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Preface

The Review of Public Administration and Management is a referred Journal that is published by The Department of Public Administration, Nnamdi Azikiwe University, Awka-Nigeria bi-annually (June and December). The Journal endeavours to provide a forum for researchers, practitioners, students, resource persons and other people in the academia who are interested in the discussion of current and future issues and challenges impacting on the field of Public Administration, Management Sciences, Humanities, Education, Arts and Social Sciences. We adopt double blind peer review policy in which both authors and reviewers are kept anonymous so as to maintain the high technical and quality standards as required by the researchers.

The Journal welcomes the submission of manuscripts that meet the general criteria of significance and scientific excellence. Papers submitted will be published approximately two months after acceptance. Interested contributors should type their scientific papers on A4 size with wide margins and double line spacing in 12 fonts. It should not exceed 15 pages including the abstract of not more than 250 words. Not more than five keywords should be provided immediately after abstract.

The paper should be empirical or theoretical, well researched, and persuasive. Short communications, original research articles, reviews, commentaries and methods could also be considered. Contributors should include: brief profile of the author including institutional affiliation and status, title of paper, abstract, introduction, statement of problem, review of related literature, method of investigation, discussion of findings and recommendations. Authors should include their phone numbers including addresses and e-mail.

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Table of Contents

Editorial Board ii

Preface iii

Table of Contents iv

List of Contributors vi

National Plan of Action on Food and Nutrition Implementation in South-West Nigeria (2004-2021) | **Bakare Lawal Ayofe** 1

Dividend Policy and its Impact on the Performance of Manufacturing Firms in Nigeria | **Festus Adesegun Adefolurin, Adesina Emmanuel Odesanya & Victor Ajibayo Adeyeye** 17

Unemployment in Nigeria and the Federal Government's Social Intervention Programmes (2016-2021) | **Asoya Nkem Patricia** 25

The Effect of Performance Appraisal on Employee Service Delivery in Bufallo City Metropolitan Municipality, 2016-2021 | **Joba Zamuxolo Isaac & Chukwuemeka Okafor** 35

Local Government Administration in Germany and Nigeria: A Comparative Perspective | **Arimie Chukwuyem Joel & Oamen Dominic N. Jones** 49

Insecurity As A Hindrance to Human Capital Development in Nigeria 2015-2022 | **U A Nwobi, IA Onwuka & CF Eze** 63

The Bureau of Public Procurement and the Regulation of the 2007 Public Procurement Act in Nigeria: A Critical Examination of Major Challenges, 2007-2019 | **Achanya Julius John, Cinjel Nandes Dickson & Andokari Sammuel Ada** 73

Laboratory Experimental Research: Issues, Challenges and New Hope **Goodness N Onwuegbuna, Friday Francis Nchuchuwe & Omoniyi victor Ajulor** 90

The Interface between Globalization and Cybercrime in Nigeria | **Alokwu Okwuchukwu Stella, Okonkwo Ebelechukwu Rebecca & Nwafor Ebele Angela** 103

Assessing Board Monitoring Mechanism and Income Smoothing of Banks in Nigeria, 2011-2020 | **Henry Kenedunium Obi, Okoye Henry Onyebuchi & Maria N Eze** 116

Out-of-School Children and Human Capital Development in Nigeria: Issues and Prospects | **Ebelechukwu Okonkwo, Chijioke, I. Ojiako, Stella O. Alokwu & Laura C. Oranika Umeasiegbu** 127

Intellectual Capital Efficiencies and the Value of Service Firms: Empirical Evidence from Nigeria | **Henry Kenedunium Obi, Okon Idorenyin John & Chijioka I. Ojiako** 136

The Role of Hisbah Board in Reducing Violence among Married Women in Nasarawa Local Government Area Kano State, Nigeria | **Iliyasu F. B., Ibrahim U. S., Mukhtar M., Hamza H. I. & Bala A. I.** 150

Violence, Insecurity and Economic Development of Nigeria 1999-2019 **Adoyi M. Omale** 159

Assessment of the Core Strategies in Achieving Rural Development Policy in Kwara State, Nigeria | **Mohammed Idris Danjuma, Garuba Rasheed Obasekore & Salahu Moshood** 171

Neoliberalism in Crisis: Globalization or Re-Nationalization | **Jamilu Rabiu & Nura Iro Maaji** 185

Governance Intervention in Developing Economies: An Appraisal of Public Enterprises Approach to Sustainable Nation Building | **Ifeoma L. Nnaji, Chijioke I. Ojiako, Ikechukwu O Ukeje & Sunday O. Nwangbo** 194

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NATIONAL PLAN OF ACTION ON FOOD AND NUTRITION IMPLEMENTATION IN SOUTH-WEST NIGERIA (2004-2021)

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Abstract

Food and nutrition are among the key constituents of man because of their indispensable role to the continual existence of human being. Over the years, experts have raised concerns over the food and nutrition insecurity that is prevalent in Nigeria despite its favourable agroecological endowments. In its effort, government has put in place a number of measures including the National Plan of Action on Food and Nutrition. This study thus assessed the implementation and implications of the said programme since its birth in 2004, in South-west, Nigeria, focusing on two predominantly agricultural states; Oyo and Ondo states. The study employed the descriptive survey design and a purposive sampling technique was utilized to select 1,200 respondents through the Farmer Associations in the two elected states for questionnaire administration. The data were analyzed descriptively with the aid of Statistical Package for Social Science (SPSS). The findings revealed that the strategies of the National Policy on Food and Nutrition in Nigeria is not effective and adequate; and has produced little to no effect on food security in the Country. It was concluded that the programme has not yielded desirable results in addressing the gap in food supply in the study area. Hence, the enormous amount of money spent in attempting to assure the food security of Nigerians without tangible success calls for a fundamental review of the past approaches in the areas of designing and implementing the National Policy on Food and Nutrition and re-strategize to develop an approach that will ensure that better progress is made toward achieving food security.

Keywords: Food Security, Food, Nutrition, Policy, NPFN.

Introduction

Food and nutrition are among the key constituents of man because of their indispensable role to the continual existence of human being. Therefore, food is essential in man's daily activities, it is required that all efforts both from individual, government and international bodies are put in place to ensure abundance of food production in the society (Agbarakwe & Anowor, 2018).

The key responsibilities of any government include the protection of life and properties and provision of services that sustain the life condition of the people. In Nigeria, the key thrust of the nation on agricultural renaissance is to diversify its economy by making agriculture the hub of economic growth while also achieving a hunger-free country (Nwozor, Olanrewaju & Ake, 2019). A hunger-free country is one that is food secure. Food security encompasses the condition in which all

people, at all times, have physical, social, and economic access to sufficient, safe and nutritious food that meets their dietary needs and food preferences for an active and healthy life (World Health Organization, 2015; Food and Agriculture Organization, 2016). Food availability, stability of supplies and food accessibility are related determinants of food security (Eme, Okala & Ijeoma, 2014).

Among the key concerns of the government in relation to food security is the accessibility which entails adequate food availability to the household, and an adequate income capacity for the purchase of the available food (Dasola & Adeniran, 2018). Stability of food according to Dasola and Adeniran (2018) implies that the food availability is not affected by any shocks or risks affecting food production at all times. Food accessibility accordingly has three components which include physical access to food, economic access to food, and sustainable access to food. Availability of food, stability of food supplies and access are therefore three essential determinants of food security. Physical access implies food availability or food supply to the household, as there might be food available at the national level which however may not trickle down to the household level.

Food security has become a national priority for the country considering that a vast majority of its over 200 million populations is food insecure (Federal Ministry of Agriculture and Rural Development, 2019). Food and nutrition insecurity is prevalent in Nigeria despite its favourable agro-ecological endowments. It has a total landmass of 92.4 million hectares, out of which only about 32 million hectares or 34.63 percent are under cultivation. Nigeria, therefore, lacks both the capacity and capability to cater for the food and nutrition requirements of its teeming population. As such, food insecurity and the prevalence of under-nutrition in Nigeria are among the worst globally (Fadare, Akerele, Mavrotas & Ogunniyi, 2019).

The National Policy on Food and Nutrition in Nigeria, provides an overarching framework, covering the multiple dimensions of food and nutrition improvement. It addresses the problems of food and nutrition insecurity in Nigeria, from the individual, household, community and up to the national Level. The Policy was put in place to add value, and strengthen synergy among sectors and other initiatives of government and partners. The policy recognizes the need for public and private sector involvement, and that hunger eradication and nutrition improvement is a shared responsibility of all Nigerians. The Policy is also aimed at addressing the problems of malnutrition and extreme hunger across different levels of the Nigerian society ranging from the individual, household and communities, thus contributing to the overall national development. In addition, the policy aimed at solving some emerging critical issues in the country which include nutrition in the first one thousand days of life, nutrition during emergencies and upsurge in the prevalence of diet-related non-communicable diseases (NPFN, 2016).

Recent security challenges, especially the frequent clashes between herdsmen and farmers in the predominantly farming areas of the Middle Belt region

which has resulted in the destruction of lives and farmlands, have become a major threat to efforts to boost food production. From Benue to Taraba, Nasarawa and Plateau in the North Central region and Zamfara and Kaduna States in the North West, clashes between farmers and herdsmen have left in its trail heavy losses of lives and property. These losses of lives have adversely affected farming activities and other related businesses (Stanley, 2020). This has resulted in a drastic reduction in farm outputs, a development that has heightened the fear of hunger. Already most farmers in the affected states have abandoned farms for fear of being attacked by the herdsmen. For the predominantly farming communities of Benue and border communities of Nasarawa and Taraba states, farming is no longer business as usual. Several farmers have been displaced and dispossessed of their farms by armed men believed to be Fulani herdsmen (Eme *et al.,* 2019). It should also be noted that previous studies have only focused on issues and challenges of food insecurity in Nigeria. However, limited or no study have been reported on the assessment of the Food and Nutrition Policy. This study thus attempts a ~~critical~~ evaluation of the extent at which the government response to food security through its National Policy on Food and Nutrition in Nigeria since its birth in 2004.

Concept of Food Security

Food security has been defined in various ways by different scholars, institutions and agencies. According to World Health Organization (2015) and Food and Agriculture Organization (2013) food security is access to the food needed by all people to enable them live a healthy life at all times. A country is said to be food secured when there is access to food of acceptable quantity and quality consistent with decent existence at all times for the majority of the population (Reutlinger, 2015; Idachaba, 2014). This means that food must be available to the people so as to meet the basic nutritional standard needed by the body. But it should be noted that availability of food does not mean accessibility to food. Availability depends on production, consumer prices, information flows and the market dynamics.

World Bank (2016) defined sustainable food security as an access to enough food for an active, healthy life at present as well as ability to provide enough in the future. Mukhtar and Abudullahi (2020) explained that sustainable food security occurs when people have physical and economic access to sufficient food to meet their dietary needs for a productive healthy life at present as well as in the future. This definition outlines some indices for measuring the extent or degree of food security to be achieved by any country and the indices are adequate national food supply, nutritional content, accessibility, affordability and environmental protection.

Absence of food security is food insecurity; food insecurity on the other hand represents lack of access to enough food and can either be chronic or temporary. Adeoti (2019) opine that chronic food insecurity arises from lack of resources to acquire and produce food thereby leading to persistent inadequate diet.

FAO (2017) refers to food insecurity as the consequences of inadequate consumption of nutritious food bearing

in mind that the physiological use of food is within the domain of nutrition and health. When individuals cannot provide enough food for their families, it leads to hunger and poor health. Poor health reduces one's ability to work and live a productive healthy life. Poor human development destabilizes a country's potential for economic development for generations to come (Otaha, 2013).

Theoretical Framework

Neo-Malthusian Theory

This study is anchored on Neo-Malthusianism theory which proposes the belief that population control through the use of contraception is essential for the survival of the earth's human population. It rests on the observation that resources are limited, and that growing populations could rapidly outstrip the provision of resources including land and food.

The concept of Malthusianism is named after the Reverend Thomas Robert Malthus, who in a 1798 paper titled "An Essay on the Principle of Population" suggested that population growth should be limited through abstinence and by restricting the marriage of those who live in poverty or suffer physical defects. He also theorized that disease, starvation and war were "positive checks" that helped to limit population growth. Today, neo-Malthusians advocate birth control as the most practical means of limiting population growth. The theory believe that the world's population has been growing too fast implying that the world would be better off if it had fewer people. Like the predecessor, the Neo-Malthusians believe poverty and rapid population growth on the world's poorest population.

The continuous increase in Nigeria population is beyond comprehension. Efforts are not put in place to curb over-population since the mineral resources may not be enough to carter for the future. The theory is therefore relevant in the area of encouraging government to enact policies on control of child birth in order to reduce hunger and poverty.

Overview of Government Programmes and Policies on Food Security

The increasing incidence of malnutrition occasioned by dwindling food supply worldwide has forced countries to embark on policies that would improve food production and availability. This is because as Lucas (2017) cited in Oyesola (2019) stated, no nation in this modern world can truly be great if it cannot feed her population and no meaningful progress can be made in other sectors of life if there is scarcity of food for the people. No system whether capitalism, socialism or other political ideologies that mushroomed in Africa and other parts of the world, can sustain the loyalty of underfed and impoverished people.

Nigeria has initiated and implemented several policies under different regimes using various semantic descriptions to increase food production and ensure food security.

In 1956, the Western and Eastern regions-initiated farm settlement schemes. Dr. M.I. Okpara on taking over from Dr. Nnamdi Azikiwe as the premier of the Eastern Region began to implement his ideology of "pragmatic socialism" This political ideology encouraged organized agricultural

sector. He established farm settlements in the Ohaji area of the present Imo State. The scheme involved the building of housing estates provided with pipe borne water, roads, schools and other facilities that attracted young men to take to farming while enjoying same facilities as their mates in the urban cities. The scheme led to massive production of cassava products, yams, cocoa yams, plantains, bananas etc. In all, Okpara's magmatic socialism was such a huge success that in 1964 international economic assessors declared the economy of the then Eastern Region as the fastest growing economy in the third world at 12.7 percent (Akamere, 2014).

The military coup of January 1966 and the outbreak of the civil war were to bring the scheme to an inglorious end. At the end of the war in 1970, and pushed by the increasing incidence of kwashiorkor among children of the South Eastern part of the country, the General Yakubu Gowon administration embarked on massive importation of rice to mitigate the high mortality rate especially among children due to malnutrition.

Ojo and Adebayo (2017) citing Ekpu (2012) recalled that the Nigerian ports did not have the facilities to handle the huge importation of what came to be called "*The Rice Amada*". This led to congestion and a decongestion committee had to be setup. At the end of the day, massive importation of rice could not tackle the long-term problem of food security. At a point Nigerians suggested to the Yakubu Gowon regime that the over bloated army which became redundant following the end of the civil war could be drafted to the farm to boost agricultural production. This was however discarded for security reasons (Ojo & Adebayo, 2017).

In 1976, General Olusegun Obasanjo initiated a scheme known as Operation Feed the Nation (OFN). A lot of resources were lavished in giving the scheme such elaborate promotion as to instill in Nigerians, the passion of farming. Nigerians, irrespective of class or profession, were encouraged to own a farm or at least a garden. According to Ekpu (2012), those who didn't have farms or gardens resorted to flower pot farming.

The Euphoria notwithstanding, the scheme did not produce the bumper harvest envisaged and cynical Nigerians nicknamed the program *"Operation Fool the Nation".* Alhaji Shehu Shagari's government from 1979, also promoted an agricultural policy aimed at encouraging Nigerians to take to farming as a way of boosting food security. Known as Green Revolution, the policy failed woefully both in its bid to encourage Nigerians to take to farming and in producing food to feed the populace, due mainly to corruption and contradictory policies that defeated the purpose of the programme.

The same government that sought to promote farming soon embarked on massive importation of rice under a special presidential directive. It was so massive that people began to thank a ministry of rice was in the offing. The presidential rice import policy was superintended by the then Transport Minister, Alhaji Umaru Dikko. This massive importation of food and other items continued unabatedly at the detriment to domestic food production. A second republic politician even boasted to have imported sand from Saudi Arabia to build his house.

In 1985, General Ibrahim Babangida come up with directorate of Food, Roads and Rural Infrastructure (DFRRI). It was meant to be a comprehensive integrated program to boost food production and effect rural transformation but ended up a victim of massive corruption.

Since the inception of civilian dispensation in 1999, several policies and schemes have also been put in place under the Obasanjo as well as Jonathan's regimes, all aimed at boosting domestic food production and tackle food insecurity. But in spite of claims by the government that the policies have recorded huge success, there is nothing on ground to support such claims.

These policies look fantastic in conception but they face the same problems as those earlier discussed. Besides the politicization of the policies, corruption is a major problem. Most of the Agricultural cooperatives that get access to government's monetary assistance are indeed conjured up by politicians while the real farmers remain un-affected by such incentives especially those who don't have influential politicians to give them the needed link. Money budgeted for such policies are often seen as political patronage by those in charge.

Poor budget implementation and deceitful government claims are part of reasons why these policies fail to see the light of the day. For instance, out of the ₦182.2 billion earmarked for the 2003 rice initiative of President Obasanjo, only ₦5 billion was released (Tell, 2008).

In addition to inconsistency on the part of government, poor access to credit and Agric inputs are serious weakness and threat to Agricultural development in Nigeria. Accordingly, poor infrastructure including rural roads, water supply, storage facilities, electricity, poor budget allocation to Agricultural sector, poor and inadequate irrigation facilities real obstacles to food security in Nigeria (Okechukwu, Onimade & Bade, 2014).

The former minister of Agriculture, Dr. Akinwumi Adesina was quoted as saying that as a result of the e-wallet scheme introduced by the Jonathan's administration, national food production increased by 21 million metric tons between 2011 and 2014, surpassing the 2015 target of 20 million metric tons (The Nation, 2015). But statistics from the US Department of Agriculture (USDA) shows that Nigeria imported about 900,000 metric tons of maize valued at about ₦31 billion from the United States in the last six years. Besides, in spite of governments acclaimed breakthrough in the production of cassava, records reveal that Nigeria still imports starch, which is a derivative off cassava; she imports maize from the United States, and she imports palm oil. The continued importation of these products till today is evidence of the failure of the government and its agricultural policies (The Nation, 2015).

President Olusegun Obasanjo had also in a National Day Broadcast, October 1, 2004 claimed that agricultural sector had recorded unprecedented annual growth rate of seven percent (7%); that the strategic grains reserve had reached 150,000 tons and still rising. The government had also claimed that increased food production had encouraged the World Food Program to contemplate the establishment of an office in Nigeria from where it would

obtain food for other African countries in need. There is nothing on ground yet to support the claim (Ojo & Adebayo 2017).

Methodology

The study utilized descriptive survey research design since it aims to provide detailed understanding on the variables of the study by interacting with the people that are most concerned with the subject. The focused area is Southwest Nigeria, being one of the six regions where Agricultural practices are the major occupations of the people therein. In the same vein, within this region, two states, Oyo and Ondo states are purposively selected as the focused area because of their long history of existence and predominantly agriculturists. The population of this study constituted inhabitants of these two states of the South-west geopolitical zones in Nigeria. The study used purposive sampling technique to select a total of 1500 respondents, with 750 respondents selected from the Farmer Associations in each of the two states. Since the study is descriptive, thus, descriptive analysis was conducted using specifically, simple percentage and simple mean deviation, with the aid of Statistical Package for Social Science (SPSS).

Findings

A total of 1500 questionnaires were administered among inhabitants of Oyo and Ondo States of South-West geopolitical zones in Nigeria, 1200 questionnaires were retrieved from the respondents.

Table 1: Socio-Economic Background Information of the Respondents

Table 1	**Sex of respondents**	
Item	**Frequency**	**Percent**
Male	500	41.7
Female	700	58.3
Total	**1200**	**100.0**
Age		
20-30years	250	20.8
31-40years	600	50.0
41-50years	300	25.0
51 years and above	50	4.2
Total	**1200**	**100.0**
Years		
Civil servant	520	43.3
Member civil society organization/NGO	340	28.3
Students	190	15.8
Private sector employee	150	12.5
Not employed	00	0
Total	**1200**	**100.0**
Years		
Under 5years	300	25.0
6-10years	400	33.3
11-15years	200	16.7
16-20years	180	15.0
21years and above	120	10.0
Total	**1200**	**100.0**
Amount		
Below 50,000	520	43.3
51,000-100,000	340	28.3
101,000-150,000	190	15.8
151,000-200,000	150	12.5
201,000 and above	0	0
Total	**1200**	**100.0**

Source: Field Survey, 2022

Table 1 presents result of respondents' sex. It was indicated that male participants are 500 with a percentage value of 41.7% while female participants are 700 with percentage value of 58/3%. Thus, majority of the participants of this study were female students. It was indicated that majority of the participants for this study are between the age range of 31-40years. Thus, most participants are matured enough. The shows that the educational qualification of respondents. From the result, it was indicated that majority of the participants for this study were Diploma graduate, having a frequency value of 38 and a percentage value of 31.7%.

Based on the result of respondents' occupation, it was indicated that

majority of the participants were civil servants, with a percentage value of 43.3%. Thus, it is concluded that most respondents are working class citizens have a job. From the result, it was revealed that about 400 of 33.3% of the respondents have worked from between 6-10years. Hence, it is concluded that most of the respondents have experience inflation at one point in time.

From the table above which presents respondents monthly income, it was indicated that majority of the respondents earn a monthly salary between the range of 50,000 and below, having the highest percentage value of 43.3 %. It can therefore be concluded that most respondents could barely survive with this kind of salary even though they earn more than the National minimum wage of Nigeria workers.

Provision of Food and Nutrition in Nigeria

This section addressed the objective one of this study which focuses on the provision of food and nutrition in Nigeria. The availability of raw materials needed to produce varieties of food was assessed. It was revealed that there is no availability of raw materials needed to produce varieties of food in the country, this is confirmed by the mean value of 1.0 which is less than the threshold value of 1.5, hence, we reject the assertion.

The adequate access of food for household consumption in the country was assessed. Findings revealed that there is no adequate access of food for household consumption in the country, this is confirmed by the mean valued of 1.1 which is less than the threshold value. Hence, we reject the assertion. The affordability of foods by average and low-income earners was assessed in this study. Findings revealed that foods are not affordable by average and low-income earners. This is confirmed by the mean value of 1.4 which is less than the threshold value. Thus, we reject the assertion.

Furthermore, we considered whether every household in the country could access good nutrition. Result revealed that not all households in the country could access good nutrition. This is confirmed by the mean value of 1.1 which is less than the threshold value. Thus, we reject the assertion. Finally, the possibilities that every household eats balance diet meal everyday was assessed. From the result, it was observed that there are no possibilities that every household eats balance diet meal every day. This is confirmed by the mean value of 1.3 which is less than the threshold value. Hence, we reject the assertion. From the foregoing, it is deduced that there are no adequate provision of food and nutrition for citizens in Nigeria.

S/N	Analysis of the provision of food and nutrition	N	Mean	Std. Deviation	Std. Error Mean	Status
1	There is availability of raw materials needed to produce varieties of food	120	1.0833	.27754	.02534	Rejected
2	There is adequate access of food for household consumption in the country	120	1.1667	.37424	.03416	Rejected
3	Foods are affordable by average and low-income earners	120	1.4167	.49507	.04519	Rejected
4	Every households in the country could access good nutrition	120	1.1667	.37424	.03416	Rejected
5	There are possibilities that every household eats balance diet meal everyday	120	1.3083	.46374	.04233	Rejected

Source: Survey (2022)

Effectiveness and adequacy of the National Policy on Food and Nutrition in Nigeria

This section centers on how effective and adequate are the strategies of National Policy on Food and Nutrition in Nigeria. We considered whether the National Policy on Food and Nutrition has reduced the rate of malnutrition in the society. Result revealed that the National Policy on Food and Nutrition has not reduced the rate of malnutrition in the society. This is confirmed by the mean value of 1.2 which is less than the threshold value of 1.5. hence, we reject the assertion.

We assessed whether the National Policy on Food and Nutrition has improved the health system of individuals and reduce disease rate in the country. Result revealed that the National Policy on Food and Nutrition has not improve the health system of individuals and reduce disease rate in the country. This is confirmed by the mean value of 1.4 which is less that the threshold value. Hence, we reject the assertion.

We assessed whether through the provision and implementation of the policy, the state of health and wellbeing of citizens has improved. Result revealed that the state and wellbeing of citizens has not improve. This is confirmed by the mean value of 1.4 which is less than the threshold value. Thus, we reject the assertion.

The study assessed whether the implementation of National Policy on Food and Nutrition has improved the economic development in the country. Result revealed that the implementation of National Policy on Food and Nutrition has improve the economic development in the country. This is confirmed by the mean value of 1.7 which is greater than the threshold value. Thus, we accept the assertion.

The study also assessed whether the recognition of adequate food and nutrition as a human right and adopting rights-based approach for implementing

the policy has been ensured by the ministry. Findings revealed that the recognition of adequate food and nutrition as a human right and adopting rights-based approach for implementing the policy has been ensured by the ministry. This is confirmed by the mean value of 1.6 which is greater than the threshold value. Hence, we accept the assertion. From the foregoing, it is concluded that the strategies of the National Policy on Food and Nutrition in Nigeria is not effective and adequate.

Table 3: Effectiveness of the National Policy on Food and Nutrition in Nigeria

S/N	Item	N	Mean	Std. Deviation	Std. Error Mean	Status
1	The National Policy on Food and Nutrition has reduced the rate of malnutrition in the society	120	1.2083	.40782	.03723	Rejected
2	The National Policy on Food and Nutrition has improved the health system of individuals and reduce disease rate in the country	120	1.4167	.49507	.04519	Rejected
3	Through the provision and implementation of the policy, the state of health and wellbeing of citizens has improved	120	1.4583	.50035	.04568	Rejected
4	The implementation of National Policy on Food and Nutrition has improved the economic development in the country	120	1.7500	.43483	.03969	Accepted
5	The recognition of adequate food and nutrition as a human right and adopting rights-based approach for implementing the policy has been ensured by the ministry	120	1.6667	.47338	.04321	Accepted

Source: Survey (2022)

Level of Implementation of National Policy on Food and Nutrition

This section assessed the objective three which examined the level of implementation of National Policy on Food and Nutrition in Nigeria. under the input stage, the study considered whether public and concerned stakeholders were given the opportunity to advocate for food and nutrition issues important to them and to participate effectively with public officials in the establishment of policies, plans, and budgets for food and nutrition. This is confirmed by the mean value of 1.1 which is less than the threshold value of 1.5. Hence, we reject the assertion.

We considered whether there is proper stakeholder engagement prior to the design of food and nutrition policy. Findings revealed that there is no proper stakeholder engagement prior to the design of food and nutrition policy. This is confirmed by the mean value of 1.3 which is less than the threshold value. Thus, we reject the assertion.

The adequate planning and preparation for required resources for food and nutrition policy design was assessed. Findings revealed that there is no adequate planning and preparation for required resources for food and nutrition policy design. This is confirmed by the mean value of 1.4 which is less than the threshold value. Thus, we reject the assertion.

Furthermore, the proper investigation about the nutritional needs of the peoples which forms input for food and nutrition policy design was assessed. Result revealed that there is no proper investigation about the nutritional needs of the peoples and this forms input for food and nutrition policy design. This is confirmed by the mean value of 1.2 which is less than the threshold value. Thus, we reject the assertion.

Under the processing stage, the proper implementation of the policy was assessed. Result revealed that there is proper implementation of the NPFN policy. This is confirmed by the mean value of 1.7 which is greater than the threshold value. Hence, we accept the assertion.

We assessed whether there is mechanism for evaluating the effectiveness of the NPFN policy. Result revealed that there is no mechanism for evaluating the effectiveness of the policy. This is confirmed by the mean value of 1.2 which is less than the threshold value. We therefore reject the assertion.

The adequate machinery for implementation of food and nutrition policy was assessed. Findings revealed that there is no adequate machinery put in place for implementation of food and nutrition policy. This is confirmed by the mean value of 1.4 which is less than the threshold value. Thus, we reject the assertion.

Under the outcome stage, the high quality of the production of food in the country was assessed. Result revealed that there is no high quality of the production of food in the country. This is confirmed by the mean value of 1.3 which is less than the threshold value. Thus, reject the assertion.

The study assessed whether food security in the country are organized and financed in ways that offer incentives to public, NGO, and private providers. Result revealed that food security in the country are organized and financed in ways that offer incentives to public, NGO, and private providers. This is confirmed by the mean value 1.5 which is the same with the threshold value. Thus, we accept the assertion.

We considered whether Information on allocation and use of resources and results is available for review by the public and concerned stakeholders. Result revealed that there is no Information on allocation and use of resources and results for review by the public and concerned stakeholders. This is confirmed by the mean value of 1.4 which is less than the threshold value. Thus, we reject the assertion.

Finally, we considered whether the service providers use evidence on

program results, citizens' satisfaction, and other related information to improve the services they deliver. Findings revealed that service providers do not use evidence on program results, citizens' satisfaction, and other related information to improve the services they deliver. This is confirmed by the threshold value of 1.2 which is less than the threshold value. Hence, we reject the assertion.

From the foregoing, it is concluded that the input stage, processing and output stage of the implementation of the NPFN policy is poor.

