telecommunication, energy, transportation, governance, and other utilities (Frischmann,2007; Pendse,1980). Given Frischmann's infrastructure theory, which is attractive from egalitarian perspective, the abundant resources in Nigeria can be judiciously utilized to ensure adequate infrastructure in Nigeria (Mandel,2008). The dilapidated state of infrastructure in Nigeria has actually limited the public servants from carrying out their official responsibilities in their various institutions.

Absence of good governance

Tanzi (1999) noted that good governance is essential part of a framework for economic and financial management which includes: macroeconomic stability; commitment to social and economic equity; and the promotion of efficient institutions through structural reforms such as trade liberalization and domestic deregulation. Poor governance may result from factors such as incompetence, ignorance, lack of institutions, the pursuit of economically inefficient ideologies, or misguided economic models. It is often linked to corruption and rent seeking. The leadership in Nigeria has indeed contributed to lack of commitment on the part of public workers due to inconsistent policies, improper execution of policy, programmes, and projects

Premature retirement of staff

Premature retirement which may often result from political leaders who want their loyalists to be at the top echelon of the public institutions has psychological effects on the performance of prospective retirees whose allegiance, commitment, and morale are truncated. Some of those outrightly disengaged in the name of retirement are at their pick at the time they experienced this. In fact, the necessary training and proper handing over which they would have done to their subordinate staff makes it highly difficult for the latter to continue what they have left behind uncompleted.

STRATEGIES OF IMPROVING PUBLIC SECTOR IN NIGERIA

The following factors are likely to provide potential institutional drivers for efficiency in the public sector in Nigeria:

Motivating Public Sector Employee

Productivity is the *raison d'être* of management (Accel-Team Website, 2010). Although work motivation does not determine employee's level of performance, but it does influence his/her effort toward performing the task (Ahlstrom & Bruton, 2009). However, an energized and highly motivated employee can reach good performance despite having some knowledge gaps (Landy & Conte, 2010). Motivated staff are more creative, innovative, and responsive to customers, thus indirectly contributing to the long-term success of the organization (MANforum, 2009). Motivation can come in form of rewarding such as promotions, increase in pay, increased discretion, superior work assignments, provision of additional responsibility and so forth (Van Wart, 2008). The Nigerian experience of motivation shows that public sector staff has low motivation. Perhaps this has been one of the factors limiting their productivity. To enhance their

performance there is urgent need to restructure the motivation package of public sector staff on the part of the government.

Effective Staff Recruitment

Recruitment is an integral part of human resources, and involves the process of identifying and attracting or encouraging potential applicants with needed skills to fill vacant positions in an organization (Peretomode and Peretomode, 2001), matching them with specific and suitable jobs, and assigning them to these jobs (Chandran, 1987). The key to most recruitment in the civil service is the notion of position classification, which is arrangement of jobs on the basis of duties and responsibilities and skills required to perform them (Denhardt and Denhardt, 2006). Thus, to enhance proper performance in the public sector, the recruitment should be based on impartial selection, administrative competence, political impartiality, willingness to exhibit spirit of service towards the community, qualification of potential applicants and technical experience.

Managerial Accountability and Role Relationship

A manager is someone who is held accountable for the output of others and for coordinating and motivating a team of producing those outputs. A manager is therefore accountable not only for his or her own performance but also for the performance of other people (Blunt, 1990). Managers should be made accountable for the performance of others because they are expected to influence the allocation of work. Hence, they should be able to make judgment about the performance of other team members. The Nigerian public sector is experiencing challenge because those at the top echelon have little control over their subordinate, an act which makes the work unit to slip into a torporific relationships of ineffectiveness. The question of role relationships such as that is responsible for whom and for what should be clarified as this would enable everyone to know where they stand.

Proper Leadership

Leadership is a combination of credible authority, persuasion, empowerment of others (Conger, 1989), inducement, and perhaps above all , good judgment (Quinn et al, 1988). To enhance proper leadership in the public sector, there should be establishment of a set of organizational values that will facilitate the development of mutual trust and commitment, openness to constructive criticism and change, clear articulation of long term goals, mission and vision.