Table 4: Level of Implementation of National Policy on Food and Nutrition

S/N	Items	N	Mean	Std. Deviation	Std. Error Mean	Status
1	The public and concerned stakeholders were given the opportunity to advocate for food and nutrition issues important to them and to participate effectively with public officials in the establishment of policies, plans, and budgets for food and nutrition.	120	1.1667	.37424	.03416	Rejected
2	There is proper stakeholder engagement prior to the design of food and nutrition policy	120	1.3333	.47338	.04321	Rejected
3	There is always adequate planning and preparation for required resources for food and nutrition policy design	120	1.4167	.49507	.04519	Rejected
4	There is proper investigation about the nutritional needs of the peoples and this forms input for food and nutrition policy design	120	1.2500	.43483	.03969	Rejected
5	There is proper implementation of the policy	120	1.7083	.45644	.04167	Accepted
6	There is mechanism for evaluating the effectiveness of the policy	120	1.2083	.40782	.03723	Rejected
7	Adequate machinery are put in place for implementation of food and nutrition policy	120	1.4167	.49507	.04519	Rejected

8	There is high quality of the production of food in the country	120	1.3333	.47338	.04321	Rejected
9	Ensuring food security in the country are organized and financed in ways that offer incentives to public, NGO, and private providers to improve performance in the delivery of health services.	120	1.5000	.50210	.04583	Accepted
10	Information on allocation and use of resources and results is available for review by the public and concerned stakeholders	120	1.4167	.49507	.04519	Rejected
11	Service providers use evidence on program results, citizens satisfaction, and other related information to improve the services they deliver	120	1.2083	.40782	.03723	Rejected

Source: Survey (2021)

Discussion of Findings

From the findings, it is deduced that there are no adequate provision of food and nutrition for citizens in Nigeria. This is could be attributed to the absence of core determinants of food security as stated by FAO (2013) which are availability, accessibility, utilization and stability. In addition, Adeoti (2019) opine that chronic food insecurity arises from lack of resources to acquire and produce food thereby leading to persistent inadequate diet.

It was equally revealed that the strategies of the National Policy on Food and Nutrition in Nigeria is not effective and adequate. This as stated in the literature could be attributed to the apparent inconsistency in government's targeted policy intervention and implementation strategies further compounds the problem of food security. This is also in consonance with the findings of Eme *et al.* (2014) who asserted that weaknesses and threats to Agricultural development in Nigeria are caused by poor and inconsistent government policy; and poor budget allocation to agricultural sector. Also, finding revealed that the National Policy on Food and Nutrition has no influence on food security. This submission aligns with Akemere et al. (2018) suggest that the task of ensuring adequate food for Nigerians requires innovative agricultural policies, renewed commitment on the part of political leadership to co-ordinate the efforts and energy of the citizenry to achieve increased food production.

Conclusion

The findings revealed that that the strategies of the National Policy on Food and Nutrition in Nigeria is not effective and adequate; and has produced little to

no effect on food security in the Country. It was concluded that the programme has not yielded desirable results in addressing the gap in food supply in the country. Hence, there is a need for the review and overhauling of the government response to food security in Nigeria

Recommendation

The enormous amount of money spent in attempting to assure the food security of Nigerians without success calls for a fundamental review of the past approaches and achievements in the areas of designing and implementing the National Policy on Food and Nutrition to see what lessons can be learned to re-strategize and develop an approach that will ensure that better progress is made toward achieving food security.

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DIVIDEND POLICY AND ITS IMPACT ON THE PERFORMANCE OF MANUFACTURING FIRMS IN NIGERIA

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Abstract

This study examined the impact of dividend policy on the performance of manufacturing firms in Nigeria with particular focus on Dangote Cement Company Plc. The main objective of the study was to investigate the influence of dividend policy on the financial and non-financial performance of manufacturing firms in Nigeria. Survey research design was adopted. Primary data was obtained from respondents. The study made use of a structured questionnaire. Cochran formula was used to determine a sample size of 385 shareholders of Dangote Cement Company Plc with a response rate of 57.14 per cent. Earnings per share and dividend pay-out ratio are used as proxies for dividend policy while return on equity (ROE) and firm value are used as proxies for firm performance. The study was hinged on agency theory. Pearson's coefficient of correlation was used to test the suggested hypotheses. The findings indicated that dividend policy has significant impact on the performance of manufacturing firms in Nigeria. The study concluded that dividend payment tend to increase the firm's value and return on equity, hence, dividend policy has a positive impact on the performance of manufacturing firms in Nigeria. Also, dividend payment tended to increase investors' confidence and public perception of manufacturing firms. Therefore, it was recommended that the management of manufacturing firms' in Nigeria should design a dividend policy that would benefit the shareholders' and enhance the market price of company shares. Also, firms should consider other ways to improve the quality of their asset and performance.

Keywords: Dividend, Earnings, Policy, Performance, Shareholders

Introduction

All over the world, shareholders are very important to the financial health of corporate entity. The shareholders (stockholders) constitute an important stakeholder segment in any organisation, since they provide funds for the entity to conduct its business. For their participation by investing in the organisation, shareholders are rewarded with payment of dividends from the

organisation based on the proportion of stocks they hold in the business. And as such, one of the major goals of the corporate world is to generate enough profits for growth and sustainability of the firm hence maximization of shareholders wealth (Idewele & Murad, 2019; Mirza & Javed, 2013).

According to Idewele and Murad (2019), dividend payment decision is one of the four major decision areas in corporate finance; others are financing, investment, and working capital management decisions. When it comes to the decision on what to do with the profit of the firm, there are two options to choose from - the firm can either retain the profits in the company (retained earnings on the balance sheet), or distribute such profit to its shareholders (dividend payout) (Ngwoke, 2021). Dividend represents payment made to shareholders from the profit of the firm (Idewele & Murad, 2019). Dividend policy, therefore, is the policy a company uses to structure its dividend payout to shareholders. It is a guideline that specifies the amount paid out as dividend and the frequency with which they are paid out to shareholders by the company (Ngwoke, 2021).

Accounting statements provide different measurements to measure the firm performance, such as net income (NI), return on assets (ROA) or return on equity (ROE) (Sudiyatno, Puspitasari, & Kartika, 2012:30). Another study identified Earnings per Share (EPS), ROA, ROE as measures of firm performance (Basit & Irwan, 2017). Other measures include dividend yield (Sorin, 2016). Firm performance, therefore is a critical factor that is used by various stakeholders to measure the success of the company and is used by investors as a yardstick to determine whether or not to invest their fund in a given corporate entity (Sudiyatno *et al.*, 2012:30). However, apart from financial measures, non-financial measures such as firm value, customer satisfaction, quality of service/products and etc. could also be used to determine organisational performance.

However, to the best of the knowledge of the researcher most studies on dividend policy and organisational performance are concentrated in the developed nations with only few conducted in developing nations such as Nigeria, against this backdrop, the main objective of the study was to investigate the influence of dividend policy on the financial and non-financial performance of manufacturing firms in Nigeria. Hence, what is the influence of dividend policy on financial (ROE) and non-financial (firm value) performance?

Based on the foregoing, the following hypotheses are suggested:

H_{01}: There is no significant relationship between earnings per share and return on equity of manufacturing firms' in Nigeria

H_{02}: There is no significant relationship between dividend pay-out ratio and the value of manufacturing firms in Nigeria

To address this, the rest of the paper is structured as follows. In section two the literature review is presented, in section three, the research methodology, section four presents the results and discussions, while section five concludes the paper.

Conceptual clarification

Monogbe and Ibrahim (2015) are of the view that dividend policy stands as one of the most important financial decisions

in the corporate world; hence, it commands keen interest among the various stakeholders of a firm. Dividend policy in the guideline for the decision on how much is distributed to a firm's shareholder (Kanakriyah, 2020). It is the plan a firm implements regarding the arrangement of its dividend pay out to shareholders'. Dividend decision is very important because it determines the value of the firm, its capital structure, stock price and the amount of taxes payable by the shareholders (Obayagbona & Ogbeide, 2018).

However, dividend policy is one of the complex areas in corporate finance (Das, 2020). The first theory established on dividend policy- Modigliani and Miller, also known in the literature as M and M theory, proposed that dividend policy has no impact on a firm's market value and average cost of capital (Mirza & Javed, 2013). Based on the postulation of this theory, the dividend policy of a firm is irrelevant, in theory, because without recourse to the dividend policy, investors may decide to sell a portion of their shares or portfolio if they need funds. This is the dividend irrelevance theory, which infers that dividend payouts minimally affect a stock's price (Modigliani & Miller, 1958 as cited in Mirza & Javed, 2013). The theory emphasises that in an efficient market the price of a company's stock can decline according to the amount the firm pays out as dividend to its shareholders. A position that was seen as astonishing by a great majority of financial practitioners, experts and academics at that time, given the dominant position which advocated that a well-managed dividend policy had a significantly positive influence on the value of a firm (share prices and shareholders' wealth). A number of measures have been adopted to measure dividend policy. These include dividend yield, dividend cover, earning per share, and dividend payout ratio (Idewele & Murad, 2019; Ogbuagu, 2020). However, this present study shall adopt dividend pay-out ratio and earnings per share as measures of dividend policy.

Dividend pay-out ratio refers to the proportion of earnings paid by the firm to the shareholders (Akinsulire, 2014). A high pay-out ratio is an indication that the firm has a liberal distribution policy while a low pay-out ratio in an indication of a conservative distribution policy (Ogbuagu, 2020).

Earnings per share is used to determine the firm's profitability. Earnings per share is the sum of declared dividends issued by a company for every ordinary share outstanding (Rachid & Wiame, 2016). This is used by stakeholders when making decision about the firm, especially, investment decision by shareholders.

Yusuf (2015) stated that there are four broad types of dividend policies in practice, namely: residual payment policy, stable predictive dividend policy, Constant payout ratio policy, and Low plus extra or bonus dividend policy. Three of these are discussed-a stable dividend policy, a constant dividend policy, and a residual dividend policy.

A stable dividend policy is the easiest and most commonly used. The goal of the policy is a steady and predictable dividend payout each year, which is what most investors seek. Whether earnings are up or down, investors receive a dividend. The goal is to align the dividend policy with the long-term growth of the company rather than with quarterly earnings volatility. This

approach gives the shareholder more certainty concerning the amount and timing of the dividend.

Constant Dividend Policy

The primary drawback of the stable dividend policy is that investors may not see a dividend increase in boom years. Under the constant dividend policy, a company pays a percentage of its earnings as dividends every year. In this way, investors experience the full volatility of company earnings. If earnings are up, investors get a larger dividend; if earnings are down, investors may not receive a dividend. The primary drawback to the method is the volatility of earnings and dividends. It is difficult to plan financially when dividend income is highly volatile.

Residual Dividend Policy

Residual dividend policy is also highly volatile, but some investors see it as the only acceptable dividend policy. With a residual dividend policy, the company pays out what dividends remain after the company has paid for capital expenditures (CAPEX) and working capital.

Firm performance

It is important to note that the performance of the firm is affected by multiple external and internal environmental factors; the internal factors are firm specific while external factors can be same for all or most of the firms (Mirza & Javed, 2013). The major external factors include political factors, economic factors, socio-cultural factors, technology, legal factors and ecological factors. These factors have far reaching effects on the performance of an organisation. In the context of the present study, organisational performance is measured in terms of firm value and return on equity.

Dividend policy and firm performance

Dividend policy is considered one of the most important financial decisions that can affect a company's financial performance (Kanakriyah, 2020:531). Dividend policy presents stakeholders with information about the performance of the company (Idewele & Murad, 2019). Therefore, it is a useful tool for decision making by stakeholders, especially shareholders and investors who make funds available for the operations of the business. Therefore, for firm's to carry out their operations successfully in line with their performance objectives, an optimal dividend policy that will minimise costs and deliver stakeholders benefits must be put in place (Shao, Kwok, & Guedhami, 2013 as cited in Olarewaju, Migiro, & Sibanda, 2018).

Theoretical framework

There is a consensus among scholars, researchers and practitioners regarding the controversial nature of dividend policy in the field of finance (Das, 2020; Idewele & Murad, 2019), hence there exist a plurality of theories in this regard. However, this study is hinged on the agency theory. Jensen and Meckling (1976) as cited in Olarewaju *et al*. (2018) introduced agency theory, which highlights the relationship between the shareholders and the management of a firm. In the corporate world, principal-agency relationship exists between the company's shareholders (principal) and management (agent). Thus, the managers are expected to act in the best interest of the shareholders at all times. However, in most cases, it is

suggested that managers tend to act in a way that is detrimental to the interest of the shareholders, they prefer to retain earnings and invest in projects that tend to increase their personal pecuniary benefits and all other compensations attached (Olarewaju, *et al.*, 2018). This is because whereas investors want more in terms of dividend payout, managers prefer to retain the earnings in order to increase capacity to explore more investment opportunities; hence agency conflict (Kanakriyah, 2020).

Agency theory suggests that principal-agent dilemma can be reduced through a number of measures. Dividend payments can act as one of the measures for the shareholders (principal) in order to control the problem of over investment managers (agents). According to Monogbe and Ibrahim (2015), "Dividend policy serves as a mechanism for control of a managerial opportunism" (p.1). Dividend policy reduces the friction between shareholder and managers (Olarewaju, *et al.*, 2018). However, a number of scholars uphold the opinion of the dividend irrelevance theory proposed by Modigliani and Miller, which suggest that dividend pay-outs have negligible effect on a company's stock price.

Methodology

The study adopted survey research design. Extant literature was reviewed while primary data was collected from a sample size of 385 shareholders of Dangote Cement Company Plc determined with Cochran formula. Convenience sampling technique was used to select the participants in the study at the Annual General Meeting (AGM) of the firm. A response rate of 57.14 per cent (220 respondents') was achieved. Earnings per share and dividend pay-out ratio are used as proxies for the independent variable (Dividend policy) while return on equity (ROE) and firm value are used as proxies for the dependent variable (Firm performance). The research instrument (questionnaire) was divided into two sections namely 'A' and 'B'. Section 'A' was made of scale items on the respondents bio-graphical information such as sex, age, marital status. While section 'B' was made up of Likert-type scale items on the independent and dependent variables of the study. Pearson Correlation coefficient analyses was conducted on the suggested hypotheses using Statistical Package for the Social Sciences (SPSS).

Results and discussions

Hypothesis One

H_{01}: There is no significant relationship between earnings per share and return on equity of manufacturing firms' in Nigeria.

Correlations

		Earnings per share	Return on equity
Earnings per share	Pearson Correlation	1	.433**
	Sig. (2-tailed)		.000
	N	220	220
Return on equity	Pearson Correlation	.433**	1
	Sig. (2-tailed)	.000	
	N	220	220

**. Correlation is significant at the 0.01 level (2-tailed).

Hypothesis Two

H_{02}: There is no significant relationship between dividend pay-out ratio and the value of manufacturing firms in Nigeria.

Correlations

		Dividend pay-out ratio	Firm value
Dividend pay-out ratio	Pearson Correlation	1	.425**
	Sig. (2-tailed)		.000
	N	220	220
Firm value	Pearson Correlation	.425**	1
	Sig. (2-tailed)	.000	
	N	220	220

**. Correlation is significant at the 0.01 level (2-tailed).

The correlation coefficient of 0.433 for the relationship between earnings per share and return on equity of manufacturing firms' in Nigeria was statistically significant at 0.05 level of significance. Therefore, the null hypothesis was rejected while the alternative hypothesis which stated that there is significant relationship between earnings per share and return on equity of manufacturing firms' in Nigeria was accepted. This suggested that earnings per share was responsible for 43.3 per cent increase in return on equity of manufacturing firms' in Nigeria. In the test of hypothesis two, the correlation coefficient of 0.425 for the relationship between dividend pay-out ratio and the value of manufacturing firms in Nigeriawas statistically significant at 0.05 level of significance. Therefore, the null hypothesis is rejected while the

alternative hypothesis which stated that there is significant relationship between dividend pay-out ratio and the value of manufacturing firms in Nigeria was accepted. This suggested that dividend pay-out ratiowas responsible for 42.5 per cent increase inthe value of manufacturing firms in Nigeria. The findings from the test of the suggested hypotheses in the study indicated that dividend policy has significant impact on the performance of manufacturing firms in Nigeria. This is in agreement with the findings of other studies (see Monogbe & Ibrahim, 2015; Sudiyatno *et al*., 2012; Williams & Duro, 2017).

Conclusion

The study found that there is a significant relationship between earnings per share and return on equity of manufacturing firms' in Nigeria. This means that earnings per share was responsible for 43.3 per cent increase in return on equity of manufacturing firms' in Nigeria. Also, it was discovered that there is a significant relationship between dividend pay-out ratio and the value of manufacturing firms in Nigeria. This suggested that dividend pay-out ratiowas responsible for 42.5 per cent increase in the value of manufacturing firms in Nigeria. Overall, the findings suggested that dividend policy has significant impact on the performance of manufacturing firms in Nigeria. Based on the findings, the study concluded that dividend payment tend to increase the firm's value and return on equity, hence, dividend policy has a positive impact on the performance of manufacturing firms in Nigeria. Also, dividend payment tend to increase investors' confidence and public perception of manufacturing firms in Nigeria.

Recommendations

Therefore, it was recommended that: The management of manufacturing firms' in Nigeria should design a dividend policy that would benefit the shareholders' and enhance the market price of the shares of their organisations'.

Manufacturing firms' in Nigeria should consider other ways to improve the quality of its asset so that it can improve its performance. The management of manufacturing firms' in Nigeria should adopt dividend policies that tend to reduce agency cost and maximise the value of the company which will attract more investors.

The management of manufacturing firms' in Nigeria should design a dividend policy that would benefit the shareholders and enhance market price of shares.

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UNEMPLOYMENT IN NIGERIA AND THE FEDERAL GOVERNMENT'S SOCIAL INTERVENTION PROGRAMMES (2016-2021)

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Abstract

The paper examined unemployment in Nigeria and the Federal Government's social intervention programmes. Unemployment has been identified as a major challenge facing developing nations and successive governments over the years have adopted several policies and programmes to tackle the problem. The paper reviewed the concept of unemployment and social intervention programmes in the Nigerian context. It also highlighted the various social intervention programmes aimed at reducing unemployment in Nigeria such as N-power, Conditional Cash Transfer, Homegrown school feeding programme and Government Enterprise & Empowerment Programme (GEEP). It outlined the role of the various social intervention programmes in reducing unemployment since its implementation in Nigeria. The paper concludes that while the rate of unemployment is high, social intervention programmes such as N-power, conditional cash transfer, homegrown school feeding programme and GEEP if implemented devoid of corruption and political interference has the potential of reducing unemployment to a large extent. The paper recommends that a systematic approach should be developed for the transfer of N-power beneficiaries into the core public service at the end of their programme for employment sustainability. The national social register should be updated so as to capture more beneficiaries of CCT for increased empowerment. This will give a wider spread to the programme thereby affecting the livelihoods of large number of Nigerians. Finally, funding towards school feeding programme should be consistent and regular across the local governments so as to impact on everyone on the value chain towards employment generation.

Keywords: Unemployment, Reduction, Social, Intervention, Programmes

Introduction

Unemployment in Nigeria has been a fundamental issue and has attracted government attention over the years towards finding lasting solutions through the creation of relevant policies and programmes. With the recent economic or global recessions experienced at households and national levels due to the novel corona virus, unemployment is no longer an alien word, as it has become part of everyday lexicon. The International Labour Organisation (2020) states that unemployment can be said to occur when a person is available and willing to work but currently without work. One is forced to ask how many Nigerians are willing and available to work but are currently without job.

In nations, most especially, developing countries like Nigeria unemployment serves as a major yardstick for development as was rightly portrayed in

Dudley Seers definition of development. Seers in Onogholo (2021) asserted that the questions to ask about a country's development are therefore: what has been happening to poverty? What has been happening to inequality? What has been happening to unemployment? If all three of these have declined from high level, then beyond doubt this has been a period of development for the country concerned. If one or two of these central problems have been worse especially if all three (poverty, inequality and unemployment), it would be strange to call the result "development" even if per capita income doubled.

The problem of unemployment has its resulting socio-economic vices which has led to increased poverty, criminality and political violence. In 2016 the unemployment rate as recorded by the National Bureau of Statistics (NBS) was 15.0%, in 2017 18.8%, 2018 23.1% while as at December 2021 the NBS gave the unemployment rate as 33.3%. The Bureau further identified that the 33.3% translating to about 23.2 million people is the highest in at least 13 years and 2nd highest rate in the world. The unemployment rate is worse for young Nigerians as the rate of unemployment for people between ages 15 and 35 hit 55.4% in 2019 revealing the number of youthful and energetic persons making no contribution to the economic development of the country.

In a bid to address the menace of unemployment, various policies have been put in place by the Federal Government of Nigeria. The dawn of democratic governance in Nigeria in 1999 began a new chapter in the design and implementation of social intervention plans. Programmes such as National Economic Empowerment and Development Strategy (NEEDS), President Musa Yaradua's Seven-Point agenda, Subsidy Reinvestment and Empowerment Programme (SURE-P), Youth Enterprise with Innovation in Nigeria (YOUWIN) amongst others were adopted. Unfortunately, the performance of these programmes did not yield desired results and objectives as major factors hindered the success such as poor funding, corruption, policy inconsistency, poor implementation strategies and huge administrative costs.

The present Federal Government in 2016, embarked on its own social intervention programmes in a bid to tackle unemployment and these are the N-Power; Conditional Cash Transfers; Homegrown School Feeding and Government Enterprise & Empowerment Programme (GEEP). What this portends is not immediately known as the unemployment rates have been on the rise and how this programme has performed forms the crux of this study. There have been criticisms on the performance of these Social Investment Programmes especially in the areas of selection of target beneficiaries, political interference and allegations of corrupt and sharp practices by officials. A lot has been written on the effect of the Social Investment Programme on poverty eradication but this research contributes to knowledge by examining the efficiency of the Federal Government policies in handling unemployment. This study fills this gap by assessing critically the Federal Government's Social Investment Programs and its impact on unemployment reduction in Nigeria. The specific objectives of the study are:

i. To determine the extent to which the Federal Government's Social Investment Programmes has reduced unemployment.
ii. To identify the problems affecting the Federal Government's Social Investment Programmes towards unemployment reduction
iii. To provide adequate recommendations for the successful implementation of the Federal Government Social Investment Programmes.

Methodology

Qualitative research was used in this study and secondary sources of data were collected through desk research from textbooks, journal articles, conference papers, internet, newspaper and government publications considered relevant to the study. The content analysis was utilized to analyze data collected from these instruments.

Concept of Unemployment

Unemployment is an indicator that refers to the number of people in an economy who are willing and able to work but unable to get a job. Unemployment as defined by the International Labour Organisation (2020) "occurs when a person is available and willing to work but currently without work". Thus, ILO agrees that only a person who is willing and available to work can be referred to as unemployed and this implies that not everybody who is not working is unemployed. To Colander (2019) unemployment occurs when people are looking for a job and cannot find one. This further concurs with the earlier definition where there is a conscious effort by the person or people seeking employment, but fails to point out if the person or people in question have something doing or not, because some people who are working seek new jobs. According to Richa Sinha (2012), unemployment refers to the condition and extent of joblessness within an economy and is measured in terms of the unemployment rate, which is the number of unemployed workers divided by the total civilian labour force.

In Nigeria, unemployment has been identified as one of the fundamental developmental challenges facing the nation at the moment. Popoola & Ajayi (2016) opined that unemployment is a situation where people who are willing and capable of working are unable to find suitable paid unemployment. Reasons for youth unemployment in Nigeria has been attributed to factors such as high population growth rate, deficient school curricula, lack of vibrant industries to absorb competent graduates as well as inadequate information and data necessary for policy making (Akande, 2014). In the same vein, Sikich (2020) noted that oil dependence has aggravated unemployment in Nigeria as other sectors of the economy have been neglected. Unemployment in Nigeria has been a major cause of poverty, hunger, poor standard of living, political unrest and social vices. Haruna & Isa (2020) identified the decline in a nation's output of goods (GNP) as a major consequence of unemployment which contributes to the low living standards of the people. Schiller (2019) noted that, when unemployment persists, job seekers become increasingly frustrated. It is on this premise that the Federal Government in 2016 established the National Social Investment Programme designed to help fulfill the government's social protection role to its citizenry.

Social Investment Programme (SIP)

A major policy instrument adopted by most countries in addressing the problems of unemployment is the Social Investment Programmes. These Programmes are social plans pursued and implemented by governments and policy makers towards the achievements of targeted social objectives such as youth unemployment, health care programmes and economic empowerment programmes (Oyekunle, 2020). The SIPs are targeted at curbing the high incidence of poverty, hunger, unemployment and inequality in the society. The programmes seek to promote equitable distribution of income and resources to the most vulnerable in the society which includes children, youth and women. Daskes & Plangshak (2019) identifies that Social Investment Programmes provide households with the income support to fight poverty and investment in the human capital of their members. In executing Social Investment Programmes, the human factor plays a key role as supported by the European Commission (2020) which perceives Social Investment as investing in people with policies designed to strengthen people's skills and capacities and support them to participate fully in employment and social life. Major benefits of the SIPs includes assisting countries in implementing their budgets efficiently and effectively, provision of packages integral for improved living standards, creates opportunity for societal participation and gainful employment as well as creating better opportunities for the young and vulnerable. Target beneficiaries of these investment programmes are the young, old people, persons living with disabilities, children, women and the society at large.

Theoretical Framework

This study adopts the Keynesian Theory of Unemployment as propounded by John maynard Keynes in his work titled "The general theory of unemployment, interest and money". Keynes perceived unemployment as a function of income stating that employment depends on effective demand, effective demand results in output, output creates income and income provides employment. The theory links unemployment to effective demand for goods and services produced by firms under the assumption of fixed prices. Demand produces income which leads to employment of new workers and this implies that employment changes when aggregate demand changes (Raifu, 2017). On the other hand, when demand for goods and services decreases, production level reduces and as such few workers are needed in the production process. (Eze et al, 2016). Keynes proposed that government intervention can be a means of boosting employment level and increasing aggregate demand in the economy.

The Nigerian economy has experienced down turn in business activities as a result of increased poverty rate, inflation, insecurity, high exchange rate and the effect of the novel corona virus pandemic. Most business and commercial undertakings have had to downsize and reduce their labour force in order to survive the harsh economic conditions. Demand for goods and services has decreased as people need to be empowered to have access to these but unfortunately they have limited or no income at all. The Social Investment Programme is an

intervention by the Federal government to boost empowerment, increase aggregate demand and employment level through its policies and programmes that are people oriented. This study provides a means of assessing the Federal government's intervention through its Social Investment Programmes and its impact on unemployment.

Unemployment Reduction and Social Intervention Programmes of Federal Government

Series of Social Investment Programmes have been designed by successive governments with the aim of curbing poverty, reducing unemployment and promoting equity in resource utilisation. Major policies adopted in time past includes Structural Adjustment Programme (SAP), National Directorate of Employment (NDE), Poverty Alleviation Programmes (PAP), National Poverty Eradication Programme (NAPEP), Seven-Point Agenda of the late President Musa Yarádua Administration and the Subsidy Re-Investment and Empowerment Programme (SURE-P). These programmes had the broad intention of attaining the following objectives:

1. To empower youths, women and the vulnerable in the society.
2. To revive all sectors of the economy especially the agricultural sector.
3. To address rural-urban migration by providing equal economic opportunities in rural areas.
4. To provide support for Micro, Small and Medium Enterprises.
5. To promote job and wealth creation activities.

These programmes unfortunately have faced many problems such as policy inconsistency, poor funding, corrupt practices amid other challenges which has frustrated the actualization of intended objectives. Lamidi & Igbokwe (2021) also identified that change in government is an "ever-present" factor hindering the successful implementation of Social Investment Programmes in Nigeria. The present Federal Government has however embarked on its own National Social Intervention Programmes in a bid to tackle unemployment. The collection of programmes under the NSIP concentrates on guaranteeing a more equitable dissemination of resources to vulnerable populations including children, youth and women. The four components of the programme are N-Power, Government Enterprise & Empowerment Programme (GEEP), Conditional Cash Transfers (CCT), and Homegrown School Feeding Programme.

N-Power is a youth empowerment scheme sponsored by the Federal Government of Nigeria. N-Power addresses the challenge of youth unemployment by providing a structure for large-scale and relevant work skills acquisition and development while linking its core and outcomes to fixing inadequate public services and stimulating the larger economy. N-Power aspires to provide a platform where most Nigerians can access skills acquisition and development. N-Power is designed for Nigerian citizens between the ages of 18 and 35 and are given a stipend of N30,000 monthly. The modular programmes under N-Power will ensure that each participant will learn and practice most of what is necessary to find or create work.

Conditional cash transfer (CCT) program is a new type of social assistance

programme that represents an innovative approach to the delivery of social services especially to the vulnerable and those in extreme poverty (Rawlings, 2017). Conditional cash transfers provides money to poor families conditional upon investments in human capital, usually sending children to school, bringing them to health centres on a regular basis and any other condition that may be prescribed by the institution offering it. The cash transfer is aimed at providing short-term financial assistance to families often in extreme poverty without the means to provide for adequate food consumption while the conditions are aimed at promoting longer term human capital investments, especially among the young (Rawlings, 2017).

The National Home-Grown School Feeding Programme is aimed at providing a free nutritional meal for public primary pupils across Nigeria to improve school enrolment and completion as well as child nutrition and health. Local farmers, traders and caterers are expected to benefit from the employment opportunities embedded in this programme. Government Enterprise & Empowerment Programme is a Federal Government Social Intervention Programme (SIP) that provides interest-free loans of N10,000 to N100,000 to microenterprises, the segments of society with the greatest difficulty accessing credit. The scheme, which is executed by Bank of Industry, directly impacts traders, market women, artisans, and farmers nationwide. Loans are distributed through three strategies namely Tradermoni, Marketmoni and Farmermoni.

N-Power and Unemployment Reduction

Skills and knowledge are the driving forces of economic growth and social development of any great nation. Despite the current high level of unemployment, harnessing Nigeria's young demography through appropriate skill development efforts provides an opportunity to achieve inclusion and productivity within the country. N-Power addresses the challenge of youth unemployment and it is targeted at graduates from tertiary institutions in Nigeria who are paid monthly stipends of N30,000 under the N-Power graduate scheme. On the other hand the N-Power non graduate scheme provides training and certification to unemployed Nigerians to foster a skilled and highly competent workforce of technicians, artisans and professionals. Since the introduction of the N-Power programme, able bodied young men have been gainfully employed in the scheme. Odey & Sambe (2019) observed that the programme contributed to financial empowerment and improved socio-economic lives of beneficiaries financially, materially and socially. Yusuf (2021) noted that the programme has transformed the lives of many young Nigerians who hitherto lost confidence on the government and the systematic failure that had left them stranded. However, the transition from the scheme has left much to be desired from the programme as a sustainable avenue for unemployment reduction in Nigeria. The programme was designed for a period of two years and it therefore means that beneficiaries are likely to return to their unemployed status after the end of their assignment with N-power.

Conditional Cash Transfer and Unemployment Reduction

Conditional Cash Transfer (CCT) program directly supports those within the lowest poverty bracket by improving nutrition, increasing household consumption and supporting the development of human capital through cash benefits to various categories of the poor and vulnerable (NSIP, 2018). This programme targets direct cash transfer to 5 million poor people with the aim of curbing poverty and unemployment. Each beneficiary receives N5,000 monthly provided they fulfil some responsibilities and due to the coronavirus outbreak, President Muhammadu Buhari directed that the sum of N20,000 be paid to vulnerable and poor households. Yinusa et al (2018) identified that over the years, the programme has assisted in reducing illiteracy by encouraging school attendance, reduce those living below poverty line and improve the social status of families in rural areas. However, the criteria for conditionality and qualification for this cash transfer has been met with so much criticisms especially on how the Federal Government was able to compile the list of most vulnerable drawn from a National Social register, with some analysts tagging it as a poverty glorification scheme with no attendant effect on unemployment reduction. This is however divergent from the views of Okoli, Morris, Oshin, Pate, Aigbe and Muhammad (2014) who stated that CCT intervention is capable of significant effects on service uptake, maternal and child care as well as promoting empowerment.

Home Grown School Feeding and Unemployment Reduction

School feeding programmes constitute critical interventions that have been introduced in many developed and developing countries of the world to address the issue of poverty, stimulate school enrolment and employment among the providers. School Feeding Programme is a social safety net for children and as part of the national development goals. It provides an important new opportunity to assist poor families and feed hungry children. It provides incentive for poor families to send their children to school and keep them there. It also has the propensity to provide employment opportunities to the entire value chain from farmers, to the cooks and the administrators. Bosah, Bosah and Obumneke-Okeke (2019) found out that home school feeding program boosted the enrolment of the schools through increase in school population, daily attendance to school, and increase in punctuality, and continuous stay in the school while also providing employment opportunities to the caterers, traders and local farmers. On the other hand Ogunode & Abubakar (2020) identified that the successful implementation of this programme has been faced with problems such as corruption, inadequate funding, population increase, poor monitoring and lack of data.

Government Enterprise & Empowerment Programme (GEEP) and Unemployment Reduction

Government Enterprise and Empowerment Programme (GEEP) is a loan programme of the Federal Government, created specifically for petty traders, market women, artisans and farmers across Nigeria and is being

executed by the Bank of Industry. The programme offers the opportunity for accessing financial assistance through non-interest and non-collateral loans to beneficiaries from N10,000 to N100,000. The GEEP scheme has also encouraged financial inclusion as it encourages those at the lower wrung of the economic pyramid to possess bank accounts and mobile wallets thereby gradually drawing the huge but mainly informal petty trading sub-sector, into the formal banking system. Akujuru (2019) reported that the effect of public policy on economic empowerment such as the GEEP Tradermoni scheme of Buhari administration generates empowerment for petty traders in Nigeria. It has however been argued that the initiative is a vote-buying strategy by Buhari administration to woo the sympathy of beneficiaries ahead of the 2019 general elections. The tradermoni package has the highest number of beneficiaries with an entry level loan sum of N10,000 which is very small considering the high inflation and exchange rates in Nigeria. This paltry sum is likely to solve just consumption needs and cannot guarantee huge investment required to solve the nation's unemployment issues.

Challenges of the Federal Government's Social Investment Programmes

1. The N-Power Programme lacks sustainability of job creation which is the aim of the programme. Most beneficiaries at the end of their engagement with N-Power do not have access to gainful employment.
2. The Conditional Cash Transfer Programme has been criticized on the criteria utilized for obtaining data for the update of the National Social Register. Most of the vulnerable in the society do not have adequate information about this process and there is the tendency of fictitious and non-existent names being included in the National Social Register.
3. The Home-grown School Feeding Programme has had mimimal success due to corrupt practices, inadequate funding, poor monitoring and lack of data.
4. Government Enterprise and Empowerment Programme has been politicized as government uses this medium for its campaign activities. The N10,000 provided for the entry level stage of the tradermoni scheme is considered poor and unable to foster meaningful investment necessary for sustainable employment.

Conclusion

Economic empowerment and unemployment reduction programmes in Nigeria have since the 20th and 21st centuries been on the increase. Social intervention programmes such as N-power, Conditional Cash Transfer, Homegrown School Feeding and GEEP scheme (market/tradermoni) are most recent of the present Federal Government. With their implementation, there have been some gains in terms of unemployment reduction in Nigeria. This implies that these intervention programmes have the potential of reducing unemployment to a large extent if implemented devoid of corruption and political interference.

Recommendations

Based on the conclusion, the following recommendations were made: A systematic approach should be developed for the transfer of N-power

beneficiaries into the core public service at the end of their internship programme for employment sustainability. The National Social Register should be updated so as to capture more beneficiaries of CCT for increased empowerment and the entire process be implemented in a transparent manner. This will give a wider spread to the programme to affect the livelihoods of large number of Nigerians.

Funding towards school feeding programme should be consistent and regular across the local governments so as impact on everyone on the value chain towards employment generation. There should be proper monitoring and evaluation of this scheme to avoid sharp and corrupt practices. A consistent approach should be deployed for the disbursement of tradermoni across the state so as not to be politicized. Government should consider an upward review of its cash disbursements in line with current realities to stimulate meaningful investment and promote employment generation.

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THE EFFECT OF PERFORMANCE APPRAISAL ON EMPLOYEE SERVICE DELIVERY IN BUFALLO CITY METROPOLITAN MUNICIPALITY, 2016-2021

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Abstract

This study examined the effect of performance appraisal on employee performance in Buffalo City Municipality. It argues that without effective and efficient implementation of performance appraisal in the South African public service, the alignment of employee tasks and organisational goals will continue to pose a problem. Given the criticisms levelled against the processes involved in employee performance appraisal, especially in the public sector organisations, the study used qualitative research method with focus on case-study design and descriptive analysis to gain a deeper understanding of performance appraisals and its effect on employee task performance in the Municipality. The findings show that there is a general consensus on the importance of performance appraisal as a means of ensuring that employees improve on executing their tasks in line with the organisational goals and objectives. However, lower-level employees showed some dissatisfaction with the manner in which performance appraisals are carried out. Further findings show that the main elements of performance appraisal such as feedback, exchange of views, positive reinforcements, measurement and agreement are applied with little consideration of employee interests. This finding necessitates the recommendation of a bottom-up approach to employee performance appraisal amongst others.

Keywords: Employee, Tasks, Feedback, Organisations, Public sector.

Introduction

After the attainment of independence and democracy in 1994, the new administration was determined to transform the public service to serve the people better. The nurturing of skilled and competent public servants was one of the mechanisms put forward to achieve this goal. The first step in this direction was the introduction of the Public Service Act of 1994. This Act created the basis for integrating the fragmented system of state administrations inherited from the apartheid era into a unified national public service. As such, the government laid emphasis on strengthening the performance appraisal system as a means of monitoring the performance of public service employees. This was to be implemented in relation to how employees carry out their tasks and how they are able to achieve set targets. The new performance appraisal system follows from the White Paper on Transformation of the Public Service

(1995) which was a policy framework to guide the introduction and implementation of new policies and legislations aimed at transforming the South African public service. According to Evans and Tourich (2017), performance appraisal is at the core of scrutinizing, rewarding and sometimes punishing of employees by the management team. Karabat, Calis and Karabat (2013) view it as an instrument designed for determining employee performance levels and the potential of employees. In essence, the tool is largely regarded as a mechanism geared towards improving not only employee performance but also institutional or organisational performance.

Though the concept of performance appraisal has captured the attention of scholars and public administrators over the years, its application remains an area of controversy. On one hand, the concept has been commended for bringing numerous advantages to institutions and their workers. According to Nikols (2007), some of these advantages comprise an opportunity to align the objectives of employees and wider organisational goals, impartial employee assessments and the provision of consistent feedback meant to improve learning. However, performance appraisal has also received some criticisms whereby some scholars have referred to it as an "annual fiasco" that needs to be abandoned. This is largely based on DeNisi and Smith`s (2014) criticism that there is no clear evidence that connects individual employee's appraisals with performance improvements in organisations.

As mentioned earlier, the new South African public administration re-invented performance appraisal as part of measures to align employee objectives and public service organisation's` goals towards improving individual and organisational performance. This was due to the realisation that it is through effective human resources that set goals and objectives are achieved (Karak & Sen, 2019). As a way of setting up effective public service performance management system, regulatory frameworks were enacted to guide managers on how to implement performance appraisal systems. According to Hendricks and Matsiliza (2015), numerous South African departments are guided by the Public Service Regulations in terms of crafting and applying performance appraisal systems for various departments. It is worth noting that the regulatory framework mandates executive authorities to control a performance management system and employee development in various departments. More so, the mandate to provide guidance on the implementation of such a system lies with the Department of Public Service and Administration (DPSA) (Hendricks & Matsiliza, 2015).

Moreover, a number of legal statutes were enacted to provide guidance in implementing performance appraisal in the public service. The Constitution of South Africa (1996), which is a blueprint in this regard, set provisions for employee performance management because it clearly outlines the role that the Public Service Commission, hereinafter, referred to as the PSC has to play. The PSC was mandated to ensure that the public service is run in an efficient and effective manner through numerous administrative ways of monitoring public institutions in terms of improving employee work practices. More so, the Public Service Act of 2007

was also enacted to regulate issues relating to employment conditions; matters relating to employee discipline; and the conditions of employee retirement and discharge of members from service. This mandate also saw the establishment of the Department of Performance Monitoring, Evaluation and Administration (DPMEA) in 2010 to oversee the monitoring and evaluation of public service employee performance. However, performance appraisal has been perceived as an exercise that creates conflict between managers and employees in the public service. Kim (2011) argues that the practice and implementation of performance appraisal is associated with both good leadership and other factors within the human resource management. In similar vein, Waheed, Mansor and Ismail (2013) maintain that often the major challenge results from the fact that the objectives of performance appraisal might not be clearly defined, poorly administered, or they might not have the acceptance of employees in general. This study argues that in Buffalo City Metropolitan Municipality, there is growing concern that the appraisal system is not efficiently implemented, with attendant negative impact on employee task performance and service delivery.

This study therefore, seeks to: provide insight in understanding current appraisal practices and its challenges in the Municipality. Secondly, to assess the effect of employee performance appraisal on employee task performance in the Municipality.

Conceptual Analysis

Performance appraisal is an old concept that has existed for a long time and has caught the attention of a number of human resources management and public administration scholars in the global context. The concept has been defined and conceptualised differently by a number of academics. Employee performance appraisal is generally viewed as a procedure targeted at evaluating the performance of employees over a given period (DeNisi et al., 2014). In similar vein, Rusu (2016) contends that a suitable framework of PA must consider numerous issues which include clarification of goals of organisations, performance appraisals, intended results and a focus on employee behaviours. Kondrasuk (2011) insists that the focus on results and employee behaviour is imperative in enabling the best managerial decisions and enhancing the performance of employees. More so, performance appraisal is seen by Dauda (2018) as an imperative process that takes place in modern institutions around the globe and it is employed to measure the work output of employees and institutional progress as they strive to achieve their goals. Dauda (2018) further opines that an appraisal system is an intentional engagement between employees and their supervisors that happens inside a specific timeframe in which the worker's efficiency is established, with the goal of improving the worker's productivity.

One of the gaps observed in performance assessment studies is that a substantial percentage of employees tend to desire to execute their tasks as part of their own ambitions while still demonstrating dedication to the organisation (Wright & Cheung, 2007). Furthermore, according to performance management studies, a large majority of employees want to complete their tasks as part of their own goals. The capacity to provide the finest job atmosphere is

undoubtedly the most important factor in ensuring that they operate effectively. In general, such an environment necessitates equal treatment, assistance, effective communication, and teamwork. According to Maley (2013), these are the characteristics that are generated by an effective performance evaluation system. Noting these deficiencies, current performance management literature still shows that performance assessment can contribute significantly to employee performance when conducted in the right way (Tuytens & Devos, 2012). However, when carried out in the absence of specific targets, performance evaluation may have significant consequences in terms of employee discontent and, ultimately, productivity loss (Maley, 2013).

However, the concept of employee performance has gained ground in the Public Administration literature. Pradhan and Jena (2017) assert that employee performance can be conceptualized based on three categories which include behaviour, contextual performance, task performance and adaptive performance. Grounded on the description of these key categories this study focuses specifically on task performance and the elements of task performance are used to generate results based on its relationship with performance appraisal. It is important to take into consideration the fact that the concept of task performance is made up of important elements or dimensions. These include efficiency and self-efficacy (Dhammika, 2013; Pradhan & Jena, 2017). According to Khademfar and Amiri (2013), efficiency entails executing tasks accurately. The concept relates to output rate on the execution of job and meeting the deadlines for tasks completion. In relation to this study employee efficiency in performing tasks is used as one of the key determinants of task performance. Bandura (2015) describes self-efficacy as the trust of a person in himself and his capacity to effectively perform tasks. He further indicated that the perceived skill of the employee affects his success during tasks. As a result, Bandura (2015) identified four aspects of self which functions as major indicators: mastery encounters, vicarious learning, behaviour modification, and physiological reactions. The most popular among them, according to Bandura (2001), is mastery through experiences as workers become more secure in their beliefs while learning through their previous success. In training, growth and success in different contexts, self-efficacy has been regarded as a good indicator (Kraut, Chandler & Kathlee, 2016). In the context of the current study, self-efficacy has been adopted as one of the indicators for task performance and measures how it is affected by employee performance appraisal.

Methodology

An organizational-based sequential explanatory mixed method (quantitative and qualitative) approach was used to assess the effect of performance appraisal on employee service delivery performance in Buffalo City Metropolitan Municipality through individual interviews and supplemented by textual data. Buffalo City Metropolitan Municipality is in the Eastern Cape. It is one of the 278 municipalities in South Africa. Stratified random sampling was used based on the existing

categorization of staff into three (3) strata. The strata are: Management and Senior (Directors, Departmental line mangers and Deputies) Medium (Departmental line officials) and Lower level (General employees) cadre. The population of employees in the Municipality was about 968, and using a convenient percentage sampling method, where, n=1/10 x N. Thus, n=1/10 x 968=96.8. The sample size for the study was approximated to 97. This implies 32 each from the three categorizations, plus 1. Data were obtained from two sources namely, primary and secondary sources. Primary data were obtained using interviews; Semi-structured interview guide was used to solicit the participant's information on the effect of performance appraisal on employee service delivery performance in the Municipality. Secondary data were sourced from journals, textbooks, and other documented literatures**.**

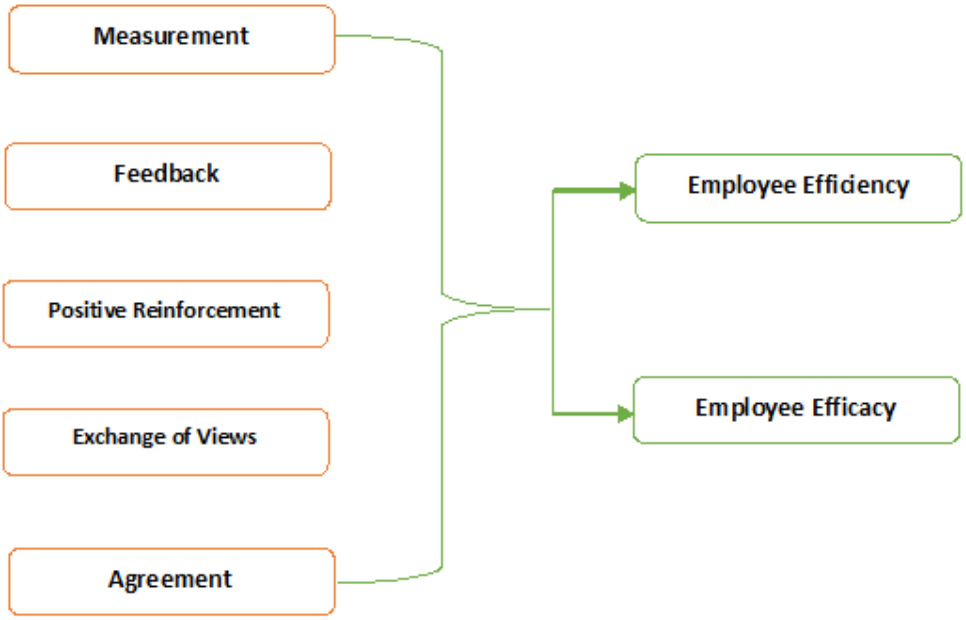
Primary data were collected through structured interview and the sampling method was purposive. This allowed for a level of freedom in choosing participants. The structured interview method also allowed for detailed information to be collected from across board. The study identified 20 units in the Municipality. In the Management and Senior category, 3 respondents were drawn each from 4 units, given a total of 12. In the Medium category, 3 each were drawn from 8 units, given 24. In the lower category, 3 each were drawn from 10 units, given 30. The total number of employees interviewed was 66. The reason for this number being that a good number of the respondents avoided face-to-face interactions due to the Covid 19 pandemic. Others also declined telephonic interviews due to personal reasons. The participants expressed their views freely on the effect of performance appraisal on employee service delivery performance in the Municipality. The transcripts were cross-checked with the audio-recorded interviews to ensure accuracy and validity of data. In addition, the employees were provided with the interview transcripts and emergent themes for comment and confirmation regarding the accuracy of the interviews.

Data Analysis

The semi-structured interviews were analyzed using the thematic content analysis.

Performance appraisal-employee task performance relationship: a conceptual framework

Evaluating employee performance is often considered as Achilles heel of performance management. Pradhan and Jena (2017) argue that extant literature and evidence from practice show a disjuncture between performance appraisal system and employee task performance. This study seeks to cover this gap by exploring the kind of relationship that exists between performance appraisal and task performance (one of the components of employee performance). In this regard, the main contribution of the study is illustrated in the figure 2.1 below. The framework was developed using the main elements of performance appraisal and task performance as identified in literature.



A Conceptual Framework (Author's illustration, 2021)

The framework above shows that performance appraisal indicators (measurement, feedback, positive reinforcement, exchange of views and agreement), identified through literature significantly impacts (positive or negative) on the elements of employee task performance (employee efficiency and employee efficacy).

Study findings

The overriding objective of this sub-section is to assess how employee performance appraisals contributed to employee performance in BCMM. As such, views and opinions of respondents that relate to the main variables of the study are presented, interpreted and discussed.

The effects of feedback on employee performance

The basic justification for an organization to implement a performance appraisal system is to provide feedback to the employee. In this regard, feedback was one of the components identified from literature review that is imperative in the context of employee performance appraisal. Findings from interviews show that there is a general agreement amongst the respondents that feedback is an essential component of employee performance appraisal. One of the respondents vividly exclaimed: once we get the feedback on how we have performed in the past, we are able to use that to evaluate our performances on the tasks provided (Line official, female, 38)

Another one reiterated that:

Feedback is a very important aspect because it informs the employees about what they are doing well and where they need to improve (Supervisor, male, 45). It is important to note that some respondents refuted the fact that feedback has improved the manner in which they carry out tasks. One respondent pointed out that: When the

management carries out these appraisals, sometimes we do not get enough feedback on time and when we get them, they do not touch on all the aspects of work we do. The scores that we get are only meant to work hard but not specific to the job tasks (Line official, male, 36)

The other important aspect emerging from the interviews relates to the extent to which employees accept negative feedback from their superiors after performance appraisals. One respondent reiterated that: The main challenge with the issue of providing employees with feedback is that it can be positive or negative feedback. In most cases negative feedback has proven to have some impacts on employee motivation as it has become difficult for some employees to accept negative feedback (Deputy Manager, male, 38). These submissions indicate that despite its importance, providing feedback is a difficult undertaking that necessitates constant improvement through the incorporation of fresh information.

Exchange of views and its impact on employee performance

Exchange of views refers to the sharing of information in a shared process between at least two parties to transform and make sense of knowledge in the new context. There appears to be a consensus among the respondents that knowledge sharing remains imperative for task completion, meeting deadlines or timeframes and the provision of quality output. One respondent pointed out that: I always consult the senior colleagues that have experience on the job and they have been sharing information that is seminal in doing the job. This is important because it improves the relationship at work and also employees can improve in terms of performance (Line Official, female, 44). What can be deduced from the above submissions is that employees that exchange work related information receive more attention and resources from their supervisors, and they tend to repay this favour with higher performance, trust, loyalty, and good attitudes. This was further buttressed by another respondent who averred that: Employees are given a chance to exchange views with the managements and this has given them an opportunity to vent their concerns and expectations. This helps to improve subordinate-superior kind of relationship at the workplace and this is essential in improving their performance (Departmental supervisor, male, 46).

In the context of employee performance appraisals, exchange of views has been demonstrated to be a precondition for improving performance. Nevertheless, evidence from the interviews show that exchange of views in the Municipality has not been a smooth one. Some of the respondents vented their dissatisfaction on the manner in which communication is done. One general employee asserted that: Communication in doing the work is important in improving our work. However, what is happening is that we are only told what to do and how to do it without taking into consideration the prevailing conditions at work…In other words they do not listen to us so that we agree on how things must be done (Line official, male, 38). This shows that interpersonal attention commonly given to subordinates suggest that they will be handled differently in assessing feedback sessions and will have different perspectives on the appraisal process.

Measurement and its effects on employee performance

Measurement entails assessing the employee's key activities done and accomplishments during a certain time period in contrast to the goals set at the start of the period. Evidence from respondents show that measuring has been applied in relation to the level of accomplishments, conformity to the required criteria and time spent accomplishing the results. One respondent reiterated that: Measuring employee's performance has formed the basis of our performance appraisals because, different input forms have been used to collect feedback from various sources such as the supervisor, peers, and the employee in order to measure employee performance" (Manager, male, 56).

In terms of its effects on employee performance, interviewees demonstrated the fact that measurement of their work against set objectives is an imperative. An official in one of the departments indicated that: it is critical for us to monitor or measure personnel performance on a regular basis so that they improve in terms of doing their tasks and align them to municipal objectives and goals (Manager, male, 56).

On the other hand, further investigations showed that the aspect of measurement and its relationship to employee task performance remains a bone of contention in the Municipality. This is justified by the fact that some employees demonstrated disillusionment with the tools that management use to measure their performance. One of the respondents argued that: Whilst measurement is important in aligning our tasks to the objectives of the municipality, the main challenges are the tools or the manner in which it is done. The processes and the criteria to measure our performance are not so clear and the majority of employees here have expressed dissatisfaction (Line Official, male, 50). Evidence points to the fact that managers frequently assign daily, weekly, or monthly targets and goals to employees, which are usually in line with the job description's requirements. In order to function effectively the employees are expected to fulfil or surpass their goals.

Positive Reinforcement

Positive reinforcement, in which one's behaviour is improved or enhanced as a result of outcomes, is one of the most frequently used techniques. The two sorts of incentives offered are intrinsic and extrinsic. Extrinsic reward is money, promotion, office freedom, and work security, whereas intrinsic reward is something intangible like praise and appreciation. In this case, one respondent pointed out that: My understanding of positive reinforcement is that it is a tool for supervisors to keep subordinates informed about their progress toward defined targets, consider or accept improved or good results, and/or correct any mistakes or shortcomings in subordinate performance (Deputy Manager, female, 48).

From the management perspective, it is clear that positive reinforcement has been regarded as a method by which employees are motivated to do the right thing and improve performance in the process. In line with the above observations, one of the respondents echoed sentiments that: in most cases, positive reinforcements have not come in form of money but in form of verbal

praises to the employees that do well in their work. I would like to believe that this form of reinforcement plays a positive role in their performances (Line Official, male 27).

A further probe showed that non-management staff in the Municipality expressed dissatisfaction in the manner in which such reinforcement is conducted. One general employee pointed out that: from our perspective we think the ways in which this kind of reinforcement has created divisions amongst the employees because the aspect of rewards has meant that there are better performing employees than others (General employee, male, 44). What can be deduced from the above remarks is that performance appraisal systems is regarded by the lower level employees as an exercise that is imposed on them by the management.

Discussion

Several scholars have argued that performance appraisal is likely to result in improved work behaviour and as a result, enhanced job performance (Carter et al., 2018). The overriding objective of this study was to assess the role of performance appraisals on employee performance. It is imperative to note that the findings discussed above explore the experiences and opinions of the selected participants from Buffalo City Metropolitan Municipality based on the interviews conducted. Using the elements (feedback, positive reinforcement, exchange of views) of performance appraisal extracted from literature, the study sought to provide an understanding of the extent to which municipal employees` job performance is influenced by the existing employee performance appraisal processes.

Findings show that performance appraisals have been adopted in the Municipality to monitor individual contributions and effective performance towards goals; define personal strengths and opportunity for continued advancement; determine whether goals have been met or to serve as the foundation for future planning and development. In this context, elements such as feedback, exchange of views, measurement and positive reinforcements are at the core of performance appraisal in the Municipality. This is in tandem with Daoanis (2012) assertion that organisation's goals cannot be achieved without the effective and efficient work of its employees. Evidence points to the fact that performance appraisals are a central practice in the field of organisational behaviour. It is an important part of the endeavour to handle organisational problems by encouraging employees to act in the employer's best interests. Even though a number of challenges were cited in terms of its implementation and impact, those who occupy the top rungs of the Municipality administration argue that annual performance appraisals are used to assess and monitor if organizational norms, objectives, and targets, as well as the assignment of responsibilities and tasks are met.

Evidence points to the fact that the manner in which performance appraisal processes (procedural fairness), as well as the interaction between superiors and subordinates (interactive fairness) are carried out in the Municipality plays a significant role in the appraisal satisfaction and the subsequent improvement of employee performance. Further findings show that employee performance appraisal features are

linked to fairness perceptions and these are linked to appraisal satisfaction and motivation to improve task performance. These findings are in tandem with previous studies (Laundon, Carthcart & McDonald, 2019; Edeh & Ugwu, 2019). The studies demonstrate the notion that perceived fairness in organisational procedures (including performance appraisals) is a pre-condition for improved employee task performance. This is grounded on the fact that majority of lower-level employees in the Municipality indicated that performance appraisals will only be effective if the components of justice and fairness are taken into consideration.

Any initiative`s efficacy is determined by how well it is done and executed in order to maximize the organization's overall value. Employee development is likely the most significant feature of a good performance review system. While it is true that the evaluation process reveals an employee's shortcomings, the overall performance appraisal system's employee development component is used to establish the best path to success. What is gleaned is that even though performance appraisals have been lauded by top management, it is a process that has not been fully accepted by their subordinates. Despite theoretical disputes over how effective performance appraisals ought to be, they are one of the most disliked and ridiculed components of the modern workplace in actuality (Cappelli & Canyon, 2018). Findings indicate that employees are unconvinced and dissatisfied with the Municipality's assessment system implementation. In this case, it was obvious that the appraisal method is unmotivating on the part of the general employees. Further findings show that managers are hesitant to separate individuals based on performance since doing so causes resentment and divisiveness in the workplace.

One of the basic elements of performance appraisal discussed in this study is feedback. The findings show that supervisors can alter employee behaviour in line with what the organization demands and wishes by giving negative feedback. However, Rizvi (2017) suggests that such feedback is not always useful. It can thus be deduced that negative feedback might elicit negative feelings and can be seen as erroneous, and demotivating to employees. On the other hand, positive feedback is seen as a crucial tool for boosting employee morale and motivation by highlighting areas where employees excelled. Despite some employee's dissatisfaction with how feedback is delivered, there is general view that whenever an individual falls short of expectations legitimate criticism from comments can actually solve weakness, and thus encourage appropriate behaviour in terms of continuous improvement.

Positive reinforcement (both intrinsic and extrinsic) is found to be favourably connected with employee's performance. However, this was found not sufficiently implemented in BCMM. It is a strong tool for improving and strengthening behaviour. Salary, performance-based incentives, and fringe benefits are examples of reinforcement techniques. These factors inspire employees to give their best to the organisation and to stay at the top of their game. It appeared to be more valuable and appealing, resulting in a better response. Further findings show that monetary rewards were more

motivating to employees than non-monetary rewards. This is in line with previous findings by Wei and Yazdanifard (2014). However, according to another study, financial incentives will only result in short-term good behaviour. In order to maintain long-term favourable performance in organisations, employees seek out additional non-monetary incentives. Bouxsein, Roane and Harper (2011) also contend that the most successful way to change behaviour is to use a combination of positive and negative reinforcements. However, when implementing these reinforcements, managers need to take into account a variety of considerations (to be determined by Management). This will aid in determining which kind of rewards that is most effective in reinforcing desired behaviour.

Conclusion

The study findings show that performance assessment system at BCMM is successful in providing a thorough overview of the employee's performance. Further findings show that there is no single best-fit approach for improving an organisation's workforce job performance. Elements of performance appraisals such as feedback, exchange of views, measurement and positive reinforcements are at the core of performance appraisal in the Municipality. Evidence show that performance appraisal is a central practice in the field of organisational behaviour. It is important to note that the application of performance appraisals in BCMM has not been smooth because of numerous challenges. Findings indicate that employees are unconvinced and dissatisfied with the Municipality's assessment system implementation. The study therefore, recommended the following in view of the study findings.

Recommendations

Firstly, the training of supervisors/managers. The importance of timing and strategies for implementing performance appraisals would be reinforced if supervisors/managers are properly trained. Furthermore, standardizing the protocol would make it more likely that workers shall have similar experience regardless of who supervises them. Managerial evaluation programs teach professionals how to implement a performance review program that includes objective measures and clear dialogue.