Need for Effective Implementation of Civil service Reforms

Pressman and Wildavsky (1973) defined implementation as “a process of interaction between the setting of goals and actions geared to achieving them. The civil service reforms consists the reconstruction of administrative structure, the purpose of which is to strengthen operational machinery and techniques of service delivery so that there will be pronounced organizational improvement. The Nigerian public sector has undergone series of reforms since its creation by the British colonial power in 1861.

However, the challenge of the various reforms is that they are often ignored rather than being implemented after their establishment. The problem of over-politicisation of the bureaucracy, corruption and lack of sincerity on the part of the Nigerian leaders and bureaucrats are few of the factors responsible for the failure of reforms.

Adoption of Empirical Performance Measurement and Appraisal

The concept of performance measurement was first used by Beer and Ruth (1978). The concept was popularized in the mid-1980s (Apata, 2003). Performance management is defined “as a strategic and integrated approach to delivering sustained success to organizations by improving the performance of the people who work in them and by developing the capability of teams and individual contribution” (Armstrong and Baron (1998) and Armstrong (2004: 477). For performance appraisal to be empirical, it must be systematic, holistic, verifiable and universally acceptable. Performance appraisal must be devoid of favouritism, victimization, tribalism, God-fatherism and undue sentimentality so that it will not be counterproductive, deleterious, and retrogressive. Public servants are highly de-motivated when the appraisal does not reflect the true evaluation of their performance by their superiors. Performance appraisal schemes usually attempt the following task: improvement of current performance, provision of data for promotion and succession planning and communication between staff and management (Dibie, 2014). According to Casio (2010), for appraisal to be effective there needs to be a high degree of agreement between the employee and their manager on what they are trying to do. Dessler (2011) says that measuring employees’ performance should be based on critical incident file, rating scale, behaviourally anchored rating scale (BARS), Management by Objectives (MBO), narrative, and ranking.

Combating Corruption in the Public Sector

The public sector is faced with unprecedented measure of corruption. The World Bank in Obayelus (2007: 4) defines corruption as the abuse of public office for private gains through rent seeking activities when an official accepts, solicits, or extorts a bribe. Corruption is probably the major way of accessing wealth in Nigeria. Corruption occurs in many forms, and it has contributed immensely to the poverty and misery of a large segment of the Nigerian population (Dike, 2002:2). The desire for corruption has made public servants to ignore sanity for immorality. This act manifest itself through stealing, vandalisation and pilferaging of office items and assets, manipulation of figures, bribery, diversion of state resources, gratification and nepotism.

As a way of correcting this heinous and unholy act, the role of the auditors is very paramount. Kkan (2006:6) opines that “as a starting point for corruption auditing, the auditors should hold on to the traditional assumptions about the behavior of the staff with respect to the organization’s business and should not commence audit planning with the suspicion of corruption”. For effective fight against corruption, the auditor’s kit should include: compliance audit, financial

audit and performance audit. However, for this effective corruption control to exist there must be an enabling environment for such by the government.

Zero Tolerance to Indiscipline and Non-performance

The level of indiscipline in Nigerian public service is very high to the extent that non-performance has become the order of the day. According to President Goodluck Jonathan, Indiscipline and lack of corrective measures to enhance commitments to duty in the federal civil service has the tendency to reduce the quality of service (Premium Times, 2015). For the government to resist indiscipline, erring officers in the system should be disciplined and sanctioned for not showing commitment. Commitment, according to Jaw and Liu (2004) is not only a human relation concept but also involves generating human energy and activating human mind. Without commitment, the implementation of new ideas and initiatives will be compromised (Ramus and Steger, 2000). There should be Practices ensuring increased **results orientation**, such as budget practices and procedures and performance measurement arrangements;