Secondly, promoting employee participation. Workers should experience fairness and equity in relation to other personnel as well as their personal criteria if performance evaluation programs are to be effective. This can aid in the development of favourable perceptions that have been demonstrated in this study to be a primary factor in employee satisfaction and, as a consequence, work accomplishment.

Thirdly, link assessment outcomes to rewards. The study findings show that worker's choices for rewards after a summative assessment differ. As a consequence, public sector organisations must take a closer look at how performance evaluation results are linked to incentives and benefits. Performance of employees could be greatly improved as a result of better satisfaction level.

Fourthly, maintaining the rights of employees. All workforce development techniques need to be conducted in due diligence and without discriminatory practices. This is with the vision of attaining organizational objectives while protecting all employees' rights and liberties.

Fifthly, documentation of performance. Performance reviews require documentation of staff performance and behaviour. Because assessments are only done on a regular basis, it is indeed difficult to recall every worker's achievements and places for growth. Managers need to engage with staff on a frequent basis to ensure that the department runs well and that they are not surprised by their evaluations.

Finally, administration of appraisals. Organisations should conclude their assessments and schedule a meeting with employees to review the work performance after the assessment period has ended. Employees who need to improve should be placed on performance development plans that include further training and mentorship as well as a follow-up review date.

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LOCAL GOVERNMENT ADMINISTRATION IN GERMANY AND NIGERIA: A COMPARATIVE PERSPECTIVE

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Abstract

Local government systems across the globe have been regarded as strategic in a democratic system. Over the years, the practice of federalism has been inundated with new challenges in most federal states, mostly in Nigeria with regards to local government quality service delivery. The thrust of this paper is to embark on a comparative analysis of the local government administration in Germany and Nigeria and how it has impacted on service delivery. Precisely, the study seeks to trace the political systems of Germany and Nigeria and compare the legal configuration as well as to compare and contrast the structure, finance and operational patterns of the local government systems of both countries. The study adopted the historical and case study approaches. Relying on existing literature and employing the democratic participatory theory as the framework of analysis. The study concludes that Germany's local government administration is more developed than its Nigerian counterpart. Its operation is in tandem with the assumption of the democratic participatory theory. The local government system in Nigeria is still grappling with entrenching citizen's participation in its governance and they are inundated with weak institutional capacity. They are also faced with the challenge of providing quality service delivery and corruption amongst others. It was recommended that in other to entrench transparency and accountability at the local government level in Nigeria, there should be a legal framework put in place for effective citizens' participation in the policy-making process.

Keywords: Local, Government**,** Service, Delivery**,** Efficiency

Introduction

Local government systems across the globe have been regarded as strategic in a democratic system. Local government has evolving functions in the governance of federal countries, therefore instilling fresh demand on the theory and practice of federalism. Local authorities are being perceived as engines for growth and development, and more functions are being handed down to them (Syteytler, 2005). However, with the growth of citizens' expectations on government for service delivery globally, local government by the enactment of the constitution can create the means for rural development. Local government inevitably has risen to

become a veritable tool for development all over the world regardless of the type, nature, and character of the polity (Abioro & Adefeso, 2014).

According to Shar & Shar (2006) the concept of local government is as old as the history of humanity. Its relevance in democratic governance has attracted a broad spectrum of academic discourse (Shar, et al, 2006). Local governance as a broader term can be described as the formulation and execution of collective action at the local level. It covers both direct and indirect roles of formal institutions of local government and government hierarchies as well as the roles of informal norms, networks, community organization, and neighborhood associations in pursuing collective action by defining the framework for citizen-citizen and citizen-state interactions, collective decision making and delivery of local public services (Shar, et al, 2006).

However, Steytler (2005) aver that common to all federal systems are the three-tier of government- federal, state/provincial, and local government. Despite the linkage, the position and role of local government in those systems differ. In some countries like Nigeria, local government is a constitutionally recognized tier of government, while in Germany, it is merely under the jurisdiction of the state/provincial government (Kramer, 2005). The provision of local government in the constitution of federal systems has been described as a modern phenomenon. Early federal constitutions in modern democracies did not make provisions for local government as a tier of government. Amongst them, were the United States constitution of 1787, the Swiss constitution of 1848, and the Canadian constitution of 1867, in these countries local government was only recognized as a provincial field of competence (Steytler, 2005).

The end of the Second World War witnessed the prominence of local self-government and its appearance in the federal constitution. The Federal Republic of Germany was the first to recognize the local government in 1949, while the need for both democratic and developmental goals informed the need to entrench local government as a level of government in the Nigerian 1999 constitution (Steytler, 2005). Several reforms have emanated over the years in most federal systems, embedding decentralization, thereby empowering regions, provinces, and municipalities, to assume a critical role in the provision of services. Against the above background, the practice of federalism has been inundated with new challenges in most federal systems concerning local authorities' delivery of social services at the local level.

The main objective of this study is to make a comparative analysis of the local government administration of Germany and Nigeria and how it has impacted on service delivery in the local government. Precisely, the study seeks to trace the political systems of Germany and Nigeria and compare the legal configuration of the both systems as well as to compare and contrast the structure, finance and operational patterns of the local government systems of Germany and Nigeria.

Methodology

This study adopted Germany and Nigeria as case study countries for comparison. Therefore, secondary data was utilized to generate data mainly

from scholarly articles, government reports as well as reports from international bodies. In line with this, historical and case study approaches were adopted for the study.

Conceptual and Theoretical Clarification

The term "local government" has been conceptualized by scholars from differing perspectives. It has been described as the grass-root level of governance, to bring the people closer to government. (Adegbite, 2019). According to Appadorai (1975), local government is defined as government by popularly elected bodies mandated with administration and executive duties in matters concerning the inhabitants of a particular district or place. This connotes that the local government system is a democratic institution that recognizes self-governance. King (1988) observes that local government is globally present in contemporary politics, although it extends by so many appellations. Its legitimacy lies in its constitutional recognition earmarked to protect the interest or wishes of the local dwellers and to see to the administration of their needs.

According to Lawal (2000), local government has been described as the tier of government closest to the people, which is vested with certain powers to exercise control over the affairs of the people in its domain. Local government as a system of public administration at a local level is charged with the responsibility of bringing people at the grassroot closer to the government. UNDP (2007) further describes local government as government institutions at the local level, made up of representative bodies, administrative organs, and the local branches of the central government. Municipalities and local or district councils are common terms used to refer to local government. The body noted that local government is an essential building block for local and national development, poverty reduction, greater equity, and local and national systems of democratic governance.

The above definitions, therefore, have revealed the following characteristics of local government: it is a tier of government that is subordinate to the central or regional government. It is the involvement of both the administrative and political processes of governmental power. Its area of authority is delimited by the statute establishing it. It has constitutional and judicial functions.

Democratic Participatory Theory

The democratic participatory theory was largely influenced by the work of John Stuart Mill (1861) who contend that the embedding of local government is on the presupposition of fostering local democracy through citizen participation, effective accountability, and political representation (Thompson, 1976). The three elements: participation, accountability, and representation as posit by Bamisaye and Awofeso (2011) are the tripod on which a persevering democratic practice is built in any civilized society. Adegbite (2019) asserts that the democratic participatory theory assumes that local government exists essentially to further democratic principles at the rural level, thereby conveying government nearer to the people. It also accentuates the creed of devolution and system of representation, which strive to enmesh rural people in the management of their affairs. According to Ani et al (2013), the concept of local government entails

a philosophical obligation to democratic participation in the politics and governing process at the grassroot level.

In stressing the necessity of local government in the democratic process. John and Rupak (2008) posit that the ideal practice of democracy is at its best when locals are allowed to decide who will represent them. It was further reiterated that the extent of democratization of local government invariably shapes negatively or positively the chances of increased democratic governance at higher levels. Along with this light, Horste et al (2008) averred that democracy as a matter of importance should commence at the local level, and its strength of values and democratic structures if not properly harnessed at that level would inadvertently affect the smooth operations of the tenets of democracy elsewhere in the same polity.

In essence, the local government creates avenues for self-governance of miniature constituent units of government directly and democratically responsible for their electorate, and indeed, to a large degree the proximity of the citizens to the elected makes it smooth for the electorate to call their representatives to account for their stewardship (Chukwuemeka et al, 2014). The principle of democratic participatory underscores extensive participation by citizens and capacity of the leaders in fostering effective service delivery. This can be related to this paper in the sense that governance at the local government should be predicated on the fact that public participation is the inclusion of the public in the activities of a local government system. However, any process that engages the local people in decision making and accountability can facilitates quality service delivery that would be beneficial to all and sundry.

Political System in Germany and Nigeria

Germany is a federal parliamentary democracy governed under the Basic Law of the Federal Republic of Germany. (Research Office, 2015). According to Mobalaji & Oriakhogba (2015), the constitution of Germany defines the powers of the federal and the regional or state level. Aside from the federal government and the 16 landers (states), local government levels consist of 323 counties (Kreis), 116 county-free cities (kreistrere Stadle), and 14, 199 municipalities (Geemernden). Each county is normally subdivided into some municipalities thereby creating a two-tier model of local government. Thus, it can be said that the German local government system is a mix of both two-tier and single-tier systems with two-tier being prevalent. (Gabriel & Eisenmann, 2005).

On the other hand, Nigeria operates a federal system of government, which is necessitated by its diverse and multicultural states of thirty-six (36) and Federal Capital Territory (Abuja), and 774 Local Government Area structures. Nigeria also operates a presidential system that replaced the British parliamentary system of government. It has a three-tier of government-legislative, executive, and judiciary (Brown, 2013).

Legal Configuration of the Local Governments in both Countries

According to the German Law Archive (2021), the existence of a local government which is referred to as municipalities is enshrined in Article 28

of the Basic Law of the Federal Republic of Germany. Article 28(2) of the Basic Law guarantees the municipality's local autonomy by granting them the right to manage their affairs on their responsibility within the limits set by the law. The right of self-government also includes responsibilities for financial matters. The Basic Law prohibits Federal and Land legislation from removing the rights of the local authorities to manage their affairs or from restricting this right to such an extent that the substance of the autonomy is taken away from within.

Municipalities can be dissolved utilizing an act of parliament, tasks can be taken away from them or assigned to them if special reasons of the public well-being speak for this action (German Law Archive, 2021). Eike (2013) asserts that municipalities are not just associated with the state, but are part of the state they belong to. Invariably, municipalities are autonomous legal persons as long as they rely on a self-dependent administrative structure. They have territorial sovereignty and they carry public authority as the federation and each federal state do.

In Nigeria, the recognition of local government authorities did not emanate until the local government was enshrined in the 1979 constitution, which afforded the legal framework for the implementation of the 1976 local government reforms. The objective of the legal framework was to make sure that every state government following the requirement of the law provides for the establishment, structure, composition, finance, and functions of local councils (Diejomaoh & Eboh, 2010). According to Ozoh-Suleiman & Chima (2015), the 1999 constitution acknowledged the powers of the local government councils as articulated in the 1976 local government reforms as:

> *These powers should give the council substantial authority over local affairs as well as the staff, institutional and financial powers to initiate and direct the provision of services and to determine and implement projects to complement the activities of the state and federal government (Ozoh-Suleiman et al, 2015:187).*

In theory, the local government is a unit of government with defined powers and authority, and relative autonomy. However, section 162 (5, 6, 7, 8) also provides for the funding of local government through the Federation Account. Paragraph 6 categorically stipulates that each state of the federation shall maintain a special account to be called the State Joint Local Government Account into which all allocations from the federation account must be paid into the joint account (Abutudu, 2011).

Structure of the Local Government System

The structure of local government in Germany is organized into districts (Kreise) and municipalities (Gemeinden) (Kramer, 2005). According to Miroslava (2008), all the communal institutions in Germany know and differ at least between two major layers of structures- the municipal council and the mayor.

In Germany, the municipal council is the pivotal governmental institution of any municipality and holds responsibility for most functions (Eike, 2013). They are the representative body of the municipality elected by the voters every

five or six years. Eike (2013) pointed out that the council is not considered to have parliamentary powers although it is entitled to adopt regulations. The council incorporates the idea of an honorary office. It is grounded in the obligation of each citizen to get personally involved in municipal issues.

The mayor is the second layer of the administrative structure of the municipality in Germany. According to Miroslava (2008). The mayor is the highest political representative of the municipality. He or she can be elected directly by citizens or indirectly by the municipal council. Eike (2013) asserts that the directly elected mayor holds office for a term of six to nine years with the possibility of re-election. He added that the mayor chairs the council and the committees of the council. The mayor is the legal representative of the municipality as well as head of the local administration in several federal states. One or two members of the municipality council are elected deputy mayors. At the base of the administrative structure as revealed by Eike (2013) is the Open Council which is the mechanism provided to represent the residents of the local government. This is a forum for all citizens to come together to discuss relevant issues affecting the locality.

At the level of rural districts, there are two existing structures, they are the county or rural district council (Kreistag) and the district administrator (Landrat). The district administrator is considered to be a member of the county council in most federal states. The resident elects the council for five or six years: its size depends on the size of the rural district. The district administrator is elected for a period of between six and nine years (Eike, 2013). Thus, it can be said that Germany operates a mixed system of local government.

The local government structure in Nigeria was greatly influenced by the local government reforms of 1976 and 1988/89. These reforms introduced a single-tier presidential system of local government. This indicates that the local government system in Nigeria adopted a single level of government. Mobalaji et al (2015). According to Oriakhogba (2007), the local government structure in Nigeria is made up of the political and administrative system, under political, there is the chairman, who acts as the head of the executive council and the supervisory councilors, while the chairman and the vice-chairman are elected while the others are appointed. In addition, the administrative structure consists of a secretary to the council who doubles as the head of administration in the local government secretariat.

Local Government Electoral Systems

The local government electoral system in Germany adopts a proportional representation system. According to Kubail (2002), its principle is that no individuals are nominated and the system is, first of all, a competition between political parties and their list of representation compiled with or without voter involvement. Miroslavia (2008) further explained that each voter has as many votes as there are seats in the municipality or district. The number of elected representatives depends on the number of inhabitants of the given seat-between eight to eighty councilors. Voters can distribute their votes among their candidates in a different list of representatives.

The electoral system of the local government in Nigeria adopts an open secret ballot system. According to Nigerian's Electoral Act, a candidate for an election to the office of Chairman shall be deemed to have been duly elected to the office when he has the highest number of votes cast at the election. However, the office of the Chairman of the local government only spans three years (Electoral Act, 2010).

Local Finances Sources of both Countries

The local government budget in Germany relies on primary sources such as taxes. According to Kramer (2005), local government is usually responsible for 20% of total state expenditure, in comparison to 40% by the federal government and 38% by the Lander.

According to Eike (2013), the municipal power of taxation is limited. The most crucial taxes as stipulated in Article 105 of the German Basic Law is assigned to the federation or the federated states. Kramer (2005) stated that local government has the mandate to raise revenue from trade taxes, in addition, property tax and local excise fall under the jurisdiction of local government. Article 106 (V) also empowers the local government to share the revenue from the income tax which is transferred on by the Lander based on the income tax paid by their inhabitants (Kramer, 2005). In addition, according to Eike (2013), the local government as stipulated in the Basic Law is also entitled to a share of value-added tax, which the basis for apportionment is a formula reflecting geographical and economic factors. Other sources of revenue for local governments in Germany are taxes on real estate property and trade, local taxes on consumption and expenditures. A certain percentage of the federal state's share of total revenue from joint taxes also goes to the local government.

According to Eike (2013), German federalism operates a fiscal equalization scheme. This system seeks to bring about equalization with regards to the utilization of resources. However, to achieve regularity of local government budget, both the federation and the Lander transfer revenue in form of funds and allowance to the local government. In Nigeria, the major source of revenue for local government is through the Federation Account. According to Ozoh-Suleiman and Chima (2015), section 162, paragraph 6, stipulates that "each state shall maintain a special account to be called the State Joint Local Government Account. This indicates that a certain percentage of the federated revenue account is given to the local government on monthly basis by the state.

Internally, the local government in Nigeria raises revenue from rates and fees, rents and licenses, investment, and income from commercial activities. They can also raise a loan. The local government in Nigeria also receives certain percentages of national revenue and a prescribed percentage from its state internally generated revenue (Moshood, 2021).

Functions of Local Government in Both Countries

The German Basic Law stipulates the functions of municipalities in the country. According to Eike (2013), Article 28 II stipulates that all municipalities have the right to regulate all local affairs without any form of interference from other levels of government. It has been observed that

the functions of local government are not only guaranteed by the Basic Law, but also by the Land (State) constitution. Kramer (2005) identified two distinct functions: compulsory, which the German Law Archive (2021) referred to as mandatory self-government task, and the other is regarded as optional. The compulsory duties as identified by Eike (2013) are capital reserves and enterprises, local traffic and road construction, the provision of water, light, gas, and electricity for residents: provision for food safety; town planning; the building and supervision of housing; local police and fire service, etc.

The German Law Archive (2021) aver that municipalities also discharge functions transferred by either the federation or the Land by a law. According to Kramer (2005), the functions include; arranging census, the implementation of federal and land parliamentary elections, an inspection of buildings, supervision of trade, regulation of traffic, health and veterinarian matters, conservation of nature and environment. Others as identified by the German Law Archive (2021) are; general security, statistics, forestry and fisheries, registration of vehicles, and vehicle taxation.

On the other hand, Ozoh-Suleiman and Chima (2015) asserts that the functions of the local government in Nigeria as stipulated in the 1999 constitution include: provision and maintenance of health services, provision and maintenance of primary, adult, and vocational education. Other exclusive functions as pointed out by Aibieyi (2008) are the provision of public convenience, slaughterhouse, cemeteries and burial grounds, provision of recreational centers, licensing of bicycles and trucks, sanitation, sanitary inspection, sewage and refuse, naming of roads and streets and numbering of plots and buildings.

Local Government Budgeting and Development Planning

In Germany, Article 61 of the Basic Law stipulates budgetary principles for the municipalities. According to the German Law Archive (2021), based on the requirement of the law, municipalities must plan and manage their budget in such a way that they can perform their duties at all times. The principles of thrift and economy are taken into account. Ahead of every budgetary statement, every municipal is expected to issue a financial regulation. According to Article 61 of the Basic Law, the financial regulation contains the stipulation of the budgetary plan with details of the total sum of income and expenditure in the fiscal year, the stipulation of the total sum of scheduled loans for investment promotion measures. However, the municipal council in a public office decides the financial regulation with its annexes (German Law Archive, 2021).

Most importantly, Article 70 of the German Basic Law, makes it mandatory for municipalities to implement a five-year financial plan. This is to ensure a sound budgetary and financial economy in the long run. The financial plan must include the extent and composition of the probable expenditure and the ability to cover it. The financial plan and investment program must be adjusted to current development each year (German Law Archive, 2021).

On the other hand, the preparation of the budget at the local government level in Nigeria is guided by financial

memoranda. According to Abdullahi (2011), the financial memoranda provides that every department of the local government shall in each year prepare a defended estimates of its revenue and expenditure for every financial year on behalf of the committee, which shall consider, to ensure its consistency with the general budgeting measures. Thirdly, the executive committee shall submit the estimate to the local government council for consideration and approval.

Abubakar & Lawal (2019) summarize the preparation of a draft budget as follows:

i. Circulation of call letter by the Treasurer to Departments for budget proposals.
ii. Preparation of budget proposals by Departments and submission to finance and general-purpose committee through the treasurer.
iii. Defense of proposal by Department before the Finance and General-purpose committee.
iv. Preparation of consolidated draft Budget by the treasurer.
v. Submission of the consolidated draft Budget by the treasurer to the council, when approved, the budget becomes the approved draft of the council.

Community Participation and Consultation in both Countries

Community participation and consultation are fully expressed at the local government level in Germany. According to Balik (2002), municipal authorities provide an avenue for citizens to participate in forming a municipal opinion in a referendum which is referred to as popular initiative or citizens' decision/referendum. Miroslavia (2008) averred that popular initiative is the tool of direct democracy and is one-way citizens can participate directly in the legislative process; that is the basis for initiating, abolishing, or changing a law or another political decision. According to IDEA in Royo, Yetaho & Acerete (2011), Germany has a legal framework for the development of community participation. The right of citizens to participate in public affairs is recognized as an expression of popular sovereignty and to support the re-establishment of democracy.

Research conducted by Royo et al (2011) revealed that Germany's local governments have adopted several mechanisms to diffuse information and to consult citizens' opinions. Such means are either traditional or by the internet. In terms of citizen consultation, the local authorities make use of surveys, public meetings, public debates, and workshops. In addition, they also adopt the use of websites, press, local government publications, and local radio stations to diffuse information. Deaemen & Schaap (2000) also revealed that certain forms of citizen participation are linked originally to the specific constitution of the land (state). They indicated that citizen assembly is usually convened by the mayor once a year or at least 10% of the electorate can call for such fora. In this, the local people express their right to demand accountability. This right can also be directed against a decision that has already been made by the council or the council committee. This request has to be supported by at least 30% of the electorate, which could lead to a referendum. A referendum can be initiated either by a two-thirds majority of the municipal council or by the

citizenry which is made up of at least 15% of the electorate.

In the Nigerian context, community participation and consultation are part of development programs initiated by development partners/IDAs who provide aid assistance at the end of the 1980s. The moribund state of the Structural Adjustment Programmes (SAP) also necessitated the need for some development partners to introduce people's participation at the grass-root level as a condition for aid-supported programs at the local level (Lowndes & Wilson, 2001). In 2006, the Nigerian Government introduced the Local Economic Empowerment Development Strategy (LEEDS) as a mechanism for promoting citizens' participation at the local level. Its guiding principles were: citizen's equality, societal democracy in governance, and a people-oriented development framework.

The research studies conducted by Moriyolo & Adesopo (2015) revealed that the nature of the decision-making process in selected local governments in Western Nigeria has hampered seamless citizen's participation, because of the issue of the top-down approach of the decision-making system. In the study conducted by Shittu & Musbaudeen (2015), they affirm that there are few mechanisms for community participation in the policy-making process in some selected local governments in Nigeria. The studies revealed that despite the existence of town hall meetings, participation in decision-making is restricted to traditional rulers in these communities, the implication is that the residents are merely information providers in the local area. These mechanisms for citizen participation: referendum, public opinion survey, consensus conference, citizen's jury, and citizen's advisory committee are not operational in the selected local governments. Most importantly, an IT-based mechanism of citizen participation is not in use due to power challenges, illiteracy of the community dwellers, and so on.

Findings, Discussion and Recommendations

Both countries operate a democratic system of government in a distinct context, while Germany practices parliamentary democracy, Nigeria operates a presidential system of government. Both countries operates federal system of government. In terms of legal configuration of the local governments in both countries, both local governments derive their existence from the constitution. They both enjoy legal status which gives them the capacity to sue and be sued.

The structure of the local governments in both countries is diverse to some extent. In Germany, there are two layers of structures, the municipal council, and the mayor, while in Nigeria the structure is divided into political and administrative systems. The position of municipal councils in German municipals is honorary while the supervisory councilors are remunerated (Eike 2013). This connotes that individual who vie for councils' positions in Germany do so for the delivery of selfless service to the people. On the other hand, elective positions at the local government level in Nigeria are financially induced, hence the pursuit of individuals contesting for positions at the local level of governance becomes so competitive due to selfish interest and aggrandizement (Kubail, 2002).

The electoral system in both countries differs, the electoral system in Germany's local government system adopts the proportional representation system (Kubail, 2002) while in Nigeria, the local government electoral system adopts the open secret ballot system. In Germany, the mayor is elected for a term of six to nine years with the possibility of re-election, while the municipal council is elected every five or six years. On the other hand, the chairman in the local government in Nigeria is elected based on the highest number of votes cast at the election and he or she is elected for a term of three years.

The functions of local government in Germany is in two folds: mandatory self-government task and transferred responsibilities. The German Law Archive (2021) noted that mandatory functions like provision of gas and electricity, local police and fire service, and transferred tasks such as registration of vehicles and vehicle taxation are performed by the municipals in Germany. However, in Nigeria, these mandatory functions are not performed by the local government, instead, they are statutory functions of the federal government. This indicates a huge deficiency with regards to the empowerment of the local government authorities in Nigeria to operate independently in service delivery.

With regards to the sources of local finance, the local government in Germany has considerable taxing power as enshrined in Article 105 of the German Basic Law. They are mandated to raise revenue from trade tax, property tax, and local excise tax. They are also required to share from value-added tax. A certain percentage from the federal state share of total revenue from joint taxes goes to the municipals. However, in Nigeria, the local government as provided for in Section 162, paragraph 6, empowers them to get statutory allocation from the Federation Account which is the major source of revenue for the local government in Nigeria (Wilson, 2013).

The local government budgeting in Germany's municipal is based on the requirement of the law. According to the German Law archive (2021), Article 61 of the Basic Law stipulates budgetary principles for the municipalities. Municipalities are expected to plan and manage their budget in such a way that they perform their duties at all times. It is also hinged on the municipalities to issue a financial regulation. Article 70 of the German Basic Law makes it compulsory for municipalities to implement a five-year financial plan. On the other hand, the preparation of the local government budget in Nigeria is guided by financial memoranda. Thereafter, the executive committee after receiving estimates of revenue and expenditure submissions from the department submits the same to the local government for consideration and approval (Abdullahi, 2011).

In terms of community participation and consultation in both countries, they both have a mechanism for community participation. The only difference is that Germany's citizen participation is backed by a provision enshrined in Article 29 of the German's Basic Law, whereas in Nigeria there is no legal framework for community participation, the development of citizen's participation heralded due to the failed Structural Adjustment Programme, which necessitated the development of

community participation as accentuated by Development Partners (Lowndes, et al, 2001). Research conducted in Germany's municipalities shows a high level of community participation, most especially with the system of the open council, but the challenge is that the citizens are only limited to expressing their opinion on matters of budget planning and municipal local building (Miroslavia, 2008). While in Nigeria, the experiences of citizens' participation have been faced with challenges, Akanni (2019) noted that several factors, such as self-centeredness, electoral irregularities have contributed to producing leaders who are not accountable to the people.

With regards to service delivery assessment in Germany, local governments are constitutionally required to ensure that services are delivered to the local inhabitants. Research conducted by (Grey, et al, 2013) showed that local governments in Germany are efficient except in areas of smaller localities and it is clear that the operation of the local government system in Germany is in tandem with the democratic participatory theory which is hinged grass-root democracy through popular participation, effective accountability, and political representation. On the other hand, studies conducted in recent times have shown that local government services in Nigeria are inefficient and ineffective. According to Nyamukachii (2009), the local government's failure to provide efficient services can be interpreted as the inability to achieve the goals that the government has planned and budgeted for: failure to deliver on unplanned and unbudgeted goals. According to Majekodunmi (2012), poor service delivery and governance remains an overwhelming challenge in most local governments in Nigeria. The major concern is the degree of corruption, institutional capacity constraints, lack of transparency, dysfunctional ward committees, lack of accountability by councilors and local officials, lack public participation in issues of governance.

Following the comparative studies embarked on the two countries, it is evidenced that the local government administration in Germany is more advanced than the local government in Nigeria, even though both countries established the local government system to bring governance nearer to the people, the local government system in Germany is more organized than their Nigerian counterpart, this is evidenced in their effective community participation, structure, electoral system, functions and budgeting.

One major factor that has contributed to the efficiency and effectiveness of the local government system in Germany is the legal framework that has been put in place to regulate the activities of the local governments. It is therefore recommended that legislation with regards to local government financial autonomy in Nigeria should be enacted. This would ensure the enhancement of taxing powers of the local government and reduce the reliance of the local government on proceeds from the Federation Account, as it is practiced in Germany. Secondly, in other to ensure accountability and transparency in the activities of the local government, there should be a legal framework put in place for citizens participation in policy making process.

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INSECURITY AS A HINDRANCE TO HUMAN CAPITAL DEVELOPMENT IN NIGERIA 2015-2022

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Abstract

The current plague of rising insecurity in Nigeria has assumed a dangerous dimension given the constant loss of lives almost on daily basis, lack of necessary environment required for the citizens to learn better, apply innovative ideas, acquire competencies, develop skills, attitudes and good health. This led to fear and absolute suspicion that continuously haunted the citizens given the inability of the government to guarantee security of lives and properties. The foregoing scenarios precipitated the innate desire of the study to examine the extent to which insecurity has been a hindrance to educational training in Nigeria. Investigate the extent to which insecurity has been a hindrance to healthcare services delivery in Nigeria. The paper adopted an aggregate of qualitative sources. Notably, information was gleaned from journals, textbooks, newspapers, web pages and government publication. Data collected were analyzed through historical and interpretative methods. Meanwhile, securitization theory was used as the theoretical umbrella. The study revealed that educational environments were unsafe for pupils, students and their staff because of fear of human insecurity that determines economic growth. Healthcare system was restrained because of destruction of health facilities and infrastructures which made it unable for human capital to seek treatment. The paper recommends the harmonization of education policies to align with the established new world order such as e-learning, training of staff and students on networking with the law enforcement agencies in order to instill regular security checks on educational environments. There should be community engagement in monitoring healthcare facilities.

Keywords: Insecurity, Hindrance, Human, Capital, Development

Introduction

The nation has been more unstable than it was in decades because the current plague of rising insecurity in Nigeria has assumed a dangerous dimension and formed the news headlines of every broadcast stations and newspaper. As the country lurched from a particular violence to another, states were subjected to taste insecurity which cuts across civil unrest, communal and ethnic clashes, armed robbery, assassination, ethno-religious violence, ritual killing and cult-related clashes through molestation of human beings,

kidnapping, banditry and terrorism etc. The constant loss of lives almost on a daily basis made Nigerians to live in fears and absolute suspicion that haunted them continuously because of the inability of the government to guarantee security of lives and properties which was a campaign mantra in 2015. It is in the light of the above submission that, (Gbagolo & Eze 2014) opined that, insecurity underscored a major point that those affected by it were not just afraid of personal safety and freedom from fear of physical harm but could not predict the imminent danger.

On account of insecurity, human capital development was denied the necessary environment required for the citizens to learn better, apply innovative ideas, acquire competencies, develop skills, behaviours, attitudes and good health. Again, there was a significant decrease in the number of human capital through loss of lives that would have assured the necessary development and destruction of well-equipped infrastructures meant for research and skills acquisition hence underscored the imperative of skills, knowledge, intelligence, talents, abilities, experience and training etc. In the light of this, investment in education and training that would have improved levels of quality and production could not thrive because the environment was unfriendly. It is from the foregoing that, the study examined insecurity as a hindrance to human capital development in Nigeria.

Furthermore, human capital development was faced with enormous challenges in an atmosphere of insecurity which led to profuse bleeding of citizens because the mindless bandits slashed victims' throats with sharp knives like fowls with the perception that, human lives meant nothing to them. Such killing amidst insecurity diminished the working population in Nigeria. Several household witnessed frequent kidnapping of school children, civilians and burn down of houses that caused them to flee their homes and jobs for other places where they started life afresh. Again, it denied citizens the necessary environment required to learn better and apply innovative ideas.

Besides, there was an escalation of attacks on healthcare system that caused the collapse of healthcare delivery and inhibited healthcare systems such that facilities, infrastructures were destroyed thus human beings were denied a place to seek healthcare services. Again, it led to scarcity of healthcare workers because skilled doctors, nurses and non-health workers migrated to other countries where they could get opportunities and higher reward for their services. Flowing from the identified lapses, the paper aimed to examine the extent to which insecurity has been a hindrance to educational training in Nigeria. Investigate the extent to which insecurity has been a hindrance to healthcare services delivery in Nigeria.

Concept of Insecurity

Security is the capacity to pursue ambitions that are socio-political in nature. It simply means that, without security, political stability is not feasible hence; social activities would be subjected to chaotic situations. In the same vein, insecurity causes someone to be unsettled, oppressed, loss of confidence, focus and humanness. In the same direction, security entails the establishment of measures geared towards guarding, defending or

protection human beings, properties, information against an enemy, unfriendly persons, actions and influence (Akpeli 2019). In the light of this, insecurity is the antithesis of security which means a state of fear or anxiety as a result of the absence or lack of protection. In other words, it connotes lack or inadequate freedom from danger. Human beings are uncertain of the imminent challenges and vulnerable to threats and danger, (Abdullahi 2022). The people affected by insecurity are beclouded with uncertainty about the future and at the same time could not put a hold on it nor guard themselves against its occurrence.

Human Capital Development

This means the collective knowledge, innate abilities and skills that an individual, citizen, worker acquires and develops in his/her entire life. It is the whole investment in the following activities health, education, on-the-job training and migration that improves productivity of workers or persons at work (Igbokwe-Ibeto & Mac-Ozigbo, 2021). In other words, it's acquiring and increasing the number of workers, humans who have the educational experience and skills required for economic and political development of a nation (Chikwe, Ogidi & Nwachukwu 2015). It is an aggregate investment on human beings aimed at the development of the individual and the society.

Nexus between Health, Education and Human Capital Development

There is an inextricable relationship that exists between health and human capital development. Health and education are the primary goals of development because they are essential ends in themselves. As health is central to the wellbeing of humans, so is education paramount for satisfying and rewarding life because expanding human capabilities are the focal point of development. It is the human capital that drives the economy of a nation through advancement in technology, skills acquisition, and educational training. Interestingly, as a nation invests in human capital such as improved healthcare programs to care for the wellbeing of the people, development becomes guaranteed, (Oriade 2021). Amidst insecurity, people are deprived of access to seek for healthcare because of unsafe environment. Others may have to run long distance to neighbouring communities to visit health centres because of fear of being attacked by gunmen. Since health is a human capital and an input to producing other human capital, fear, anxiety and being unhealthy as a result of insecurity depresses the ability to work productively hence human capital development becomes impeded, (Bleakley 2010). In the same direction, Umaru, (2011) penned that; there is a nexus between health, education and human capital development. This is because a greater investment on health translates to improvement in education. In the light of that, only a healthy person attends school in order to improve his/her skills. A sick person is incapacitated when it comes to educational training. In other words, a healthy person with long life makes greater inputs on return to investments in educational training. Inversely, an improvement on human capital through educational training translates to improvement on investment in health care services delivery. This is borne out

of the fact that, several health care programs entail the application of basic skills learnt in schools. Stretching further on this, the rate of productivity is usually determined by a person's expertise and skills that could be improved through a quality educational process and maintained health conditions. Besides, investment on education, training and health would translate to improvement on the person's health and knowledge for future improvement of productivity (Wilantari & Widarni 2021). In summary, improved human capital development requires adequate investment in health, educational training, skills acquisition and myriad of others.

Nexus between Insecurity and Human Capital Development

Insecurity remained a critical challenge to government in their bid for development. Specifically, human capital development was hampered by insecurity such as terrorism, insurgency, banditary, robbery, cultism and kidnappings etc. Flowing from that direction, the linkage between insecurity and human capital development was established bearing in mind the difficulties involved in brokering peace and order in a given society characterized by dispute in their economic structure. This bred feelings of alienation, frustration, marginalization, and resentment among the poor hence anger and violence. In Nigeria, people took to means other than lawful and socially accepted to meet their basic needs thus productivity becomes whittled hence kidnapping, banditry, robbery, failure of its institutions and governance crept in, (Katsina, 2012).

Similarly, it precipitated increased crime rate and terrorist attacks in the nation. The destruction of infrastructures, burning of equipment, houses and killings rendered most personnel's who specialize in health care delivery jobless in an attempt to flee from insecurity in affected parts of Nigeria. Again, Onwuasoanya, Yakubu & Ishmail (2021) argued that, educational system which has been the engine room of other sectors of the economy because it builds and develops human capital development through training was impeded by insecurity. That made academic activities to be done in fear and uncertainties. In the same context, Erunke (2022) opined that, insecurity given the abduction of school children with emphasis on the 300 hostel Chibok girls from the government secondary school by terrorist created fear and panic among students, pupils and teachers to the extent that, parents became scary sending their kids to schools. It suffices to say that, no nation's development thrives in an atmosphere of insecurity because human capital that drives other forms of development could only be guaranteed in a peaceful and serene environment.

Theoretical Framework

Securitization theory has it that, existence and management of certain issues as security challenges does not necessarily depend on solely material conditions or objective. In other words, it's the process of state actors changing subjects from regular political issues into affairs of security. Another way to cash in on it is that, it's a transformation from daily politics through the application of emergency measures to mitigate insecurity. The major proponents of securitization theory are: Copenhagen

School (1980's), Jaap de Wilde, Ole Waever (1989, 1995) with contributions and revisions from Thierry Balzacq (2005, 2011), Ralf Emmers (2007), Juha A Vuori (2008, 2001) Matt McDonald (2008), Rita Floyd (2010), Holger Stritzel (2014) etc. Securitization Theory has the following tenets: It establishes the security character of public problems. There is a social commitment that results from a collective acceptance that a phenomenon is a threat and has to be fixed. There is a possibility of creating a particular policy. There is usually an existence of emergency measures and performance of an act by speaking (illocutionary). Securitization theory is relevant because it's employed in the examination of security politics in all sectors such as terrorism, crime, natural disaster and identity among others. Again, the global response to insecurity embodies all the essential features of securitization. It became securitized as the current plague of rising insecurity in Nigeria has assumed a dangerous dimension given the constant loss of lives almost on a daily basis, lack of necessary environment required for the citizens to learn better and apply innovative ideas, acquire competencies, develop skills, behaviours, attitudes and good health because of the inability of the government to guarantee security of lives and properties. This led to fear and absolute suspicion that haunted the citizens continuously hence; there was reduction in the number of population that would have assured vital development through loss of lives. Infrastructures mapped out for research and skills acquisitions were destroyed. All these negatively affected knowledge, talents, abilities, experience and training. To pull out of these challenges, training and drilling of employees and students on networking with the law enforcement agencies is essential. Again, community engagement is required to tame insecurity.

Methodology

This paper adopted an aggregate of secondary sources. Notably, information was gleaned from journals, textbooks, newspapers, web pages and government publications. Meanwhile, the data collected were analyzed through historical and interpretative methods.

Findings and Discussions

The Extent Insecurity has been a Hindrance to Educational Training in Nigeria.

The rising insecurity in the nation metamorphosed into killing of people especially youths who are the engine room of the nation. Consequently, the increasing death rate as a result of insecurity left the nation with limited number of humans to drive economic growth. Again, continuous killing affected human capital such as academic staff, teachers, non-academic staff and students who are the future generation of the nation, (Orjiude & Olatunji, 2021). Despite the various pragmatic attempts made by the nation to improve education and health care system in order to enhance human capital development, the outcome remained unimpressive, (Ifejika 2017).

Insecurity made school environment unsafe for pupils, students and their staff as a result of fear that constitutes the central focus of human security and to a reasonable extent determines the growth of the economy in a country. Following that, most parents became afraid to send their children to school,

teachers withdrew from teaching as a result of the risk of insecurity and schools most times were shut down. The aforementioned education providers became forced to withdraw from insecure environment. Often times they were unable to expand to virgin areas in need of their services as a result of insecurity of lives. In other words, it retarded the educational training of children and youths even adults. In a situation where schools continued operating amidst insecurity, most parents stopped their children from going to school. Consequently, when a school is threatened, it breeds ripple effect on other schools to shut down because of fear. This could translate to students' withdrawal from attending such school. The fear that envelope such students made some of them to decline going to any other school. Even rumors from a particular community about the level of insecurity stopped students, pupils from going to schools (Karbalai 2005). In the same vein, students in secondary schools and universities coupled with pupils in the primary schools were threatened severally thus they became discouraged from academic pursuit (Osaat & Ekechukwu 2021). In a nut shell, as insecurity intensified and underscored the imperative of human capital development.

The quality and quantity of human capital in educational sector was reduced because several professionals in teaching, academics, non-academic staff and students died as a result of insecurity in the nation. Similarly, most educationally trained personnel were killed through religious violence, ethnic crisis, Boko Haram and Fulani herdsmen among others. Again, several parents who would have been opportune to train their children died (Osaat & Ekechukwu 2021). In the light of United Nations Educational Scientific and Cultural Organization (UNESCO) global monitoring report 19,000 teachers were displaced in 2021 as a result of insecurity in the north hence the effective administration of schools was impeded. Furthermore, the persistent insecurity gave rise to the inability of most schools to cover their scheme of work and syllabus as a result of shut down of schools intermittently given insecurity. It translated to reduction in the quality of education and in turn affected productivity and underscored human capital development, (Abbah, Musa & Jacob 2021).

The opportunity of achieving a vibrant educational system with well-equipped infrastructures for research and skills acquisition was not assured because insecurity caused massive destruction of educational infrastructures which made it unable to transmit to the learners the necessary facilities. Even the monetary value lost to insecurity that would have been used in other educational programs was injected into rebuilding destroyed structures (Osaat & Ekechukwu 2021). In the same context, newly erected or renovated educational structures were destroyed in the course of abducting some school pupils especially in the northern part of the nation. In addition, some school teachers were eliminated which caused disruption of academic activities that translated to school age pupils staying at home while others ran away from their various communities (Iyere, Ledawo and Abubakar 2018). The generality of these people lost out of their training which would not have been under an ideal, peaceful and

serene environment. Thus, human capital development was hampered.

The Extent Insecurity has been a Hindrance to Healthcare Services Delivery in Nigeria.

Other obstacles of insecurity are coercion, fear, displacement and deprivation of basic daily needs like food and health care, drinking water while human security that envelopes hygiene and sanitation, food, nutrition, housing and clean drinking water could only be guaranteed by peace. In other words, people are prone to health risks such as high mortality rate especially when they are dispossessed of the features of security as previously mentioned. The combination of malnutrition, overcrowding and lack of sanitation could lead to the transmission of epidemic diseases thus people became susceptible to death. Following that, health care system was inhibited through destruction of infrastructures, facilities such as clinics, private offices, hospitals and secondary health posts like blood donation centers, medical education facilities were attacked and destroyed. That made it unable for people to find places to seek treatment. Unfortunately, the government allocates greater fund to the fight against insurgencies and little on health services thus health care infrastructures were left in a dilapidated condition. This translated to scarcity of medical supplies and equipment, skilled doctors and nurses' traveled out of the country in search of better conditions of service which metamorphosed into the spread of communicable diseases. For instance, the case of health care workers who handled covid-19 infected patients and lost their lives in the course of discharging their duties. This made several health workers to flee for their lives. The shooting and bombing as well has impeded human capital development (Adeleke 2013).

Furthermore, Positive Practice Environment (P.P.E.) as a prerequisite for healthcare services allows for excellence and decent work that ensure safety and healthcare of the personnel. It is characterized by human security, adequate equipment, job, decent staff welfare package, equal opportunities and treatment for the patients, fair and manageable workloads and job demand. Similarly, insecurity bred a negative practice environment that encompassed unhealthy workers attitude, adverse risk to patients and health workers which led to unsafe healthcare that could not guarantee service delivery for socio-economic development. It was in the light of this that, brain drain heightened amidst insecurity as personnel fled to other countries with better favourable working conditions and environment. In the same vein, it was revealed that, about one third of Nigerian trained health workers migrated to United States of America, Canada and United Kingdom within ten years of graduation from schools. To affirm this, Nwachukwu (2021) aligned with the fact that, insecurity brought shortage of equipment, drugs and medical specialists because of destruction of infrastructures and equipment required for healthcare services delivery. Again, the fear of losing one's live coupled with meager income and allowances of health workers led to their refusal to remain in Nigeria hence many migrated to foreign countries. That singular act made Nigeria the major exporter of healthcare personnel globally because of ethnic clashes, inadequate infrastructures given to its destruction

by insecurity (Sarki & Lalu, 2017). It was further revealed by Omegoh (2019) that, hospitals experienced low patronage as a result of insecurity especially in the northern part of Nigeria who lurked around the mountains and bushes for safety. Facilities were destroyed in an attempt to harass the workers, steal medical supplies and food. Most times they took away the hospital equipments, vehicles etc. that became an obstacle to human capital because when those in need of healthcare services found none except if they travel long distances to other locations. Funny enough the means of transport to where they could find healthcare services was unavailable. Again, the roads that lead to such placed are not worthy enough hence the pregnant and old people suffered the greatest heat.

Conclusion

In an attempt to wrap it up, the primary conclusion to draw from this study is that, insecurity was a pathway to constant loss of lives almost on a daily basis, lack of necessary environment required for the citizens to learn better, apply innovative ideas, acquire competencies, develop skills, behaviours, attitudes and good health. In the light of that, health care system became inhibited through destruction of infrastructures, facilities such as clinics, private offices, hospitals and secondary health posts like blood donation centers, medical education facilities were attacked and destroyed. Hence, it created fear and suspicion in the minds of people. Findings from the study revealed that, educational environments were unsafe for pupils, students and their staff because of fear anchored on human insecurity that determines economic growth. Healthcare system was restrained and kept on hold because of destruction of health facilities and infrastructures which made it unable for human capital to seek treatment. By and large, an insecure environment is an enemy of progress as it concerns educational training, healthcare services delivery and myriad of others.

Recommendations

The paper recommends based on the findings as follows:

To avert insecurity being an obstacle to educational training, there should be harmonization of education policies so as to align them with the established new world order such as e-learning. To achieve this, stakeholders from private and public sector must develop a national program in order to attain technology-enhanced flexible learning. Again, the schools should adopt global best practices and infuse with local contents.

There should be training and drilling of employees, pupils, school security personnel and students on networking with the law enforcement agencies like the army, police in order to instill regular and continuous security checks on the educational environments.

To improve safe access to healthcare services, there should be engagement of the community members which would entail nurturing ties with the government, health workers, local leaders and donors working to end attacks. Community members would alert the health worker in an event of impending danger because the facilities are for the treatment of all.

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THE BUREAU OF PUBLIC PROCUREMENT AND THE REGULATION OF THE 2007 PUBLIC PROCUREMENT ACT IN NIGERIA: A CRITICAL EXAMINATION OF MAJOR CHALLENGES, 2007-2019

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Abstract

The study set out to identify and examine the major challenges impeding the effective regulation of the 2007 Public Procurement Act by the Bureau of Public Procurement in Nigeria. In pursuing this objective, the study utilized the institutional theory for analysis and the descriptive documentary design to generate the information needed. Data was derived from technical reports, annual reports, journals, books, and internet materials. Information generated was analysed using qualitative descriptive method. The approach offered a utility for relying on documentary substantiation by using observation to ascertain the veracity of the information contained in the documents. Results generated from official documents depict that lack of human and material resources caused by inadequate funding to the regulatory institution were the major challenges that impeded the effective regulation of the Act aside other reasons. Consequently, the study recommends the deployment of adequate funding and manpower by the federal government to the bureau to enable it regulate, monitor, and oversight the procurement activities of all the procuring entities under its purview. As such, an upward review of the agency's annual budgetary allocations to enable it access more funds to address its critical needs in the light of current realities wouldn't be out of place. However, budgetary releases should be timely and not abysmal, among others.

Keywords: Implementation, Procurement, Act, Analysis, Challenges

Introduction

The establishment of the Bureau of Public Procurement (BPP) and the Public Procurement Act, 2007 in Nigeria followed a World Bank Country Procurement Assessment survey conducted in 1999/2000. The survey established the link between poor/weak public procurement procedures and corruption as well as its far-reaching negative consequences on national development especially in the area of infrastructural development (World Bank, 2000). The Assessment Report revealed that 60 kobo was being lost to

underhand practices out of every N1.00 spent by Government and that an average of US $10 billion was being lost annually due to fraudulent practices in the award and execution of public contracts (CPAR, 2002). The procurement system was characterized by the absence of legal and institutional frameworks, absence of thresholds, lack of procurement capacity among MDAs, lack of periodic reviews and evaluations of procurement practices, absence of standard bidding documents, limited or no advertisement, amongst others (Stephen and Basil, 2012; Onah, 2015; Olatunji, 2016, Achanya & Cinjel, 2020).

The net effect of all of these lapses were inflation of contract costs, bid splitting, collusion between bidders and between bidders and procuring entities staff, kick-backs and bribery, selective tendering, contract price negotiations, limited and ineffective public bidding, extra budgetary projects, political interference, lack of transparency, limited mandates given to tender boards (Procurement Procedure Manual, 2011; Eze, 2015). Also, there were cases of wrongful exclusion of qualified bidders, use of fake documents and falsification of records, conflict of interest was dominant and unchecked, and other kinds of manipulations of the procurement and contract award processes, amongst others (Fayomi, 2013; Jibrin et al, 2014; Waheed, 2015; Bodunrin, 2016).

It was in an attempt to address these anomalies, that the federal government initiated the Public Procurement Reform Policy as part of its economic reform agenda designed to restore due process in the award and execution of federal contracts. This led to the setting up of the Budget Monitoring and Price Intelligent Unit (BMPIU) known as Due Process in June 2003. (Ekpenkhio, 2003; Achimugu, 2013). Its operations were guided by the Treasury Circulars which were based on the 1958 Finance (Control and Management) Act authorizing the Accountant-General of the Federation to issue guidelines on public expenditure. To institutionalize the operations of the BMPIU, a Public Procurement Bill was articulated in 2003/2004 by the leadership of the BMPIU and presented to the National Assembly. Thereafter, it was passed on the 30th of May, 2007 and subsequently signed into law on the 4th of June, 2007 (Ezekwesili, 2003; BPP, 2011).

The Public Procurement Act, 2007 (PPA, 2007) provides for the establishment of supervisory Institutions and operational structures for procurement practice as well as defined scope, process, method, supervision, complaint mechanism, code of conduct and offences relating to procurement of goods, works, services (PPA, 2007). The Act established two bodies namely, the National Council on Public Procurement (NCPP) and the Bureau of Public Procurement (BPP) as the regulatory authorities responsible for the monitoring and oversight of public procurement, harmonizing the existing government policies and practices by regulating, setting standards and developing the legal framework and professional capacity for public procurement. However, the NCPP is yet to be inaugurated since its establishment in 2007 (William-Elegbe, 2011).

A general review of the institutional frameworks by relevant legal researchers and development practitioners indicates that the establishment of the BPP provides

desirable solutions to the lingering problems of lack of regulatory frameworks which hitherto created rooms for high level corruption in contract management among procuring entities in Nigeria. However, this feat is not without challenges (Williams-Elegbe, 2011; Udoma and Belo-Osagie, 2012; Adeyeye, 2014; Achanya & Cinjel, 2021). Against this background, the study set out to identify and examine the major challenges of the Bureau of Public Procurement in the regulation of the Public Procurement Act, 2007 in Nigeria.; and also recommend measures to address the major challenges.

Methodology

The study employed descriptive documentary design. The documents include but not limited to Public Procurement Act, 2007, BPP Manuals, Public Procurement Journals, BPP Audit Reports, BPP Annual Reports, the Public Service Reforms Reports (2015) and World Bank Reports among others. And information generated was analysed using qualitative descriptive method.

Conceptual Clarification

Public procurement has been variously defined and viewed from different perspectives. According to the Public Procurement Act, 2007, it is the process of acquisition by established rules and procedures of goods, services and works by the government (PPA, 2007). The process as described by Thai (2001:9) involves (i) deciding which goods and services are to be bought and when (procurement planning); (ii) the process of placing a contract to acquire those goods and services which involves, in particular, choosing who is to be the contracting partner and the terms on which the goods and services are to be provided; and (iii) the process of administering the contract to ensure effective performance (Thai, 2001:9).

Similarly, the World Bank (2003) define public procurement as a process that involves the purchasing, hiring or obtaining by any other contractual means of goods, construction works and services by the public sector. It is alternatively defined as the purchase of commodities and contracting of construction works and services if such acquisition is effected by resources from state budgets, local authority budgets, state foundation funds, domestic loans or foreign loans guaranteed by the state, and foreign aid as well as revenue received from the economic activity of the state. Public procurement thus means procurement by a procuring entity using public funds.

Theoretical Basis of the Study

The theoretical framework adopted for the analysis of this work is the institutional theory which seeks to examine the effectiveness of legal and institutional frameworks in organizational studies (Scott, 2001). It has a long history dating back to the mid-nineteenth century and incorporates the pioneering insights of seminal scholars of the social sciences such as Max Webber, with Émile Durkheim as the foundational author of this approach (Scott, 2004). The choice of this theory is predicated on the fact that institutional theory is the traditional approach that is used to examine elements of public procurement laws (Checkland and Scholes, 1990; Thai, 2001).

Iconic sociologist W. Richard Scott provided a comprehensive conceptual schema based on his extensive survey to institutional literature that guides directions for pursuing this theory. He

posits that institutions consist of carriers (cultures, structures, and routines) and pillars (cognitive, normative, and regulative structures) including financial resources and activities that provide stability and meaning to social behaviour (Scott, 2004). Central to the application of this theory is the regulatory pillar which emphasized the use of laws, rules and sanctions as enforcement mechanism, with expedience (deterrence) as means for compliance (Scott, 2008).

For effective implementation of the 2007 PPA, authorities are encouraged as a matter of expedience to apply sanctions where necessary to control fraudulent practices in the procurement process because studies have shown that deterrence is more reliable in dealing with procurement crimes than relying on cultures and values, particularly in developing societies (Imperato, 2005). According to Zubcic and Sims (2011), enforcement action and increased penalties lead to greater levels of compliance with laws. Corruption among government procurement officials in developing countries such as Bangladesh, India, Sri Lanka, Nigeria and Venezuela has been linked to a weak enforcement of the rule of law (Nwabuzor, 2005). Gunningham and Kagan (2005) argue that the threat of legal sanctions is essential to regulatory compliance and that enforcement action has a cumulative effect on the consciousness of regulated organizations and it reminds organizations and individuals that violators will be punished and to check their own compliance programs. This is also supported by Gunningham and Kagan (2005) who opined that the outcome of sustained enforcement action instilled a culture of compliance and had a direct impact on corporate compliant behaviour.

Similarly, the availability of adequate human and material resources in the pursuit of any institutional mandate in order to provide stability and meaning to social life, has been emphasized (Scott, 2001). Importantly, because no institution can successfully deliver on its mandate without adequate funding or budgetary allocation to sustain the needs of its human and material resources. This is because, finance is the life blood of an institution and the instrument through which other resources like labour, human skills, information technology, professionalism, expertise, and machines are sourced, secured and sustained, and objectives realized.

Empirical Review of Implementation Challenges to Public Procurement Laws

Several countries have instituted reforms in their public procurement processes (Hunja, 2003). The reforms were aimed at regulating and purging the public procurement sectors of fraudulent practices, encouraging competition, transparency, efficiency and ensuring accountability (OECD, 2009). The reforms have not come without difficulties (Nwogwugwu, & Adebayo, 2015). As such, the challenges to the institutionalisation of public procurement laws are pervasive in developing countries (World Bank, 2003). In this regards, a number of countries have been acknowledged.

The Office of the Director of Public Procurement of Malawi in its 2006/2007 Annual Reports outlined: shortage of qualified personnel, lack of adequate financial resources, lack of adequate office space, non-compliance with some

provisions of the law, poor records management by entities and overpricing of goods, works and services by bidders, amongst other factors impeded the effective regulation of the procurement law in the country (ODPP Annual Report, 2007). The Country Procurement Assessment Report of Ghana in 2003 revealed that most Ministries, Departments and Agencies (MDAs) and District Assemblies (DAs) staff responsible for procurement were not procurement-proficient. Also, the annual reports of the Public Procurement Authority (PPA) in Ghana have always cited inadequate funding as the leading barrier to smooth operations of the Authority since its establishment. In addition, lack of adequate office accommodation was specifically reported in the 2007 and 2008 Annual Reports as a major challenge impeding the smooth operation of the Authority (PPA Annual Report, 2007 & 2008).

The reports contended that, application of the PPA and the Standard Tender and Contract Documents will not be successful without broad training and "refresher" programs and encouragement of officials in charge of procurement. In view of this, the PPA initiated a training programme in 2007 throughout the country with the aim to build the capacity of personnel responsible for the management of procurement in various institutions. This exercise unfortunately could not be sustained due to financial difficulties thereby leaving most procurement managers completely ignorant in the application of the law (Ameyaw et al, 2012). In their studies, Ameyaw et al (2012) also revealed that procurement laws and regulations in Ghana are not enforced to the letter; this explains why issues of corruption had continued to cover headlines in both the print and electronic media.

Studies in Uganda, Tanzania and Kenya revealed that corruption in public procurement has mainly been through hidden violation of laid down procurement rules (Transparency International, 2009). Low detection of breaches of the law (Kanaga, 1999), weak enforcement of rules (Eze, 2013) and regulations have also strengthened the hands of wrongdoers to misapply the law with impunity. Kagwe (2005) indicated that the perceptions among Kenyans about corruption in public service have unfortunately gone higher despite all the laws passed to fight against this menace. This was attributed to several factors including, loopholes in the legislative provisions of the public procurement and conflicts of interests (Kagwe, 2005).

Similarly, studies on Uganda by Common Wealth (2010) revealed lack of knowledge of the tendering process, lack of feedback on unsuccessful bids, lack of opportunity to meet decision makers, small company size, lengthy procurement process and the payment terms offered were some of the major factors that is impeding the effective regulation of the country's procurement law. Others are discrimination, lack of knowledge on tender writing, excessive requirement of financial guarantees, lack of information on what is available, corruption and protectionism amongst others. In the same vein, Agaba & Shipman (2007) described the challenges impeding the effective regulation of public procurement law in Uganda as lack of enforcement, lack of capacity, lack of monitoring and evaluation mechanism, resource constraints and corruption.

Studies in Gambia reveal resistance to change, and procurement cadre and capacity constraints as major factors impeding effective regulation of the country's procurement law (Wittig & Jeng, 2005). This revelation was confirmed by studies on developing countries years later in Obanda (2012) which restates difficulty in cultural change as a major challenge. Others are incomplete multiple objectives, rules regularization, unnecessary emphasis on competition, and market distortions (Mamiro, 2012). Jones (2007) listed fragmented procurement procedures, the lack of professional procurement expertise, wide spread corruption and the lack of transparency and open competitive tendering among developing countries are some of the major challenges impeding the effective regulation of procurement laws. In like manner, Kashap (2004) revealed that fragmented procurement process and the lack of professional procurement were serious challenges affecting procurement laws regulation across many developing countries. Others include funding, professional capacity, the lack of career development path and low salaries of procurement personnel, poor record keeping, inadequate strategies, political interference, failure to sustain long-term reform efforts and the lack of knowledge about appropriate tools to establish systemic change among regulators (World Bank, 2003b, World Bank, 2004).