Leadership Training and Staff Career Development

Leadership is a process of social influence by which a person influences others to accomplish an objective and directs the organization in a way that makes it more cohesive and coherent (Chemers, 2002). The public sector leaders sometimes lack this quality due to lack of experience and training. Leadership training will enable staff, particularly those at the top echelon to possess good character, vision, tact, prudence and administrative capability to lead the subordinates in the performance of their work in the organization. In the view of Adamolekun (1983), staff development involves the training, education and career development of staff members. The purpose of training is to improve knowledge and skills and to change attitude (Mullins, 1999). The public servants need to change their orientation and imagination concerning their official responsibility. They should be exposed to training that will enable them to realize that their contribution to economic growth is germane to commitment to their official responsibility.

Promotion on Merit System

A sound promotion system is of vital importance for the continued efficiency of public sector. Promotion is defined as “an appointment from a given position to a position of higher grade, involving a change of duties to a more difficult type of work and greater responsibility accompanied by change of title and usually an increase in pay” (White, 1958). The Nigerian public servants promotion experience shows that oftentimes young ambitious and talented workers are sidetracked during promotion exercise. In fact, this development usually dissuades workers from showing zeal towards improving on productivity level. It is interesting to say that “a proper promotion system helps in retaining the services of the ablest amongst its employees and also in giving them an opportunity to improve their capabilities and qualifications” (Basu, 2006: 201). Merit promotional system should take into cognizance: promotional examination, efficiency rating, production records, the graphic rating system and personality inventory.

Well Established Corporate Culture

Culture is clearly an important ingredient of effective organizational performance (Mullins,2011:457). A corporate culture is otherwise known as organizational culture. Cummings and Worley (2005:509) says an organization's culture is the pattern of assumptions, values and norms that are more or less shared by an organization member. A growing body of research has shown that culture can affect strategy formulation and the implementation as well as a firm's ability to achieve high levels of excellence". The civil service rules and regulation which serves as corporate culture modifying the conduct of the public servants should be revisited and amended so that it can reflect the new management principles in contemporary age. The new civil service rules and regulation should have the following features such as: The integration of organizational goals and personal goals; the most appropriate organization structure based on the demand of the socio-technical system; democratic functioning of the organization with full opportunities for participation; justice in treatment with equitable HRM and employment relations policies and practices; concern for flexibility and the work / life balance, and opportunities for personal development and career progression.

Delegation of Responsibility

Productivity of public servants in governmental institutions keeps on decreasing, particularly in Nigeria and other sub-Saharan states where those at the top echelon find it difficult to delegate the responsibility to their subordinates. The effect of this inadequate delegation is that those at the lower cadre find it extremely challenging to represent their superiors or hold forth after the latter has left the service. As Mooney (1947) points out "delegation means the conferring of a specified authority by a higher authority. In essence it involves a dual responsibility. The one to whom authority is delegated remains responsible to the superior for doing the job, but the superior remains responsible for getting the job done. This principle of delegation is the centre of all the processes in formal organization". One of the advantages of delegation is that it empowers the workers at lower cadre to discover themselves by taking decisions on the job. The delegatee even becomes self-managing (Mills and Friesen, 2001:323). Thus, if the public institutions in Nigeria want to experience progressive production, the public managers should endeavour to allow their subordinate to perform part of their responsibilities while they supervise them.

Encourage Creativity and Innovation among Public Servants.

Public servant should be encouraged to generate ideas that will speed up successful service delivery. Creativity and innovation are major factors of the growth of a business particularly when strategizing plan and when designing new products and services (Obasa, 2012). These two concepts are essential in the face of increasing competition, diversity among customers and availability to new forms of technology, creativity by individuals and team is a starting point for innovation (Amabile, 1996:1154-1184). There is need for this concept to be adapted by public workers to enable the thoughts that the public service institutions are "...lacking in creativity, slow in responding to issues, and structurally weak..."(Ahmed, 2004) to be corrected.

Proper Allocation of Resources to various public sector organizations.