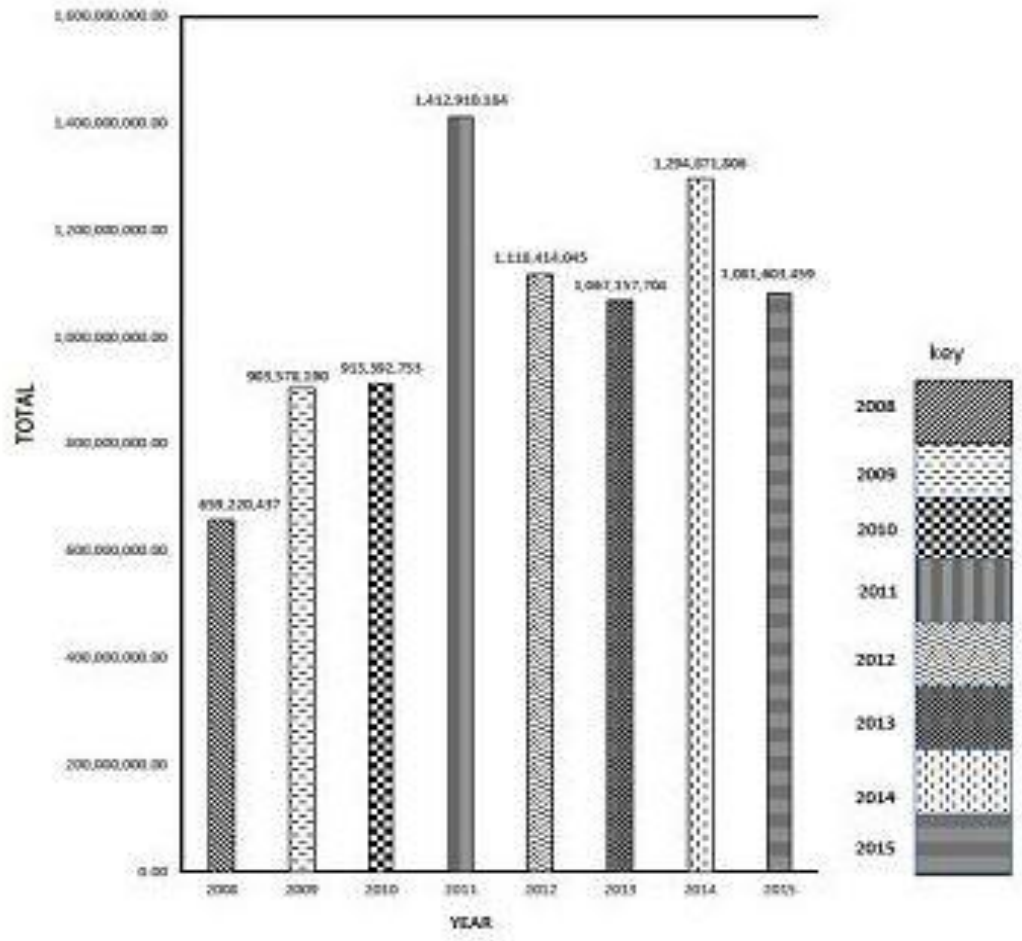
Results and Discussions

A Critical Examination of Major Challenges of the Bureau of Public Procurement in the Regulation of the 2007 Public Procurement Act in Nigeria

Results generated from official documents and other relevant technical reports on the Bureau of Public Procurement depicts that lack of human and material resources caused by inadequate funding to the regulatory institution were the major challenges that impedes the effective regulation of the Public Procurement Act, 2007 in Nigeria.

A careful examination of official documents on the budgetary allocations from the federal government to the bureau since it commenced full operation in 2008 have shown that there is a funding crisis. For instance, at commencement in 2008, President Musa Yar'Adua's first budgetary allocation to the bureau was N659, 220,437 million and the highest was a marginal improvement of N1.4 billion in 2011 for an agency with the mandate to regulate, monitor and oversight the procurement activities of over 700 federal procuring entities in Nigeria (BPP Annual Reports, 2008-2015). The situation was further compounded by a paltry 107 staff strength of the bureau as well as the abysmal release of monthly budgetary allocations. The picture comes out graphically for that period when we look at Figure 1 and Table 1 below.

Figure 1: The Budgetary Allocation to the BPP from 2008-2015



Source: Culled from BPP Annual Reports (2008-2015) the Presidency, Abuja

Table 1: Budgetary Allocation to the BPP from 2008-2015

Year	Capital	Personnel Cost	Overhead Cost	Total
2008	200,000,000.00	392,500,000.00	66,720,437.00	659,220,437.00
2009	418,466,770.00	400,000,000.00	85,109,420.40	903,576,190.40
2010	38,352,622.99	696,462,697.00	178,577,433.16	913,392,753.15
2011	220,967,074.00	850,000,000.00	341,943,110.00	1,412,910,184.00
2012	221,600,000.00	374,898,813.00	521,915,232.00	1,118,414,045.00
2013	180,520,562.00	352,474,315.00	561,162,827.00	1,067,157,704.00
2014	134,938,940.00	331,667,163.00	828,265,703.00	1,294,871,806.00
2015	81,307,350.00	383,232,885.00	617,063,224,00	1,081,603,459.00

Source: Culled from BPP Annual Reports (2008-2015) the Presidency, Abuja

Table 1 above indicates federal government budgetary allocation to the BPP between 2008 and 2015. Few things can be deduced from the table. First, budgetary allocation of N659,220,437.00 million in 2008 and N1,081,603,459.00 billion in 2015 for a Bureau having over 700 procuring entities to conduct periodic reviews and surveillance into their procurement activities is grossly inadequate in our view. Second, it was observed that the Bureau suffered from budgetary decrease in the year 2015 to a tune of 213,268,347 (i.e, 1,294,871,806.00-1,081,603,459.00) which constitutes a shortfall from the 2014 allocation which was above the 2015 with same amount. The shortfall we consider to be counter-productive especially because of the Bureau's increasing responsibility to the procurement process. Rather, instead of having a steady budgetary increase that is proportional to the deluge of increasing contract petitions and other aforementioned responsibilities, it was rather bedeviled by a decreasing budgetary allocation.

The situation painted above is further compounded by abysmal release of monthly budgetary allocation to the Bureau. For instance, the total sum of 1,067,157,704.00 was allocated to the Bureau in the year 2013 Budget with N180,520,562.00 as Capital, N352,474,315.00 as Personnel and N561,162,827.00 as Overhead Cost. However, the overall releases were N139,500,251.00 as Capital, N133,806,107.52 as personnel and N561,162,827.00 as Overhead which amounted to N834,469,185.52 as actual release for 2013 (BPP Annual Report, 2013). Out of the Capital sum released in year 2013, the sum of N50, 000,000.00 was from year 2012 outstanding balance. While the actual sum released from 2013 Capital Budget is N89, 500,251.00 making a cumulative total sum of N139, 500,251.00 which constitutes 78% release for the year.

In like manner, only N133, 806,107.00 of the Personnel Cost representing 38% of N352, 474,315.00 for the year 2013 was released to the Bureau before it joined the IPPIS in May 2013 and the amount was fully utilized according to

source. The outstanding sum of N218, 668,207.48 representing 62% of the budgeted sum was implemented at the IPPIS level.

In the capital expenditure head, the total sum of N89, 500,251.00 out of the budgetary sum of N180, 520,562.00 was released. This represents only 50% of the budgeted sum. Additional sum of N50, 000,000 was however released to the Bureau in February 2013 as outstanding balance of 2012 Budget. The cumulative 2013 total releases therefore stood at N139, 500,251.00. Out of this amount, the total sum of N90, 926,404.06 was paid to the UNODC as final payment for Phase II Development and Deployment of Public Procurement Software. The outstanding payment of N48, 573,846.94 was to be processed at the Central Bank of Nigeria (CBN) for onward payment to the UNODC as 1st Tranche of payment for the Phase III contract. However, the Overhead expenditure cost to the Bureau in 2013 was duly released representing 100% (BPP Annual Report, 2013).

In 2014, a similar scenario played out just like the case of 2013 releases. For instance, the total sum of 1,294,871,806.00 was allocated to the Bureau in the year 2013 Budget with N134,938,94000 as Capital, N331,667,163.00 as Personnel and N828,265,703.00 as Overhead Cost. However, the overall releases were N81,661,493.00 as Capital, N331,667,163.00 as personnel cost to IPPIS and N446,057,372.00 as Overhead which amounted to N859,385,928.00 as actual release for 2014 (BPP Annual Report, 2014). Consequently, N53, 277,447.00 stood as the balance for capital expenditure for the year 2014 while that of overhead expenditure stood at 382,208,331.00 representing 46% of the budgeted sum of 828,265,703.00. Similarly, the 2015 budgetary allocation to the Bureau suffered the same abysmal releases like the previous years of 2008 to 2014. However, the situation was further compounded by the fact that the year also suffered from a decreasing budgetary allocation from N1, 294,871,806.00 in 2014 to N1, 081,603,459.00 in 2015 amongst others (BPP Annual Report, 2015).

The review also reveals that lack of resources to engage the best lawyers in the fight against procurement crimes as well as to engage the services of procurement consultants to conduct periodic review of procurement activities and surveillance by the BPP was due to poor funding. Furthermore, that if the needed resources to enable the BPP conduct it primary mandate were made available, there would have been little or no case to be treated, investigated or prosecuted by the EFCC, ICPC or the Federal High Court as the case may be. It was this gap in resources that has given rise in part to these myriad of corrupt practices because of insufficient surveillance, audit and oversight by the BPP.

Implementation of the 2007 PPA had other challenges. Some of these were political interferences, implying the wielding of influence in the bid to circumvent the process that highlights facts that we are struggling out of a corrupt environment. Political authorization, power mongering and muscle flexing were also related matters. Other than these were institutional resistance coming from contempt and suspicion from other

sister agencies, powerful individuals and official and traditional establishment. There were issues of late Budget approval often culminating in slow start of the procurement processes, and then the fact that while the Budget is a twelve months' affairs, projects often have a three to five-year life span. Execution and the supervision processes were equally often below standard, which regularly dims the chances of anticipated realization of the value-for-money objective. Integrity was also still in short supply among Budget implementers in keeping with the provisions of the Act.

The Public Service Reforms Reports (2018) outlined the following key challenges as impediment to effective implementation of the 2007 Public Procurement Act. These include:

- Circumvention of some provisions of the Public Procurement Act which resulted in inflated contract, contract splitting and variation among others, was still a challenge and the process was still being abused.
- There was inadequate capacity of procurement staff. In many cases, this limited capacity affected the ability of the procuring authority to properly follow the procurement rules and thus obtain the required outcome from a procurement procedure.
- Inadequate funding to sustain capacity building and other reform outcomes.
- There was the problem of mismatch between budgetary appropriations and the actual release of funds, which often prevented procuring authorities from meeting financial obligation to contractors. This mismatch means that in some cases, procuring authorities have had to cancel contracts awarded or to be tempted to divert funds from other sources when it became clear that the government was not going to release appropriated funds.
- The non-inauguration of the National Council on Public Procurement by the National Assembly.
- Bureaucracy and very costly delays in processing and approving the request for "NO Objection" by the BPP.
- There was lack of harmonised structure of the public procurement cadre in the federal civil service.
- Late passage of annual budget. Experience has shown that most of the Country's budgets are passed about the first quarter of the Appropriation year or more. Even when passed, it takes quite a long period of time before financial releases are made to them. The implication was that the MDAs were usually put under undue pressures to start and conclude their yearly procurements within a short period so as to avoid their monies being mopped up.
- Poor screening of the technical and financial capabilities of the Contractors and Service Providers during their pre-qualifications due to ulterior motives and/or lack of capacity within the MDAs have been observed to be a challenge too. This scenario usually results to abandonment of jobs or poor execution of contracts.

- ❖ Prosecuting offenders for non-compliance with the Procurement Act 2007 suffers the same judicial delays as other anti-corruption cases.
- ❖ Delays in the investigation of alleged infractions and lack of knowledge and capacity in investigating officers.
- ❖ Delays in payments and sometimes non-payment of contractors for work done which tends to truncate the entire reform process and leads to erosion of public confidence in public procurement process.
- ❖ Weak enforcement giving rise to pervasive culture of non-compliance (Public Service Reforms, 2018).

Furthermore, the study discovered some other challenges that impeded the Performance of the BPP which inevitably affected the effective implementation of the 2007 PPA. The challenges were extracted from the BPP Annual Reports (2008-2019) and Public Procurement Journal (2009-2019). They are classified as:

a. Challenges during due process review reports.
b. Challenges during bid opening observation exercise.
c. Challenges during procurement audit exercise and
d. Other operational and non-operational challenges.

Challenges during due process review reports

- No proper needs assessment and proper procurement plans by procuring entities (MDAs) as if the projects were being conceived with variation in mind ab-nitio. Consequently, resulting to seeking for letter of "No Objection" late and putting the procurement officers in the Bureau under unnecessary pressure at the end of the budget year.
- Projects preparations were rushed without compliance to SGF circular ref. No.SGF/OP/I/S.3/VII/964 of April 7, 2008.
- Ministries Departments and Agencies of government formed the habit of crowding the procurement process toward the end of the year and thereby putting the Bureau under unnecessary and avoidable pressure.
- Project description and scope of work not clearly stated in the advertisement which leads to variation of specification.
- Solicitation criteria not clearly stated in the solicitation documents.
- Generic prequalification, allowing contractors or consultants of different categories to bid for the same project.
- Limited knowledge of procurement officers in MDAs, contractors and consultants about the procurement process and poor understanding of the PPA, 2007.
- Not understanding the man-month method and reimbursable in bidding for consultancy services.
- Evaluation not been carried out properly or objectively. For example, prequalifying those that should not have been prequalified. In this circumstance, it gives procurement officers in the Bureau a lot of concern and if need be, evaluation is being carried out all over again.

- No budgetary provision for a particular project (sometimes MDAs will allege that as an emergency procurement).
- Not forwarding the required documents during request by the MDAs. For example, during variation request, the MDAs will not forward the Interim Payment Statement, Progress/Status Report, Original Bill of Quantities and Bills of Engineering Measurement and Evaluation (BEME), Revised Bill of Quantities and BEME for Due Process Review. This leads to waste of time.

Challenges during bid opening exercise observation

- Bid opening spilling over to, a time, three days as in the case of the Federal Ministry of Lands, Housing and Urban Development bid.
- Bid opening in most cases starts one hour after the deadline of closing of bid which results to non-compliance with the provision of Section 30(C) of the PPA, 2007.
- Bid opening are sometimes conducted in incommodious venues which result in disorderliness and the tendency to undermine transparency.
- In some instances, tendering periods are inadequate which is a violation of section 25(2) (ii) of PPA, 2007.

Challenges during procurement audits

- Records are not properly kept.
- Available records if any are inadequate.
- Reluctance of the MDAs to provide documents specified by the bureau.

Other operational challenges

- Unending request for variation.
- Incomplete documentation.
- Inability of procurement entities to forecast completion
- Failure of procurement entities to advance strong enough reasons to request for extension of time.
- Lateness in opening letters of credit.
- Frequent request for selective tendering.

Other operational and non-operational challenges

- Inadequate budgetary provision and abysmal release of monthly budgetary allocation to the bureau.
- Lack of proper administrative control and oversight function over MDAs in contract award, procurement and execution.
- Lack of power to prosecute and sanction offenders.
- The non-operationalization of the National Council on Public Procurement.
- Low capacity on the part of procurement entities for managing contracts.
- Lack of capacity by entities to do comprehensive procurement planning.
- Incessant way leave/compensation which escalates prices.
- Access to Government Integrated Financial Management Information System (GIFMIS) package being hampered by slow internet reception in the bureau.
- Lack of space and filling documents for storage of accounting information.

- Some of the official vehicles are worn out, thereby costing the bureau consistent expense on maintenance.
- The need to improve on training and retraining of the entire finance and management services department by relevant MDAs.
- Restraint in the execution of maintenance task due to lack of prompt availability of funds.
- Shortage of manpower to complement sanitary workers.
- Inadequate personnel
- Worn out and uncomfortable chairs (BPP Annual Reports, 2008-2019; Public Procurement Journals, 2009-2019).

Recommendations

Based on the research findings, the study recommends the deployment of adequate funding and manpower by the federal government to the BPP to enable it regulate, monitor, and oversight the procurement activities of all the federal procuring entities under its purview. Consequently, we recommend an upward review of the agency's current annual budgetary allocations to enable it access more funds to address the critical needs of its mandate in the light of current realities. However, budgetary releases should be timely and not abysmal, among others. This will be in addition to soliciting and canvassing for foreign support in the area of human capacity development by the bureau from international development partners and donor organizations, among others.

Conclusion

The Bureau of Public Procurement was established to regulate the implementation of the 2007 Public Procurement Act in Nigeria. From the finding that followed in the study, it was found out that several factors militated against the effective regulation of public procurement practice in Nigeria between 2007 and 2019. A major factor muted in the documentary sources was inadequate funding to the Bureau. It was occasioned by a paltry take-off and oscillating budgetary allocations for an agency with 107 staff strength to regulate, monitor and oversight the procurement activities of over 700 federal procuring entities. No doubt, the enactment of the Act and the establishment of the BPP have improved the procurement course from what it was before 2007, however, a lot more need to be done to address its major challenges.

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LABORATORY EXPERIMENTAL RESEARCH: ISSUES, CHALLENGES AND NEW HOPE

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Abstract
Laboratory experiment is a predominant research method common in the field of natural and applied sciences, but not widely used in the field of public administration and other behavioural sciences because of certain assumption such as the use of small sample size, poor small reward system, ethical limitations, subject effect which are believed to have a negative effect on the external validity and generalization. This paper provides the best possible approach to laboratory experiment by bringing together the methodological critiques against laboratory experiment and the justification for its use in public administration research. The main objective is to encourage public administration researchers to realize the potentials embedded in laboratory experiment and consider its use as a supplement to other available methods. The paper relied on secondary data from journal articles, textbooks and other literatures. It will contribute to previous literatures by examining the potentials embedded in laboratory experiment for public administration research. Also, researchers, administrators and policy makers can explore opportunities provided by this method as a potential tool for decision making and managerial practices, especially in establishing the challenges and ideologies concerning the nature of human behaviour. The paper concludes that since every research method has it strength and weaknesses, laboratory experiments can be used as a complement to other research methods in public administration because of its numerous significant advantages. It was therefore recommended that in other to harness the opportunities embedded in laboratory experiments, researchers should develop a testable hypothesis, use laboratory experiments only for specific policy questions such as testing the effect of incentives/wages on performance and include public managers as participants for adequate representation.

Keywords: Laboratory, Experiment, Administration, Artificial, Environment

Introduction

Laboratory experimental research gained recognition in the social science in the 1940s, when the first laboratory experiment in economics was conducted. But by 1965, an average of 10 papers on laboratory experiments were published per year, and about 30 papers yearly by 1975 (Falk, & Heckman, (2009). Recently, it has been argued that scholars in the field of public administration are substantively adopting laboratory experiment in their studies (Bouwman & Grimmelikhuijsen, 2016; James, Jilke, & Van Ryzin, 2017; Walker, R. M., James, O. and Brewer, G. A., 2017). Again, Oliver, Jilke, and Ryzin (2017) maintained that this movement is partially a reaction to a growing awareness of the limitations of non-experimental, or observational, methodologies such as survey or administrative data analysis. Researchers in the field of public administration tend to give preference to survey data because of the confidence in its external validity over the controlled laboratory experiment with internal validity (Anderson and Edwards 2015). However, the strength of laboratory experiment is measured in its strong internal validity with an ideal environment which provide a valid relationship between the exogenous and endogenous variables. This is seen in the ability of the researcher to manipulate, control and test the causal effect of independent and dependent variables (Tepe and Prokop-Scheer, 2017).

The existence of multiple designs in research sometimes makes it difficult for researchers to decide on the most appropriate method. Researchers tend to choose the design they are most comfortable with. However, the choice of design should be determined by the nature of the phenomenon under study. Irrespective of the design being selected, the researcher should ensure the collection of both quantitative and qualitative data using one method or a combination of techniques such as observation, questionnaire, primary and secondary data (Bhattacherjee, 2012). However, the major goal should be the collection of adequate and variety of data that can generate needed insight on the problem being investigated.

There is no doubt that laboratory experiment has been proven to produce reliable evidences for generalization. However, a myriad of social scientists still find it inappropriate to rely on its results for reasons such as poor representation and using a small sample size (Falk & Heckman, 2014). There is also a general view that laboratory experiment produce unrealistic data, with no relevance to real life situations. Though, Laury & Taylor (2004); Benz & Meier (2008); Lee, Petrovsky & Walker (2021) have tried to disprove these claims against laboratory experiments. Hence, the call for the adoption of laboratory experiment in public administration research.

According to Grimmelikhuijsen, and Bouwman, (2016) between 1992 and 2014, forty-two (42) publications were carried out using experimental method in the field of public administration. Analysis made by Anderson & Edwards 2014, also indicates that between 1992 and 2014, forty-two (42) laboratory experiment articles were published in leading public administration journals. Also, between 2013 and 2016, there was about 21% rise in laboratory experiments. The sudden rise indicates

certain potentials in laboratory experiments (Baekgaard et al. 2015). Unfortunately, none of these publications were based in Nigeria. These gaps justify the need for this paper.

The general objective of the paper is to contribute to the debate on the possibility of laboratory experiments in public administration research with a view of drawing out the benefits and the potentials for public management researches. Specifically, the paper will discuss major feature and benefits of adopting laboratory experiment, present major critiques against the use of laboratory experiments suggest cautions and best practices for carrying out laboratory experiments in public administration research. The paper began with a brief introduction with statement of the problems, conceptualization of laboratory experiment as related to public administration and the benefits of adopting laboratory method. The paper however, laid emphasis on the major critics against the use of laboratory experiment with practical suggestions to improve the method. The paper ends with a conclusion and recommendations to intending researcher on the best practices when adopting laboratory experimental method.

Methodology

This persuasive (argumentative) paper is a build-up on the studies of Falk & Heckman, 2009; Anderson, 2013; Brüggemann & Bizer, 2016; Lee, Petrovsky & Walker, 2021, who advocated for more laboratory experiments in the field of public administration. To achieve the objectives, this paper relied on extant literature from journal articles, textbooks and academic writings which provided range of arguments to justify the application of laboratory experiment in Public Administration research.

Conceptual Review

Laboratory experiments are experiments conducted in environments different from the natural setting where people carry out normal activities and decisions. Lab experiment in public administration usually analyses human behaviour. During the experiment, participants' behaviour and responses are observed and reported by the researcher. Every factor concerning the variables under study are removed to avoid potential errors and to ensure a tight control. In the social sciences, laboratory experiments are usually conducted on university campuses with convenient populations of students who are aware that their actions are being studied. Roth, A. E., (1995) states that laboratory experiment serves three major purposes; test and improve an existing theory. For example, experiments testing behaviour in the newsvendor model (Schweitzer & Cachon, 2000; Bolton & Katok, 2008), to identify the characteristics of a new phenomenon in other to develop a new theory (Loch & Wu, 2008; Cui, Raju J & Zhang, 2007), and to test new institutional strategies. For instance, the design the Federal Communications Commission (FCC) auctions for radio spectrum. Typically, laboratory experiments have some unique features and stages that make it stand out from other forms of experimentation:

Public Administration

In a broad term, public administration can be described as the development and implementation of government policies through human machinery, to

manage public goods and service for the wellbeing of the civil society. As a discipline, public administration in mainly concerned with enhancing the civil society and administering social justice, so that life will be more meaningful to the entire citizens. Public administration is central to the administration of government policies and programmes. It also involves the behaviour of non-elected administrator (usually referred to as public servant) such as head of service, directors, human resources officials, and cabinet secretaries in government departments and agencies, at various levels of government. Aderibigbe and Olla (2014). On the contrary, Uchem and Erunke claims that public administration has transcends beyond government institutions and has digressed to other areas, such as schools, churches, mosques, business as well as international relations. From the foregoing, it is obvious that public administration deals with human activities, processes and procedures. Hence, research in public administration covers areas such as personnel, decision making and evaluation, organisational change and behaviour, public finance and management, policy and analysis and general administration. In order to archive a quality research in these areas, being a professional area, scholars in public administration has borrowed methodological tools from other disciplines, which may not necessarily answer its technical questions. It has become necessary for practitioners and scholars to upgrade its methodological skill to provide wider roadmap for a better research.

Laboratory Experiment and Public Administration Research

A laboratory experiment is one that is carried out under extremely controlled settings (but not necessarily in a laboratory) that allow for precise measurements. The researcher determines where, when, and with whom the experiment will be conducted, as well as the conditions under which it will be conducted. By testing a theory in the artificial and highly controlled environment of a laboratory, laboratory tests establish scientific control. Consequently, researchers can have a lot of control over exogenous and endogenous variables in a laboratory experiment, which makes it ideal for discovering causal links (Iyengar 2011; Levitt and List 2007; Tepe & Prokop-Scheer, 2017). On the order hand research in public administration tends towards behavioural studies such motivation, leadership potentials, policy analysis which is mostly applied to management practices in the public and private sectors. For instance, a study conducted by Jin Leea, Petrovsky, and Walker (2021) in, Hong Kong University, was carried out to determine whether work effort differs in public and private settings, and by testing the ways that sector-specific incentives can address such differences.

The study was an extension of the research carried out by Brewer and Brewer (2011), to examine the effects of sector-specific incentive in private and public sector, and extend the measurement of work motivation. Specifically, the subjects used for the study were undergraduate students (100 and 200 level) from the same university, who represented the private and public settings. The population

share many similarities such as course of study and interest in participation in the experiment. In addition, the students were grouped based on the choice of their study majors. The students in the private setting were motivated by monetary compensation while students in the public setting were motivated by non-monetary compensation. In a laboratory experiment, non-elimination of contaminations could affect the internal validity of the experiment. In this study, such contamination was prevented by using an approach that administered treatment on the less-informed setting before the informed setting. This implies that the group with non-monetary incentive was considered before the group with monetary incentive, this approach removed the possibility of the second group being poisoned with information that might affect the experiment. The study found that a monetary incentive motivates participants more intensely than non-monetary incentives. Secondly, a work motivation encouraged by incentives improves work performance in both settings. However, it should be noted the monetary incentive had a short-term effect, while the non-monetary incentive had a long-term effect. This illustration indicates that experimentation can successfully be carried out in public administration.

Methodological Critiques Against Laboratory Experiments: The Way Forward

Despite the advantages and reliability of laboratory experiments in research methods, it is less commonly used in by public administration researches. This is because of certain methodological critiques ranging from sampling error, external validity, subject effect, lack of realism and ethical limitations which are believed to pose a threat that can destroy both the internal and external validity of the design. Bozeman & Scott, 1992; Benz & Meier, 2008; Falk & Heckman, 2009 and Kuipers & Hysom, 2014, argue that these threats seem to be the reasons behind the neglect by public administration researchers. Hence, the popularity of survey and field methods against laboratory experiment:

Sampling error: One major goal of sampling is the ability to determine the sample size from the target population. Sampling error occur when small sample is selected to represent the entire population of a study. This may pose a threat to the internal validity. Uncertainties in random chance occur simply because data is observed on a sample of individuals in the population and not on every individual in the population. The argument here is that results from small sample size will not give a representation of the entire population and cannot be generalized (Kennedy & Vargus, 2001). Sampling error largely depend on the size of the sample collected; the more the sample size, the less the uncertainty in the estimate. To overcome this challenge, experimenters can increase the size of the sample since laboratory experiments in the social sciences mostly use students who are readily available. This will eliminate the sampling error.

***Lack External or Ecological Validity*:** External validity seems to pose a strong argument for the neglect of laboratory experiment in the field of public administration. The results achieved from such experiments may give less clue of how the respondent would act in real life situations (Karl, 2020). Most

often, the respondents would respond to questions in the real world differently. The external validity (the artificial environment in which experiments are conducted) is far from the real-life environment and results tell little about the respondents, than in real life (Druckman 2011; Margetts 2011). For instance, in the Hawthorne experiment, respondents tend to act differently because they know they are being observed (Kuipers & Hysom, 2014). The concern here is whether the results from laboratory environment would be applicable to the natural behaviour of the subject in a real organisational setting (Baekgaard, et al, 2015). To resolve this issue, it was suggested that selection of participants should be limited to samples that share similar characteristics with the real populations (characteristics such as men and women instead of only men). Sample representation is not usually a major concern in experimentation.

Empirical evidence shows that there is no difference between the performance of managers and students (Remus 1986, 1989, Katok, 2011). It was found that the performance of both managers and students are the same. Hence, there is no guarantee that managers will perform better or worse than students better. Besides, external validity is not only associated with laboratory experiments, it is also a critique that theoretic models, indicating that they provide unrealistic data that has no further significance for comprehending the "actual world" (Weimann, 2015). Herbst and Mas (2015) illustrate how well-designed experiments may ensure that individual behaviour outside the lab is effectively recorded, giving laboratory research a greater external validity than previously thought. He suggests that a combination of lab studies and field study may be helpful in this situation. Lab studies can be used as a starting point to isolate obvious impacts of certain innovation tools and supported by using other approaches with a greater external validity, such as field studies. These approaches must then demonstrate that the laboratory's original findings are valid in situations outside of the lab.

***Use of volunteered subjects*:** The use of volunteers as subjects for experiment is believed to pose a threat to the internal validity (usually made up of students). Undergraduates can represent the target group and can easily be recruited with moderate incentives (Baekgaard, Baethge, Blom-Hansen, Dunlop, Esteve & Kisida, 2015. Another argument is that student samples possess certain characteristics such as income level, age, and level of education, which may not match with the real characteristic of the target group. This type of sample may affect the external validity and generalizability of results (Levitt and List 2007). Since researches in public administration seek to study phenomena related to public managers and decision makers, it is imperative to ensure that the subjects of experiment have the same characteristics with the individuals in the natural setting. To resolve this, it is necessary to include decision makers and managers in the population pool to match the characteristics of the target group (Bozeman and Scott (1992). Secondly, another common argument is that laboratory experiments with students does not produce "representative" evidence. For instance, undergraduate students commonly used as subjects for experiments are usually asked to pretend to be real managers

and perform task meant for real mangers which they are not naturally exposed to. This may pose a threat to the internal validity. However, this does not pose any problem in testing theories since most models are predicted based on assumptions concerning the subject pool (Falk & Heckman, 2009).

Lack of Realism: Laboratory studies complement other methods by bridging the gap between analytical models and real business problems. However, human behaviour cannot be explained through simple cause and effect relationships (humans are not dolls that can be controlled anyhow). The argument here is that most laboratory experiments are unrealistic and artificial. In economics, for instance, most models are not realistic because they negate the natural law or natural reality. However, the clarity and simplicity of experiments enhance the clarity of the relationship that exists between the variables.

Subject effects: In the past, researchers expressed concern over the social conditions of the subjects being studied and the implication on the results of the experiment. Subject effect occurs when participant react negatively because they are being watched and that they are participating in an experiment. The concern is that subject effect on the experiment's findings plays a major role in the success of the experiment. While the faithful subject will behave or give responses that would favour the experimenter, the hostile subjects may give responses not relevant or negative to the hypothesis of the study. These reactions are assumed to pose a negative effect on the experiment. A number of approaches have been adopted to identify and prevent damages cause by subject effects. One of them is debriefing interview carried out to pre-inform the participants about the purpose of the interview and perception of the subject before involving them in an experiment (Bozeman and Scott, 1992). In other cases List & Levitt (2005) suggests that deception can be used by experimenters to deceive subjects to control for demand-induced effects, when they are not aware they are being used for experiment, they would behave naturally.

Ethical limitations (Deception): Lack of informed consent and deception is one of the ethical issues faced in laboratory experiments. Often times, in laboratory experiment, subjects are deceived to believe that the controlled environment is real. This is done to prevent them from acting differently from their original behaviour, denying them from having full consent. Secondly, participants may be deceived to believe they are interacting with participants in another group whereas, they are interacting with computers. Katok (2011) argue that this form of deception can make researcher lose their reputation and control of the experiment. However, deception may not be necessary in public administration research. The only form of deception that may occur is when participants are not informed that they are participating in an experiment. This is necessary to prevent falsification of responses or behaviour to suit the researcher.

Simulated Environment: Most experimental environments under study are artificial and do not represent the natural environment. Researchers

believe that it might be difficult or unethical to replicate a similar environment within the laboratory. For instance, a life-threatening experiment such as introducing disease in a subject should not be carried out just for the purpose of experiment. Also, it may not be possible to simulate certain phenomena such as election process, war situation, economic recession and many others. This limitation makes it difficult for researchers in the field of public administration prefer other forms of experiment other than laboratory experiment (McDermott, 2002).

Control: Experiments can either take place in the laboratory or in the field, but laboratory experiments differ in the level of its internal control than the field experiment. Field experiments exhibit a high level of external validity but with lesser control. This is because in a laboratory experiment all the factors at all levels are fully manipulate to fit in with the assumptions of the analytical model being tested. Therefore, laboratory experiments have a high internal validity, but since laboratory environments are often more artificial than the real life, they tend to exhibit a lower external validity (Katok, 2011).

Effects of Experimental Demands: The internal validity of laboratory experiment is what makes the result more preferred by scholars, however, it has been argued that internal validity can be threatened by experimental demands. Experimental demand happens when the participants get clues of what is expected of them before the experiment. When this happens, subjects tend to respond to the clues instead of the experimental treatment (Iyengar 2011). To control this, experiment need to be carried out in a highly artificial environment. The use of technical terminologies should be avoided to avoid emotional reactions that may weaken the internal validity. Thus, the experimental procedures should be explained using simple terminologies with minimal emotional interpretation. This will make the subjects believe they are in a natural setting (Dickson, 2011; Tepe & Prokop, 2017).

Observation: Expectancy effects and the experimenter demand bias may impact participants' behaviour since they are monitored and behave in an artificial setting. Barmettler et al. (2012) refute this claim, demonstrating that total anonymity between the researcher and subjects has no effect on their behaviour. Furthermore, it is suggested that close social observation is a trait common to all economic transactions, not only in the lab. Observational techniques is considered the most suitable for drawing concrete and relevant results especially with the combination of other methods such as field and survey methods (James, Jilke, and Van Ryzin 2017).

Overall, lab experiments have numerous significant benefits because they allow researchers to deduce causal relationships from carefully controlled manipulations of certain circumstances while controlling all other variables. This allows for exact assessments and eliminates complicating factors like numerous incentives or repetitive encounters. The experimenter therefore has nearly total control over the choice environment, including the material payoffs, the information provided to participants, the sequence in which decisions are made, the duration of the experiment, and the number of

repetitions. The participants are allocated at random, reducing selection bias. Furthermore, they are financially rewarded for their judgments, implying that decisions are regarded seriously: "Conduct in the laboratory is trustworthy and real in this sense: participants are human beings who see their behaviour as significant, feel real emotions, and make real-world decisions" (Falk and Heckman 2009). The findings are repeatable, and they enable for low-cost investigation of individual institutions. This is especially beneficial when examining exogenous changes like policy interventions and new laws, as counterfactual scenarios can be constructed and their impacts assessed considerably more readily in the lab than in field studies. Lab studies allow assessing the significance of a specific component without other factors confusing the observed behaviour since just one factor may be changed—for example, the patent system. Furthermore, lab experiments allow researchers to investigate different forms of innovation and the impacts of incentives, as well as divide up the innovation process to study individual behaviour at different stages (Falk and Heckman 2009; Smith 1994, 2003).

Conclusion

The paper is in support of the adoption of laboratory experiments in public administration research. The paper highlights major arguments against the use of laboratory experiments and provides better approaches to overcome these challenges. Thus, the paper concludes that laboratory experiments can adequately complement other research methods in public administration because of its numerous significant advantages; it allows researchers to establish cause and effect relationships between variables; the controlled environment helps to remove other extraneous variables that may affect the experiment; allows researcher collect objective knowledge, different from the subjective opinions of the researcher; the artificial environment enables the experimenter to have total control over the decision environment, such as material payoffs, information provided to participants, order of decisions, duration of the experiment, and the number of repetitions; enables researchers to make accurate predictions about how two things will interact in the future and can be repeated by somebody else yet arrive at the same results if the same procedure is applied.

Recommendations

Every research method has it strength and weaknesses. However, in other to harness the opportunities embedded in laboratory experiment, certain conditions need to be adopted to eliminate the fears exhibited in adopting laboratory designs. Firstly, laboratory experiment should be used only for specific policy questions such as testing the effect of incentives/wages on performance and related issues. Secondly, since humans are the object of study in a laboratory experiment in public administration researches. Experimenters should include real actors in decision making and policy implementation as participants in order to achieve realism and to gain more knowledge of their actual behaviour in the real world. Thirdly, debriefing interview should be carried out to pre-inform the participants about the purpose of the experiment before the commencement of the experiment. This

will eliminate any confusion or misunderstanding between the experimenter and participants. Finally, it is worthy of note that laboratory designs can be combined with other methods to avoid errors. Both field, survey and laboratory experiment data can improve the state of knowledge in public administration research (Falk & Heckman, 2009). There is no hierarchy among these methods and the issue of generalizability of results is universal to all of them.

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THE INTERFACE BETWEEN GLOBALIZATION AND CYBERCRIME IN NIGERIA

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Abstracts

The widening of the interconnections between and among the countries of the world through the liberalization of institutions and policies at the national and international levels has simply created the possibilities in which there is common socio-economic and political system. This study examines the effect of globalization on cybercrime in Nigeria as well as its challenges and the way out. The study adopted descriptive survey research design and made use of secondary data which entails its qualitative in nature and anchored on globalization theory. The findings show that, globalization largely accounts for the cybercrimes in Nigeria as it gives the cybercriminals in Nigeria access to the foreigners who are mostly their victims. It recommends among others, improved cyber-security in other to block off the criminalities that hold sway in the cyberspace.

Keywords: Globalization, Cybercrime, Cyber-security, Crimes, National

Introduction

One of the corollaries of globalization is the increased interaction between and among individuals from distant and contiguous climes. National barriers are no longer barriers in the real sense of the word, in the age of globalization as the world is now a global village because of the existence of the internet. The internet can be said to be one of the fastest growing technology in the world today (Onuga, 2014) and virtually in every part of the world the internet has been extensively integrated into `the economy, the military, and society at large.

Today, governmental policies and programmes, as well as social realities in one part of the globe significantly affect another part of the globe. Aditi (2021) indicated that the process whereby businesses or other entities and groups gain international influence or begin to operate on a global skill is known as globalization. It facilitates the spread and exchange of ideas, belief, values, ethic, culture, knowledge, information goods and services between the people of different nations. It is widely believed that globalization improved connection and promotes partnership in businesses among people from different countries of which cyber businesses is one of them but

unfortunately a lot of crimes is being committed using cyber connections instead of creating good businesses. It appears that as the world becomes more globalized the risk of cyber-crimes increases. In most situation, cybercrime is an attack on information about individual, organization or government. The attack do not take place on a physical body but rather on a virtual body which is a collection of information about people and organisation on the internet. The situation is getting worse day-by-day to the extent that somebody can steal another person's personal data and information from his house using computer and internet system as was agreed by Kichetkova (2016) where he elaborated on how people can steal through their laptops. Although, ICT has pushed the growth of globalization but the combination of globalization and ICT has given birth to cybercrimes.

With the advancement in every field and every part of the society and with the world becoming more globalized in very passing day, cybercrimes are increasing with different names and definitions which attribute to much atrocities such as theft of personal data from people's laptop, sexually assaulting of women on the social media platform, blackmailing of all sorts, threatening of persons, extorting money, defaming of people by posting false statements against them on social media platform among others.

Methodology

This study, which is theoretical in nature, drew its argument specifically from secondary data which included journal publications, internet sources, textbooks, government publications, and unpublished materials. The researchers also adopted descriptive survey method and the relevant sources of this research were comprehensively and professionally scrutinized, understood and tested with available literature for the purpose of the research.

Conceptual Framework

Globalization is one the most salient features of modern societies and also one of the hardest to uphold, considering its voluminous content and requirements. Globalization according to World Health Organisation (WHO), (2020) is the increased interconnectedness and inter-dependence of people and countries. In the same vein, Fernando (2022) stated that globalization is the spread of products, technology, information and jobs across national borders and cultures. Also, Tony and Jan (2003), averred that globalization is the integration of not just the economy but culture, technology and governance. In the same vein, Onimisi (2014) asserted that globalization is the integration of political, economic, social, and cultural values across international boundaries. The growing financial transactions in the world market is an indication of the amassed intensity in the process of globalization and the opportunities it has brought to countries cannot be overlooked as globalization is a multifaceted, complex phenomenon.

The improvement in productivity and hig her living standard were attributed to the much access to developed countries' markets and technology transfer between several different countries. In the same vein, Ogbonnaya (2013) opined that the concept of globalization is used to represent the growing worldwide interdependence of the people and countries. Suffice it to say that globalization has closed the gaps that

existed among states as they are constantly interdependent in economic, socio-cultural, and political terms (Njoku, 2011).

However, globalization brought about new challenges like inequality across and within nations, financial markets volatility, growing insecurity, and environmental deterioration. Furthermore, there is an increase in the criminal activities across national borders as a result of globalisation (Ahmed, 2016). Although, globalization gave rise to development in every area of our society from socio-cultural, political, economic, and technological aspects, it had, however, been argued that globalization begets terrorism (Njoku, 2011). Consequently, Cronin (2003) asserted that characterized by unpredictable and unprecedented threats from non-state actors, the present stage of international terrorism is not just a reaction to globalization but also its facilitator. Again, due to colossal advancement in technology, globalisation has enhanced intensely and this includes cross border data flow, satellite networks, the internet, global telecommunication infrastructure, and wireless telephones (Adesina, 2012). This amalgamation of the world into a global village for the good of all was, however, the basis on which terrorist groups perpetrated cyber terrorism. The cyber domain involves the electromagnetic spectrum to house, transfer, and edit information through physical infrastructure and virtual networks.

During the Cold War, computers were relied heavily upon by the national security community (Roberts, 2019). Rourke (2005) highlighted that over the last 20 years, the effects of globalization have brought about a huge difference between poor and rich countries, thereby heightening hostilities and violence among the poor, marginalized countries located in the Third World against the Western pioneers of globalization and its antecedent characteristics, expressed in economic and political terms.

Fayomi, Ndubisi, Ayo, Chidozie, Ajayi and Okorie (2011) asserted that the internet sped up an exponential ever increasing interconnectivity and communication worldwide. This unification of divers resources brought about globalization that has resulted in several benefits such as convenience and comfort by an improvement in the standards of living in the developing world.

The struggles to be updated with developments in the cyberspace, based on real-time interconnectedness and interdependence, is made complicated by globalization process and this makes military and industrial technologies to be vulnerable as information flows at the speed of light, shortening decision making cycles and reaction times(Roberts, 2019). However, cyberspace according to Roberts (2019) is a combat zone that has industrial control systems and critical infrastructure instead of combat aircraft, tanks and military maritime vessels. And based on the flexibility of cyber dynamics, the policies of a company or government will continue to lag behind new and available technologies. Thus, to secure virtual and physical networks from hackers, new levels of encryption and security measures were necessary. In addition, these hackers sell patented industrial information to competitors, destroying a company from within

through cyber interruption by exposing company secrets, and use illegally obtained information to conduct insider trading (Roberts, 2019).

Cybercrime

Cybercrime is any criminal activity that involves a computer, networked device or a network (Cobb, 2021). A primary problem for the analysis of cyber-criminality or cyber-crime is the absence of a consistent current definition, even amongst those law enforcement agencies charged with tackling it (NHTCU/NOP 2002). As Wall (2001, p. 2) notes, the term 'has no specific reference in law', yet it has come to enjoy considerable currency in political, criminal justice, media, public and academic discourse. Consequently, the term might best be seen to signify a range of illicit activities whose common denominator is the central role played by networks of information and communication technology (ICT) in their commission. A working definition along these lines is offered by Thomas and Loader (2000, p. 3), who conceptualize cyber-crime as those "computer-mediated activities which are either illegal or considered illicit by certain parties and which can be conducted through global electronic networks". The specificity of cyber-crime is therefore held to reside in the newly instituted interactional environment in which it takes place, namely the 'virtual space' (often dubbed 'cyberspace') generated by the interconnection of computers into a worldwide network of information exchange, primarily the Internet (Castells, 2002). Britz (2009) in his position defines cyber-crime as abuses and misuses of computer systems or computers connected to the Internet, which result in direct and/or concomitant losses and also criminal activity that has been facilitated via the Internet. Succinctly, UN Office on Drugs and Crime (2005) defines cybercrime as conduct that entails the use of digital technologies in the commission of the offence.

Cyber-crime has equally been viewed from sociological and technological angles. Sociologically, Sinha and Vedpuria (2018) emphasised on the social impact of cybercrime on the populace. Cyber-crime is thus not different from other types of crime (Emanuelsson-Korsell and Soderman, 2001). While technologically, Brenner (2007) stated that it is the use of computer technology to commit crime.

Generally speaking, because of the continuous breakthroughs in Internet technology, cyber-crime can evolve into a new generation of criminal acts unseen and inexperienced (Wilson and Shun-Yung, 2009). Within the above definitions, it is possible to further classify cyber-crime along a number of different lines. One common approach is to distinguish between 'computer-assisted crimes' (those crimes that pre-date the Internet but take on a new life in cyberspace, e.g. fraud, theft, money laundering, sexual harassment, hate speech, pornography) and 'computer focused crimes' (those crimes that have emerged in tandem with the establishment of the Internet and could not exist apart from it, e.g. hacking, viral attacks, website defacement) (Furnell 2002). On this classification, the primary dimension along which cyber-crime can be subdivided is the manner in which the technology plays a role, i.e. whether it is a contingent ('computer-assisted') or necessary ('computer-

focused') element in the commission of the offence.

Although the above distinction may be socio-technically helpful, it has a limited criminological utility. Hence, one alternative is to mobilize existing categories derived from criminal law into which their cyber-counterparts can be transposed. Thus Wall (2001, pp. 3–7) subdivides cybercrime into four established legal categories:

a. ***Cyber-trespass*** – *crossing boundaries into other people's property and/or causing damage, e.g. hacking, defacement, viruses.*
b. ***Cyber-deceptions and thefts*** – *stealing (money, property), e.g. credit card fraud, intellectual property violations (a.k.a. 'piracy').*
c. ***Cyber-pornography*** – *activities that breach laws on obscenity and decency.*
d. ***Cyber-violence*** –*doing psychological harm to, or inciting physical harm against others, thereby breaching laws pertaining to the protection of the person, e.g. hate speech, stalking.*

This classification can be seen to sub-divide cyber-crime according to the object or target of the offence: the first two categories comprise 'crimes against property', the third covers 'crimes against morality', and the fourth relates to 'crimes against the person'. To these, we may also wish to add 'crimes against the state', those activities that breach laws protecting the integrity of the nation and its infrastructure (e.g. terrorism, espionage and disclosure of official secrets). Such a classification is helpful, as it allows us to relate cyber-crime to existing conceptions of prohibited and harmful acts.

5. Extant Laws against Cyber-crime in Nigeria

Until May 2015 in Nigeria, there was no specific law to combating cyber-crime. The criminals were just operating freely without any specific law to checkmate their illicit activities. However, there were laws though not directly related to cyber-crimes but in a way can be used to a limited extent to deal with this issue. These laws are: Economic and Financial Crimes Commission (Establishment) ACT 2004 and, Nigerian Criminal Code. In May 2015, according to Channels Television, (2016, November 12), the cyber-crime bill was signed into law, properly defining the act as unlawful with penalties attached to any disobedience of the law. The activities of the "Yahoo boys" are sabotage on the economy of the country. To this extent, it constitutes economic crimes which Economic and Financial Crimes Commission (Establishment) Act can deal with. Economic crime is defined as; "the non-violent criminal and illicit activity committed with the objectives of earning wealth illegally either individually or in a group or organized manner thereby violating existing legislation governing the economic activities of government and its administration. It includes any form of fraud, narcotic drug trafficking, money laundering embezzlement, bribery, looting and any form of corrupt malpractices, illegal arms deal, smuggling, human trafficking and child labour, oil bunkering and illegal mining, tax evasion, foreign exchange malpractices including counterfeiting of currency, theft of intellectual property and policy, open market abuse, dumping of toxic wastes and prohibited

goods etc" (Channels Television, 2016, November 12).

The other available law is the Nigeria Criminal Code, which can also presently be used to prosecute these criminals. Most of the activities of these criminals bother on false pretences and cheating which sections 419 and 421 of the Nigerian Criminal Code prohibits respectively. Section 418 defines obtaining property by false pretence as follows; "Any representation made by words, writing, or conduct, of a matter of fact, either past or present, which representation of false in fact and which the other person making it knows to be false or does not believe to be true, is a false pretence".

Section 419 of the Nigeria Criminal Code provides as follows:

> *Any person who by any pretence, and with intent to defraud, obtains from any other person anything capable of being stolen, or induces any other person to deliver to any person anything capable of being stolen, is guilty of a felony, and is liable to imprisonment for three years.*
>
> *If the thing is of the value of one thousand naira or upward, he is liable to imprisonment for seven years.*
>
> *It is immaterial that the thing is obtained by or its delivery is induced through the medium of contract induced by the false pretence. The offender cannot be arrested without warrant unless found committing the offence.*

There are however some draft bills initiated on cyber-crime and they include:

- *Computer Security and Critical Infrastructure Bill (2005);*
- *Electronic Service Provision Bill (2008);*
- *Interception and Monitoring Bill (2009);*
- *Cyber Security Bill (2011);*
- *Criminal Code Amendment for Offences Relating to Computer Misuse and Cybercrimes (2011);*
- *Penal Code (Northern states) Federal Provisions Act, Cap. P3. Laws of the Federation of Nigeria, 2004, to Provide for Offences and Penalties Relating to Computer Misuse and Cybercrimes (2011); and*
- *Electronic Transfer of Funds Crime Bill (2011).*

Aside from similar purpose and overlapping scopes in many cases, these draft bills all have one thing in common – none of them has made it through to the other side of the elaborate law-making process.

Theoretical Framework

This study is founded on globalization theory with bias to the hyper-globalist perspective, including liberal-oriented authors such as Theodore Levitt, Thomas Friedman as well as protagonists of neoclassical economic theory – Sachs, Friedman and others. Hyper-globalists conceive globalization as a process, which has the internal logic and predictable outcome, the global society based on a fully integrated market. In other words, all the variety of heterogeneous cultures withdraws in front of the unique social pattern, based on markets and

institutions derived from the radically liberal cultural framework. In this sense, a well-known assumption about the "end of history" is generated, which implies that the modern, global capitalism with liberal democracy as the political framework, represents the last word of socio economic evolution (Fukuyama, 1992).

The aforementioned approach has an evident deterministic character. Globalization is seen as a kind of final stage in the spontaneous and self-enforcing process of creating a global society, as the most efficient model of society, which stops the further process of selection of types of socio-economic order. Moreover, all theories of socio-economic dynamics that conceptualize that process as a simple succession of phases, with the "optimal" final form of society as a social out-come, which stops further dynamics, can be considered as a part of the same intellectual tradition. This theory explains the reality of the interconnectedness that has resulted by a wave of supranationalism. This interconnectedness created one global society, and even one global market. This fact is a sheer enabler to transnational crimes via the cyberspace.

The Nexus between Globalization and Cybercrime in Nigeria

To fully grasp how the Internet generates new opportunities for criminals to commit new Cybercrimes, Wall (2005) has compiled a matrix of cybercrimes which illustrate the different levels of opportunity each type of crime enables. Firstly, the Internet has created more opportunities for traditional crime, such as phreaking, chipping, fraud, and stalking. These types of crime already existed in the physical or "real" world, but the Internet has enabled an increase in the rate and prevalence of these crimes. Traditional crime gangs are using the Internet not only for communication but also as a tool to commit "classic" crimes, such as fraud and money laundering, more efficiently and with fewer risks.

Secondly, the Internet's impact has enabled new opportunities for traditional crime, such as cracking/hacking, viruses, large-scale fraud, online gender trade (sex), and hate speech. Hacking is the traditional documented form of committing offences against CIA (Confidentiality, Integrity, and Availability). However, recent developments include parasitic computing, whereby criminals use a series of remote computers to perform operations, including storing illegal data, such as pornographic pictures or pirated software.

Thirdly, the Internet's impact is so great it has led to new opportunities for new types of crime arising, such as spam, denial of service, intellectual property piracy, and e-auction scams. As for the impact of the Internet on criminal behaviour, there are four types of crime: integrity-related (harmful trespass); computer-related (acquisition theft/deception); content-related (obscenity); and content-related (violence). As Wall argues, for each type of these crimes there are three levels of harm: least; middle; and most harmful. So, for example, within the integrity-related (harmful trespass) type, phreaking and chipping is least harmful, whereas denial of service and information warfare is most harmful.

From the foregoing, there are so many varieties of crimes that are committed on the internet daily, some are directed

to the computer while others are directed to the computer users. While the varieties of cybercrimes are true everywhere in most cases, most of the cybercrimes in Nigeria have economic leanings. The revolution into the information age and global hyper-connectivity brought about by the information and communication technology (ICT) has expanded literacy beyond reading and writing to include "operation of the computer". This reality imposes on mankind the challenges of continuous learning to catch up with the benefits and dangers of new system of transaction and communication. Digitalisation can reduce transaction and communication costs but, on the contrary, increase cyber-related crimes due largely to the outcomes of Siamese "digital divide" and escalating economic inequality between the North and the South.

The increasing number of platforms to connect people, while they do nothing in practical terms in cyber-criminality, is put into illegal use by cybercriminals to interact and do business with others. Cybercrime economy, through the illegal approach to generate revenues, plays two discernible roles in platform economics which are basically:

- exploiting existing legitimate platform; and
- developing new crime-specific platforms

This study identified some common crimes committed daily in Nigerian networks, and they include:

1. Spamming

Spamming is the act of sending unsolicited messages to many users at a time, possibly up to thousands, with the usual intention of advertising products to potential customers. Spamming can also be used as a form of irritation by singling out an email address and sending the owner of that address hundreds of emails per second. Spamming is usually random and untargeted but it can be targeted to either a group of people, for example, advertisements that cater for a particular group of people, or certain persons, like in the case of spamming for the purpose of irritating the public. Contrary to popular belief, spamming has existed in Nigeria even before the advent of the Internet. During the period I spent working as a casual security staff with the Nigeria Postal Service (NIPOST), we (mail security staff) were asked to make sure that letters sent by some individuals be destroyed upon investigation. I was curious and decided to open one of the letters one day and see what the content really was; you can guess what the content of the letter was! Junk mail to postal addresses and annoying door-to-door salesmen are some examples of the more traditional form of spam. However, the Internet has given spam a much uglier face. Now, what used to be a minor irritation has become a veritable menace. The internet, nay globalization has enabled young Nigerians to become active cyber criminals. They queue up in cyber cafes to send "419 mails." (Nigerian word for fraudulent businesses online).

2. Phishing

Nigerians engage in phishing (identity theft), targeting the logins of their target. The logins are used to take over the online identity of the owner (or to gain unauthorized access into the accounts of the victims for lucre motives. Most of this type of cybercrime

is targeted at the users of the Buyer to Buyer (B2B) website such as alibaba.com. Other unauthorized accesses may occur both on individuals' personal computers, as well as in the workplace. One major form of unauthorized access is known as hacking. Hacking is the act of gaining unauthorized access to a computer system or network and in some cases making unauthorized use of this access (Rushinek and Rushinek, 1993 in Kunz and Patrick, 2004). Globalization provided the possibility for such crime.

3. Dating

Nigerians also engage in this form of cybercrime. This variant of cybercrime exploits the amorous needs of people. Men and women in need of love in the foreign countries were promised love through an account of a very attractive or rich person, or all of the above, especially on social media. Once their victims fall for it, they would ride on the bond of love to make financial demands. This cybercrime is made possible by globalization which reduced distances with internet-mediated real-time interactions.

It has been stated earlier that most of the cyber-crimes in Nigeria are carried out with the intention of getting money off the targeted persons. This fact shows the central role of globalization in contributing to the cybercrimes in Nigeria today. The cybercriminals are very certain of receiving money sent to them, and most times, anonymously, because of the financial platforms such as the Western Union Money Transfer, and even inter-bank wire transfers which can send money to all parts of the world, thanks to financial globalization.

Cybercrime, like other crimes, involves associated behaviours that break the formal written laws of the Nigerian society and logically impacts negatively on human security and development. The Nigerian scenario aptly reflects the United Nations' assertion that contemporary cybercrime is tied to the growth of connectivity and the use of globalised ICT for committing criminal acts with transnational effects in many countries, particularly developing countries, across the globe, where young men have acquired the subculture of financial fraud because cybercrime no longer requires complex or sophisticated skills or techniques, at a time of economic and demographic transformations, with ever-growing disparities, tightened private sector spending, and decreased financial liquidity (United Nations, 2013).

With investigation on the 80 Nigerians indicted for internet-related crimes by the U.S. Federal Bureau of Investigations (FBI), the Nigeria Economic and Financial Crimes Commission (EFCC) promised to unravel "bigger suspects" because the figure released by the FBI was mere 1 per cent of the group of persons involved in the cybercrime network (Punch, 28 August 2019). The position of the EFCC may have been drawn from the available five-year statistics of N25 billion cyber fraud in Nigeria (Ochaya, 2019).

Strategies to Eliminate Cybercrime in Nigeria

Cybercrime can be eliminated or reduced to the nearest minimum in the society through the following methods:

(i) *The strategy of user identification and authentication*

User identification typically includes the use of usernames and passwords. However, these simple tools can be very

easy for a cyber-criminal to break. Passwords can be made harder to break by various techniques including requiring longer character strings, the inclusion of numbers as well as letters, making them case sensitive, and requiring that they be changed at regular intervals (e.g., monthly, annually). Password should be changed with regular interval of time and it should be alpha numeric and should be difficult to judge (Kumar, 2008). The use of smart cards is expected to increase in the future since it requires both the card and a personal identification number known only to the card holder. Access is impossible without both pieces.

(ii) *The Strategy of using network scanning programs*

For large to medium enterprises, the proven Virtual Private Network (VPN) technology over WLAN, which is a practical and scalable design can be used for the security. A VPN allows users on a public or un-trusted network, like the internet or WLAN to setup a secure connection to a private network. In a wired or wireless network, the user establishes a secure VPN tunnel to the VPN server when user authorization is successful. Then all the traffic sent through the tunnel is encrypted (Isack & Mohammed, 2007).

(iii) *The strategy of using open source for security*

Another way of preventing cybercrimes is through the use of open source software. Hoepman & Jacobs (2007) wrote that open source enables users to evaluate the security by themselves, or to hire a party of their choice to evaluate the security for them. Open source even enables several different and independent teams of people to evaluate the security of the system, removing the dependence on a single party to decide in favour of or against a certain system.

(iv) *The strategy of coordinated global response*

Cybercrime, unlike traditional crime which is committed in one geographic location, is committed online and it is often not clearly linked to any geographic location. Therefore, a coordinated global response to the problem of cybercrime is required. This is largely due to the fact that there are a number of problems, which pose a hinderance to the effective reduction in cybercrime. Some of the main problems arise as a result of the shortcomings of the technology, legislation and cyber criminology.

(v) *The strategy of strict implementation of laws against cybercrime*

Nigeria created legal provisions against cybercrime but not the political will to implement them. There should strict implementation of laws against cybercrime such as the "Cybercrimes (Prohibition, Prevention, etc.,) Act, 2015. Offenders should be punished in accordance with the provision of the laws. This will send the right deterrent signals across to other cyber-criminals.

Conclusion

Given the research findings and taken into consideration, the serious effects that cybercrimes afflicted on the society globally, it is quite reasonable to conclude that there is a very strong link between globalization and cybercrimes. As a matter of fact, the former is a corollary of the latter. The name cybercrime is even self-speaking, pointing to the fact that it is a crime perpetrated in the cyberspace; and

suffice it to say that cyberspace is a product of globalization. It is obvious that globalization makes interaction across national distances and even beyond national boundaries as the case may be which midwives the success of the financial transfers that emanated from cyber-criminalities.

Recommendations

Based on the research findings, these recommendations are projected;

Cyber security awareness should be created to educate people on the various forms of cybercrimes in existence and how to recognise and circumvent any risk that are apparent online in order to protect themselves from fallen into victims.

Government on its part should protect the citizens from this criminal act by promulgating laws that will ban cybercrime activities and the penalties that follows suit.

The perpetrators of this act must face the law accordingly without any favouritism in order to be a detriment to others.