Once goals and policies have been established and approved by top management, an organization's, resources must be allocated. Resources should be allocated according to the priorities established by approved goals. There are five factors that commonly prohibit effective resource allocation: an overprotection of resources, too great an emphasis on short-run financial criteria, company politics, vague strategy targets, and reluctance to take risks (Yavitz and Newsman, 1982). Resources allocation can be viewed to consist of four basic steps, as follows:

- Develop an inventory of the total resources available to the firm.;
- Develop an inventory of each division's resources and each department's resources;
- Develop division and departmental requests;
- Allocate resource appropriately to each division and department (David,1986).

There should also be proper allocation of budgeting. According to Henry (2010) and Gruber (2012), a public budget links citizen's preferences and governmental outcomes. At the federal government level, the budget influences the economy. Budget is an allocation, and redistribution tool for governments. The budget calls for estimates on the funding required by different departments and programmes. The higher the financial allocation, the more fund the public institutions have enough to execute some of the programmes. The public sector has been badly affected with improper funding and spending of allocated fund to the public managers.

E-Governance

To enhance high productivity in the public sector in this age of globalization, it is essential that the public service institutions embrace E-governance. The essence of technology and the increasing utilization of the internet is to open the frontiers of opportunities. When E-governance is adopted, the bureaucratic bottleneck resulting from delay in communication and quality of services provided to the public will be prevented. E-government results to lower costs as well as improved efficiency and quality of services and enables public workers to be more transparent and accountable.

Arrangements that increase flexibility

These include devolution of functional and fiscal responsibilities from central to sub-national governments, agencification, intra-governmental coordination, human resource management arrangements should be put into consideration by the government to enhance the realization of better performance of the public institutions. Regarding agencification, there is some evidence that a reduction of input controls combined with steering for results, financial incentives and competition could lead to increased efficiency

By strengthening competition.

This can be done through privatization and commercialization means. The government should liberalise the economy to enable private investors to compete with the public institutions in the

delivery of services. When government allows effective competition to exist, the public institutions would be compelled to perform more effectively. Privatization has become an acceptable paradigm in political economy of states. It is a strategy for reducing the size of government and transferring assets and service functions from public to private ownership and control. Privatization is based on four core beliefs (Ugorji, 1995): 1. Government is into more things than it should be. It is intruding into private enterprise and lives ; 2. Government is unable to provide services effectively or efficiently; 3. Public officials and public agencies are not adequately responsive to the public; and 4. Government consumes too many resources and thereby threatens economic growth.

Reduction of workforce size

The rationale for downsizing the public sector is to reduce the size (workforce) of public agencies and state-owned enterprises in an attempt to improve efficiency, while reallocating workers where they might be more productive. It may be part of an effort to move toward a more market oriented economy. The operations are usually part of an overall effort to analyzing the distributional impact of increasing economic growth and cutting down financial deficits in the public sector. In most developing countries, the public sector is characterized by public agencies and state-owned enterprises that are overstaffed, bureaucracies that are bloated, and public services that are inefficient.

Deliver the promise

To deliver the customer promise, the overall goals of public service delivery must be clearly understood. These are quality of service (the accessibility, timeliness and calibre of service levels); cost of service (the drive towards value for money); and customer segmentation (the need for different service channels and service offerings based on comprehensive customer insight). The first step towards delivering the promise is to clearly define the role of the public sector organisation – whether this be policy-maker, regulator or service provider. This calls for close scrutiny of the division between its ‘sovereign’ function (implementing policy) and its ‘non-core’ function (undertaking activities which in some cases could be handled equally well, or better, by third parties). Careful evaluation of how technology will help to meet overall goals is needed, with eGovernment being recognised as an increasingly essential medium for service delivery (PricewaterhouseCooper,2007).

Risk taking and management

In every organization there are risk, be it in public or private. One of the strategies of improving the performance of public sector is risk bearing and management. Risk management is seen as the integral part of good governance. For the impact of the Nigerian public sector, particularly public enterprise to be felt, there must be willingness on the part of the public bureaucrats to take risk by venturing into some areas. Indeed the term “risk” has become shorthand for any corporate activity. It is thought not possible to “create a business that doesn’t take risks (Boulton et al, 2000) The public sector can as well manage risk by taking the following steps:

- Identify the risks and define a framework to risk;
- Evaluate the risk;

- Assess the appetite;
- Identify suitable responses to risk;
- Gain assurance about the effectiveness;
- Embedded and review, and back to the beginning;
- Identify the risks and define a framework (Chapman, 2006)

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Measurement.

Countries continue to face challenges with issues of measurement, especially with outcomes. Even with outputs it can be difficult to find accurate measures for specific activities. Governments carry out a wide variety of functions, from building roads to providing advice on foreign travel. Performance measures are more easily applied to certain types of functional and programme area than others. Problems especially arise with regard to intangible activities such as policy advice. The functional areas with the most developed performance measures are education and health. Output and outcome measures each present a different set of challenges. Systems which only concentrate on outputs can result in goal displacement. Outcomes are technically more difficult to measure; they are complex and involve the interaction of many factors, planned and unplanned. It can also be problematic to relate what an agency or programme actually contributes towards achieving specific outcomes. There are also problems with time-lag issues, and in some cases the results are not within the control of the government. Outcomes, however, have a strong appeal for the public and politicians (Curristin et al, 2007).

Resistance from public servants to change

The culture of resistance has been the bane of the public servants. Since the public workers derive pleasure from their lukewarmness towards their work, the attempts of the government to restructure the public sector organization through series of reforms have always been met with failure. The interpretation of change to many public workers is denial, rigorous monitoring, downsizing, resistance to bribery and corruption, excessive discipline, lack of freedom and attainment of targets, notions which for some years have been responsible for inefficiency and ineffectiveness in the public sector.

Changing the behaviour of politicians

The difficulty of separating the role of politicians from that of the public bureaucrats has an impact in the attitude of the former towards the latter. Although in political several efforts have been made by scholars to distinguish the functions of the two. However, it is imperative to say that the undue and persistent intervention in the activities of the bureaucrats often generates problems in the public sector. The politicians themselves has the commandos while bureaucrats are seen as gatekeepers whose responsibility is to do according to the instructions given by the former.

Conclusion

In this age of globalization, it is essential to say that for the public sector that the Nigerian public sector has come of age and for it to be able to cope with international demand, there is need for the principles of New Public Management and ideal public sector to be observed. The NPM is derived from the new institutional economics which discusses new administrative principles such as contestability, user choice, transparency and a close concentration on incentive structures. The NPM is a rational response to some of the pressures of governments are faced which centre on improving on the management of human resources, training of public servant, high competition from the domestic and foreign investors, exploiting modern information technology to the maxim in the course of running public administrative activities, ensuring and enforcing performance through constant control and accountability of public workers, effective delegation of authority from superior to subordinate and proper devolution of government institutions to enhance smooth administration.

In this age of new Nigeria where the desire for a change is rising up every day, there is need for the Nigerian government to consider the global economic market and public sector dynamism which characterized the international arena. To be able to do this perfectly, there should be good governance that will give way for transparency, accountability, rule of law, equity, justice and constitutional government.

The phenomenon of privatization of public sector may not be the complete and effective solution to the change that is expected of bureaucratic organizations. This is because privatization has its attendant challenges such as: (i) outright denial of government ownership of those vital institutions. (2) Denial of revenue which would have generated by those privatized public organizations. (3) In exceptional cases, it could lead to monopoly by reducing competition where the sole power to carry out effective productivity is given to the new buyer of the public enterprises. (4) labour freedom ceases to exist according to Karl Marx since the workers are now under the control of the new private investor. However, it is significant to say that privatization generates income for the government. It also makes it possible for competition to exist among the firms producing similar.

To enhance speedy recovery of economy, it is more appropriate for the Nigerian government in this new dispensation to review the entire public sector system based on the suggestion made above.

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