The afore mentioned strategies should be applied by individuals and if given full application will go a long way in curbing cyber criminality in the globe.

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ASSESSING BOARD MONITORING MECHANISM AND INCOME SMOOTHING OF BANKS IN NIGERIA, 2011-2020

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Abstract

The study assesses the effect of board monitoring mechanism on income smoothing in Nigeria drawing samples from listed banks on the floor of the Nigerian Exchange Group market. While income smoothing proxied by small profit is the dependent variable, the independent variables adopted for this study includes board size, board independence, and board meetings. Data set employed in this study spans through the periods between 2011 and 2020. To test the hypotheses of this study, we conducted some pre-regression analysis which included descriptive statistics and correlation analyses. We provide evidence leading to the conclusion that an increase in board independence by 1% will bring about a decrease in income smoothing by about 1% as reveal by the marginal analysis. However, we also conclude that an increase in board meetings by 1 will bring about an increase in income smoothing by about 3% as reveal by the marginal analysis. Specifically, our results imply that an increase in board size by 1 member will bring about a decrease in income smoothing by about 3%. These results provide important implications to different company stakeholders. Particular, our study implies that an independent board as well as a large board size will reduce income smoothing of banks in Nigeria. However, the findings also imply that board meetings tend to encourage income smoothing. The article therefore, recommends that the size of the board should be considerably large enough to carry out their monitoring role hence reducing the chances of income smoothing.

Keywords: Independence, Meetings, Size, Logistic, Regression

Introduction

Income smoothing is a form of earnings management in which managers actively manipulate earnings variability over a number of periods or within a single period toward a predetermined target. Hepworth (1953) noted in a seminal paper on income smoothing that, on the one hand, objectivity should be emphasized in the periodic income determination process, but that, on the other hand, subjectivity or management discretion is clearly employed in the

process of income smoothing. Smoothed earnings are thought to be less informative to investors, creditors, and other users, and thus of lower earnings quality (Ayres, 1994). Although earnings management is thought to be a universal phenomenon, the incentive, and methods for playing the game in Nigeria may differ from those documented in other countries.

We assess board monitoring mechanism and income smoothing in Nigeria. Most past studies relating to this objective were done in Asia especially in Pakistan, Indonesia and Jordan while in Africa the few studies were in Ghana, Kenya, Egypt and Nigeria but all the studies in Africa and Nigeria in particular ignore the *aspect of board monitoring mechanism as it related to income smoothing, but they concentrated on audit quality as a whole.* Furthermore, we also observed that most of the studies (Monametsi & Agasha, 2020; Ado, Rashid, Mustapha, & Ademola, 2020; Abba & Sadah, 2020; Udeh, Chinedu, & Okwo, 2020; and Wijaya, 2020) were done using OLS estimation method which is not capable of capturing heterogeneity effects of the sampled firms. None of the studies reviewed employed data up to 2020, hence we identify a period gap.

We address these research problems by first ensuring the inclusion of board monitoring proxies such as independence, size, and meetings as potential determinants of income smoothing in Nigeria. We also employ a logistic regression estimator that captures the dichotomous proxy of income smoothing in Nigeria. We ensure that a larger bank observation over 10 years is used unlike previous studies of Ugwu, Aikpitanyi, & Idemudia, 2020; Chinedu, Nwoha, & Udeh, 2020; and Ogbodo, 2017 that use short periods and small observations. More than this, the study to the best of our knowledge will be the first in the context of Nigeria to use most recent data including the covid-19 pandemic period of 2020 to investigate the influence of board monitoring mechanism on income smoothing in Nigeria

Theoretical Exposition and Hypotheses Development

Board Independence and Income Smoothing

The empirical research on the association between director independence and profit-manipulation practices yields diverse outcomes. Indeed, studies demonstrate that the existence of independent directors has a major impact on the lowering of earnings management and accounting fraud, particularly in public businesses (Beasley, 1996). Furthermore, Bushman, Chen, Engel, and Smith (2004) argue that the ratio of outside directors boosts the information quality. Peasnell, Pope, and Young (2000) discovered that having a larger number of outside directors on the board reduces anomalous accruals in a sample of UK corporations. The board's compositions are critical components for effective oversight. Appointing managers as directors can provide shareholders with additional knowledge about the organization's performance; nevertheless, if inside directors occupy the majority of the board posts, the stockholders' wealth will be reduced because the managers have their own interests (Beasley 1996; Fama 1980). Thus, the purpose of selecting outside directors to the board is primarily to achieve independence in board

monitoring, to eliminate the agency problem, and to improve the company's performance (Craven and Wallace 2001). Hence, we state our first hypothesis as:

$H0_1$: Board independence does not significantly determine Income smoothing of listed banks in Nigeria

Board Meetings and Income Smoothing

Board meetings are an efficient means for board members to communicate, make decisions, and oversee managers (Minichilli, Zattoni and Zona, 2009). As a result, the number of board meetings is a significant component in measuring the board's behavior and determining the board's efficiency (Vafeas, 1999). The more meetings that the boards have, the more positive the directors will be, and the directors will do their tasks better, whereas the directors' efficiency will be reduced if the board meets infrequently (Berghe and Levrau, 2004). When it comes to the impact of the number of board meetings on income smoothing, Abbott, Park, and Parker (2000) and Anderson, Mansi, and Reeb (2004) discovered a negative correlation between the number of board meetings and the possibility of income smoothing or accounting fraud occurring. Hence, we state our second hypothesis as:

$H0_2$: Board meetings does not significantly determine Income smoothing of listed banks in Nigeria

Board Size and Income Smoothing

According to Jamaludin, Sanusi, and Kamaluddin (2015), smaller boards may have fewer independent directors, which reduces their effectiveness in detecting income smoothing, whereas larger boards may have bureaucracy and conflicting interests, which prevent independent directors from fulfilling their monitoring duties. Previous research into the relationships between board size and the level of income smoothing discovered that they are positively related (Rahman and Ali, 2006), and Kiel and Nicholson, (2003) stated that the larger the board, the more likely the larger board will prevent the agency problem with more experienced directors. Jensen (1993) discovered that if the board size is increased, the board is less effective in monitoring management because the board members will have difficulty communicating with one another efficiently, and the management is more likely to participate in income smoothing. Hence, we state our final hypothesis as:

$H0_3$: Board size does not significantly determine Income smoothing of listed banks in Nigeria

Theoretical Review

Agency theory

According to the broad perspective of agency theory, conflicts of interest arise when managers' interests diverge from those of the shareholders. Due to poor monitoring, Lui and Fog (2010) notice that managers do behave in their own self-interest, which is in conflict with the interests of the business and the shareholders. Corporate governance rules are critical under this (agency) paradigm for ensuring that the interests of the principal and the agent, as well as the total value of the firm, are preserved. This theory also states that managers utilize their discretionary powers as a shield to make decisions on topics that are in their best interests. They are typically more concerned with

short-term earnings at the expense of long-term shareholder aspirations. Close monitoring and supervision, as well as the introduction of improved incentives to drive managers, can considerably lessen the principal–agency dilemma. This has become extremely important since organizations operate in a highly competitive market, which influences managers' perceptions of taking complex and hazardous decisions in order to remain relevant. Smith and Stulz (1995) corroborated this viewpoint by observing that agency issues have considerably affected managers in making risky decisions and hedging in the realm of corporate risk management.

Empirical Review

Mansor, Che-Ahmad, Ahmad-Zaluki, and Osman (2013) backed up the claim that corporate governance (CG) mechanisms can overcome earnings management (EM) activities, particularly from the perspective of family-owned companies (FOC) and non-family-owned companies (NFOC). A total of 264 publicly traded companies (PLCs) were tested using stratified sampling. The results revealed that for FOC, only the number of board meetings held; whereas for NFOC, the CG mechanisms found to be capable of assisting in the reduction of EM activities are independence of directors, audit committee, non-duality, audit committee size, in-house internal audit function, and quality differentiated auditors.

Ideh, Jeroh, and Ebiaghan (2021) investigated how board independence and size influence the level of earnings management in publicly traded Nigerian firms. Adoption of International Financial Reporting Standards (IFRS) and firm age were introduced as mediating variables for this purpose. Secondary data, on the other hand, were gathered from the financial statements of ninety-two (92) firms spanning ten (10) industrial sectors from 2007 to 2018. (12 years). To analyze the collected pooled data, regression analysis was used, along with other relevant statistical techniques. Our findings show that, with IFRS adoption and firm age as moderating variables, the size of boards and the presence of independent directors (board independence) on corporate boards have no significant influence on the level of earnings management in Nigerian firms.

Rajeevan and Ajward (2019) investigate the relationship between specific corporate governance attributes and the degree of earnings management in selected Sri Lankan listed companies. In total, 70 listed companies on the Colombo Stock Exchange (CSE) were chosen based on the highest market capitalization for the period covering 2015 to 2017 and representing the beverage, food and tobacco, diversified, hotel and travel, manufacturing, oil palms, and health care sectors, which accounted for 59.9 percent of the total market capitalization of the CSE.

Sehrawat, Kumar, Lohia, Bansal, and Agarwal (2019) investigate the impact of corporate governance on Indian earnings management practices. They used random-effect point estimates on 1613 non-profit organizations in the Indian subcontinent. Corporate governance has been assessed based on four divergent practices (board size, CEO–chair duality, managerial ownership, and audit committee independence), with discretionary accruals serving as an intermediary for estimating income malpractices. The

empirical findings support the concept of corporate governance. CEO-chair duality is significantly associated with earnings management practices and is thus noteworthy. However, one of the corporate administration factors, board size, has been found to be unrelated to earnings manipulation.

Methodology

We employ a firm-level approach based on an *expo-facto* and non-experimental research design. The study is longitudinal covering a period of ten (10) years. That is, from 2011 to 2020 employing listed commercial banks on the floor of the Nigerian Exchange Group (NGX). The sampling technique employed is purposive since banks were included in the sample on certain selection criteria. These criteria were based on the view that the banks are listed on the Nigerian Exchange Group (NGX) market from 2011-2020; there were access to their annual financial reports within the period and they were not banks operating subsidiaries in Nigeria that are not listed in the Nigerian Exchange Group (NGX). Newly listed banks and delisted banks were excluded from the study. Our final firm year observation consists of 120 observations that was arrived at based on the availability of data for ten years for all the research variables.

To test the hypotheses of this study, we conducted some pre-regression analysis which included descriptive statistics and correlation analyses. Logistic regression is employed in this study to test the hypotheses based on the following reasons. First, logistic regression has the advantage of being less affected than discriminant analysis when the basic assumptions particularly normality of the variables, are not met (Hair Jr et al. 2014). Second, in logistic regression, the estimated coefficients can be interpreted separately as the significance of each of the predictive variables. Third, statistically, logistic regression seems to fit well with the features of income smoothing proxy of small profit, where the dependent variable is binary and with the groups being discrete, non-overlapping and identifiable (Ciampi 2015).

Model Specification and Variable Measurement

In the regression model for testing the hypotheses, the dependent variable is income smoothing. We measure income smoothing with small profit measure in line with the studies of Francis and Yu (2009). Small Profit is an indicator variable if the Return on Asset is less than 3%. The explanatory variable of this study include board size, board independence and board meetings. In this study, Board Size in numbers is computed as the total numbers of all directors of a company including the Chairman + Vice Chairman + CEO/Managing director + Executive Directors +Non-Executive Directors or Independent Directors but excluding the company secretary; Board Meetings in numbers is the number of the board meetings held by the board of directors in a year; and Board Independence in percentage is computed as the non-executive directors to total board size. In determining the effect of board monitoring mechanism on income smoothing of banks in Nigeria, we formulated an econometric model and employed it for hypotheses testing. Specifically, we modified the model of Francis & Yu (2009) which has been respecified as;

$$INCS_{it} = \beta_0 + \beta_1 BODI_{it} + \beta_2 BMET_{it} + \beta_3 BODS_{it} + \mu_{it}$$

Where:

INCS	=	Income Smoothing
BODI	=	Board Independence
BMET	=	Board Meetings
BODS	=	Board Size
β_0	=	Constant
β_1- β_3	=	Slope Coefficient
μ	=	Stochastic disturbance
i	=	i^{th} bank
t	=	time-period

Empirical Results and Discussion

The study assesses the effect of board monitoring mechanism on income smoothing in Nigeria drawing samples from listed banks on the floor of the Nigerian Exchange Group market. While income smoothing proxied by small profit is the dependent variable, the independent variables adopted for this study includes board size, board independence, and board meetings. Data set employed in this study spans through the periods between 2011 and 2020. Table 4.1 below describes the data in terms of the companies which they belong. Overall, the descriptive statistics provides some insight into the nature of the selected Nigerian listed banks that were employed in this study.

Descriptive Analysis

In this section, we examine the descriptive statistics for both the explanatory and dependent variables of interest. Each variable is examined based on the mean, standard deviation, maximum and minimum. Table 1 below displays the descriptive statistics for the study.

Table 1: Descriptive Statistics

VARIABLES	MEAN	SD	MIN	MAX	NO OBS
INCS	0.09	0.29	0	1	120
BODI	62.56	13.85	36.84	100	120
BMET	6.07	2.29	2	13	120
BODS	13.63	3.71	4	21	120

Source: Author (2022)

The table above shows the summary of the descriptive statistics of the study. From the table it is observed that income smoothing (INCS)) had a mean of 0.09 with a standard deviation of 0.29. Board independence (BODI) had a mean of 62.56 with a standard deviation of 13.85. Board independence had a minimum of 36.84 and a maximum of 100. The table also shows that board meeting (BMET) had a mean of 6.07 with a standard deviation of 2.29. For

the variable of board size (BODS), the results shows that on average, the size of the board of the banks under study was 14 with 4 as the smallest size.

Correlation Analysis

In examining the association among the variables, we employed the spearman correlation coefficient (correlation matrix), and the results are presented in the table below.

Table 2: Correlation analysis

	INCS	BODI	BMET	BODS
INCS	1.00			
BODI	-0.07	1.00		
BMET	0.25	0.07	1.00	
BODS	-0.19	-0.50	0.17	1.00

Source: Author's computation (2022)

In the case of the correlation between the variables of interest, the above results show that there exists a negative and weak association between board independence and income smoothing (-0.07). There exist a positive and moderate association between board meeting and income smoothing (0.25). There exist a negative and weak association between board size and income smoothing (-0.19). To test our hypotheses a regression results will be needed since correlation test does not capture cause-effect relationship.

Logistic Regression Results

Specifically, to examine the cause-effect relationships between the dependent variables and independent variables as well as to test the formulated hypotheses, we present a logistic regression result in the table below

Table 3: Binary Logistic Regression Estimates (Marginal Effect)

Variables	**Board Independence**	**Board Meetings**	**Board Size**
Income Smoothing Model			
Coefficient	-0.008	0.034	-0.028
z_ Statistics	(-3.05)	(3.30)	(-3.65)
Probability_t	{0.002} **	{0.001} **	{0.000} ***
Prob. > chi2 = 0.0000 Pseudo R-Square = 0.39 Pearson Prob > chi2 = 0.8887 Linktest = 0.611			

Note: z-statistics and respective probabilities are represented in () and {}

Where: ** & * represents 5% & 1% level of significance**

Source: Authors' Computations (2022)

The table above shows the results obtained from the logistic regression model employed to assess board monitoring mechanism and income smoothing in Nigeria. The result above reveals a **Pseudo** R^2 value of 0.39 which indicates that about 39% of the variation in the dependent variable has been explained by the independent variables in the model. This also means that about 61% of the variation in the dependent variable is left unexplained but have been captured in the error term. The model goodness of fit as captured by the likelihood ratio (29.04) with the corresponding probability value 0.0000 which shows a 1% statistically significant level reveals that the entire model is fit and can be employed for discussion and policy recommendation. We provide some goodness of fit confirmatory test results as seen in the Pearson chi^2 and corresponding probability of 0.8887 revealing that the specified model has a good fit. Furthermore, the test for model adequacy (hatsq = 0.057 and Prob_hatsq = 0.611) firmly suggest that the model is adequately specified. Particularly, the classification table show that out of 4 cases that fell into the group of income smoothing, 4 cases were predicted correctly with 36% sensitivity accuracy while 109 out of 116 cases that fell into the group of no income smoothing were predicted correctly and with 100% specificity accuracy. However, we find that the overall accuracy rate is seen to be roughly 94.17% which suggest that the model is free from any significant bias hence can be employed for interpretation and policy recommendation.

Discussion of Findings

Since, the study is an extension of existing studies, only few findings in literature are not in agreement with the current positions of this study. Specifically, we find that board independence as an independent variable to income smoothing proxied by small profit {-0.008 (0.002), has a significant negative influence on income smoothing of listed banks in Nigeria. This therefore means we should reject the null hypothesis {$H0_1$: board independence does not significantly determine income smoothing of listed banks in Nigeria}. Specifically, our results implies that an increase in board independence by 1% will bring about a decrease in income smoothing by about 1% as reveal by the marginal analysis. We find that the independent director acts as an arbitrator for disputes between managers and is the supervisor and advisor to the board of directors. The independent board of directors' role is expected to reduce opportunistic earnings management and improve earnings quality. They generally have better oversight of management to reduce the fraudulent presentation of financial statements (Young, 2015; Chi-Yih et al., 2012; Al-Haddad & Whittington, 2019). We also document that board meetings as an independent variable to income smoothing proxied by small profit {0.034 (0.001), has a significant positive influence on income smoothing of listed banks in Nigeria. This therefore means we should reject the null hypothesis {$H0_2$: board meetings does not significantly determine income smoothing of listed banks in Nigeria}. Specifically, our results implies that an increase in board meetings by 1 will bring about an increase in income smoothing by about

3% as reveal by the marginal analysis. We contradict prior studies who held that the impact of the number of board meetings on income smoothing, found that the number of board meetings and the likelihood of occurrence of income smoothing or accounting fraud is negatively correlated (Abbott, Park, & Parker (2000) and Anderson, Mansi & Reeb (2004). Finally, we show that board size as an independent variable to income smoothing proxied by small profit {-0.028 (0.000), has a significant negative influence on income smoothing of listed banks in Nigeria. This therefore means we should reject the null hypothesis {$H0_3$: board size does not significantly determine income smoothing of listed banks in Nigeria}. Specifically, our results implies that an increase in board size by 1 member will bring about a decrease in income smoothing by about 3% as reveal by the marginal analysis. We agree with the studies of Vafeas, (1998); and Yang, Leing Tan, & Ding (2015) who shows that the greater the size of the board of commissioners, the smaller the opportunity for management to practice income smoothing.

Conclusion and Recommendation

Board monitoring mechanisms guarantee investors that they will receive adequate return on their investment. Thus, it justifies the necessity for this study to prod into the ability of the board monitoring mechanisms in overcoming income smoothing so that reliable financial statements could be produced. Income smoothing happens when managers use judgment in financial reporting and in structuring transactions to alter financial reports to either mislead some stakeholder about the underlying economic performance of the company, or to influence contractual outcomes that depend on reported accounting numbers. We provide evidence leading to the conclusion that an increase in board independence by 1% will bring about a decrease in income smoothing by about 1% as reveal by the marginal analysis. However, we also conclude that an increase in board meetings by 1 will bring about an increase in income smoothing by about 3% as reveal by the marginal analysis. Specifically, our results implies that an increase in board size by 1 member will bring about a decrease in income smoothing by about 3%. Our results provides important implications to different company stakeholders.

Particular, our study implies that an independent board as well as a large board size will reduce income smoothing of banks in Nigeria. However, our results also implies that board meetings tend to encourage income smoothing. Succinctly, we recommend that the size of the board should be considerably large enough to carry out their monitoring role hence reducing the chances of income smoothing. Furthermore, we recommend that policy makers should enforce for an increase in the number of non-executive independent directors as our results reveals board independence reduces income smoothing.

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OUT-OF-SCHOOL CHILDREN AND HUMAN CAPITAL DEVELOPMENT IN NIGERIA: ISSUES AND PROSPECTS

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Abstract

The need for proper education aimed at achieving improved Human Capital Development and Sustainable Development in the 21st Century Nigeria cannot be overemphasized. Education and human capital development are geared towards capacity building and improved service delivery in the workplace. The objective of this paper, therefore, is to examine the effect of out-of-school children on human capital development in Nigeria. Data for this study were gathered from secondary sources. Descriptive survey and content analysis were used. The paper adopts the Human Capital Theory as a framework for analysis. Findings show that there is a very poor human capital development. This has continuously resulted in decreased performance and low capacity building in Nigeria. The paper concludes that education is key to human capital development that is the architect of sustainable development of every nation including Nigeria. It recommends that parents, children, government, philanthropists, and society at large should recognize and build on education to improve human capital building and achieve sustainable development in Nigeria.

Keynotes: Education, Human Capital, Sustainable, Development

Introduction

Nigeria has been identified as the most populous country in Africa. With a population of over 200 million people, she enjoys a formidable and ever-committed workforce with so much in diversity. The country is richly endowed with vast in human, material and natural resources. As such, Akande (2010) observed that it is expected that the huge population of the nation should align with the potentials of its populace and the country should be proud of the best talents skills and expertise of the people which is sacrosanct to the development of the country's economy as was stipulated. Unfortunately, it is very pathetic to know that the same

supposed great country is swimming in the ocean of poverty with absolute vacuum of developmental stride.

Statement of Problem

To meet the commendable United Nations' sustainable development programme, eradication of illiteracy should be of utmost priority to boost effective and sustainable human resource development for the transformation and building of the nation. Unfortunately, since the existence of Nigeria, education and human capital development have faced a lots of challenges which immensely contributed to the under development of the Nigeria nation when compared with its' availability of natural, material and human resources.

Despite the commitment of the Nigerian government to improve the human capital of its citizens, the performance metrics of the Human Development Index (HDI) suffer a great set back which led to poverty, insecurity, frustrations, high drop out-of-school rate, destitution, untreated illnesses, poor access to education among others. The National Bureau of Statistics, Nigeria has quoted that unemployment rate in Nigeria increased to 33.30% in the fourth quarter of 2020 from 27.10% in the second quarter of 2020. Too many of the Nigerian graduates are fighting for too few jobs. A lot of Nigerian energetic youths of working age are wasting away their unutilized strength which could have been channelled to grown the country's economy if properly guarded and engaged. This situation is seriously impeding the nation's human capital development as was pointed out by the World Bank data that Nigeria's population stood at 206,139,587 in 2020 with approximately 60% young, energetic working age people that could grow the country's economy. Notwithstanding all these energetic young youths, we are still under developed.

Objectives of the Study

The broad objective of the paper is to determine the effect of education on human capital development in Nigeria. While the specific goals are:

- Examine the effect of out-of-school children on human capital development.
- Ascertain the best solution to poor human capital development.

Methodology

Qualitative method was used in deriving data for answering questions during the course of the study. The researchers reviewed and analyzed more than 50 literatures to establish the nexus between education and human capital development. Descriptive survey method and content analysis were employed to illustrate the relationships which exist between the dependent and independent variables. The main goal of the researchers in the descriptive study is to accurately and effectively describe the deterioration of human capital development in Nigeria and understanding of the issue under investigation. Secondary sources of data were completely relied upon in the study which was sourced from academics' literature on the subject matter.

Conceptual Framework

Education: Education is the pursuit of a wide range of activities, planned and

managed for the benefit of a society and its members, to educate is to systematically influence people's knowledge, skill and attitudes (Chibuokwu & Nwosu, 2016). It is the process of transferring attitudes, skills, knowledge and wisdom from one person to another in order to better the existing environment. Aniekwu & Ozochi (2010) emphasize that education is the key to creating, adopting and spreading knowledge. It induces developmental stride, ethical and moral values of an individual towards creating a sustainable economic, social, cultural, political and environmental development of a given society. It enhances the productive capabilities of people to foster a tremendous achievement in the organization.

Education is an investment which its returns are in form of wages, salaries and compensations. Nakpodia (2011) indicates that education is a systematic instruction for the development of character or mental power therefore, education is synonymous to learning instruction, teaching, acquiring knowledge and guidance which success depends on the quality and quantity of factors of production i.e. human and material resources. The success of our education depends on the level of human capital development and utilization of information machinery and services (Achugbue & Ochonogor, 2013).

It is arguable proven that education is key to human capital development but it is not yet achieved in Nigeria due to many factors both seen and unforeseen. School enrolment has continued to increase in many parts of the country (excluding some northern parts due to insecurity) without an equivalent in the increase in facilities for effective and efficient teaching and learning which was attributed to underfunding of education in Nigeria (Asiyai, 2012). This underfunding of education can be seen in virtually all the budgetary allocation to education in both States and Federal over the years. Nigeria education budget is always below UNESCO's recommendation of 15% - 20% till today. Out of N13.58 trillion of the entire Nigeria budget of 2021 only US$1,89 billion which was 5.68% was allocated to education while in 2022 budget only N13.58 billion which was 4.3% was allocated to education.

Aluko & Aluko (2011) supported the above narrative with indication that even research grants are administered discretionally instead of systematically when they are available so how can we achieve a sound education for the improvement of economic, political, social, cultural and environmental development when every avenue to boost education is highly truncated by those that are meant to protect it. The result is poor human capital development because education is the gate way to development. Therefore, undertaking education of every type (formal and informal) is the method of accumulating human capital.

Human Capital Development: Human capital is the stock of skills, knowledge, social and personality attributes that influence people's ability to produce economic value from their labour. Obasi & Anyim (2012) outlined that human capital can be understood from the perspective that of the people that have acquired the relevant education and skills that can be put to positive use towards the development of

the nation. It is obvious that without human capital development no meaningful development will occur in any given society.

Human capital development is the process of improving an organization's employee performance, capabilities and resources. It is vital to the growth and productivity of the organization because the people that make an organization run, are an asset to be invested in. People can only offer to society depending on what they possess (know) as such inculcating their talents to benefit the nation. Adawo (2011) opined that human capital development is a conscious and continuous process of acquiring and increasing the number of people with requite knowledge, education, skills and experience that are crucial for the economic development of a country. Government from all level must build on the improvement of human capital development especially among the youths through the provision of sound education if Nigeria economy should triumph.

Effect of Education on Human Capital Development in Nigeria

Human capital development is very vital for attaining a suitable and sustainable economic, social and political advancement in Nigeria. To ascertain a knowledge-based economy during this period of globalization and technological advancements, it is pertinent and needful to increase innovative capacity, competent experts and transmission of knowledge. According to Adedeji and Campbell (2013) higher education is a prerequisite for the production of highly competent experts that contributes to the development of organisation and economy at large. This entails that education is key to every meaningful human capital development to its fullness.

It has been established by many scholars that knowledge is power therefore Knowledge has been the most contributory factor for economic, social and political development. IIEP (2007) opined that knowledge drives economic growth and development. Human capital development can be greatly achieved when proper and adequate education is attained which is the most powerful instrument for developing and empowering the populace to master their social, economic, political, cultural environment and compete for survival. It increases individual's chances for employment in the labour market and give them opportunity for job mobility. Education plays a crucial role in enhancing a nation's development which attributes to better employment, high salaries and greater ability to consume and save.

Chibuokwu and Nwosu (2016) stressed that human capital is the wealth of human capabilities derived through investment in education. This work established the link between education and human capital development for transformation of Nigeria as a whole. Many scholars have proven that transforming the foundation of educational system by tailoring it to suit the current needs of the society will drastically bring about the transformation of human capital development towards the Nigerian development. Both formal and informal education remains the basic mechanism for transformation of human capital in Nigeria. Human capital simply means the total stock of knowledge, skills, competencies and innovative abilities possessed by the population. The

transformation of human capital in Nigeria would be achieved through acquisition of skill, training, self-development, improved education and health facilities.

Effect of Out of School Children on Human Capital Development in Nigeria

The role of education in human capital formation is uncountable in other to achieve sustainable development of every nation and an educated society facilitate better development programme than an illiterate one. Education is widely accepted to be one of the most important elements of human capital, leading to increased economic output, higher individual income and increased economic mobility for the families. The costs of not educating out of school children significantly outweigh the necessary investments for providing basic education, and also exceed the value of an average year of economic growth (Thomas and Burnett, 2013).

Educating out of school children definitely will yield impressive savings in a range of sectors such as health, agriculture, environment among others which have a positive effect on growth and productivity. The economic cost of out of school children is unimaginable since it has been established that education is power a powerful instrument for generating benefits for individuals, their families, the society where they lived in and the future generations. Burnett, Guison-Dowdy and Thomas (2013) expressed that enrolling out of school children back to school is not only a moral obligation, but a productive investment and that economies suffer a far greater loss from maintaining large out of school population than they would from increasing public spending to enroll those children in school.

Human capital is the bed rock upon which productivity rests and education create impressive and sustainable human capital therefore it is imperative to note that out of school children give birth to poor human capital which automatically result to poor productivity in nation building. Development according to Kenneth (2015) begins and ends with man, it is then logical to state that any country that ignores its human capital would remain underdeveloped because the development of human capital is the key for a country's socio-economic and political transformation. Oluwatoyin (2012) opined that human capital development is associated with investment in man and his development as a creative and productive resource. Human capital is measured in terms of person's years of education and it can be both formal and informal education as Mathur (1999) emphasized.

Therefore, out of school children brought about backwardness to the society and accumulated to frustration, poverty, banditries, kidnapping, murder, robbery and many other social vices which summersaulted insecurity, death, destruction of all kinds, economic sabotage, social vices, environmental degradation and political acrimonies. Knowledge is power and has remained the formidable tool upon which the 21st century development propels thus out of school children lacks the capacity to contribute to this enormous sustainable development that every country is clamouring for including Nigeria. The result of which is what Nigeria is experiencing at this period, accumulation of out of school children

over the years. Those children have grown into adults and youths today and are given the nation the dividend of out of school product which destruction instead of building.

A lot of bandits, kidnappers, robbers, unknown gunmen, Fulani herdsmen among others are mostly out of school children that have grown to adults. Education is the most powerful instrument for development and empowering the citizens to master their social, economic, political and cultural environments in other to compete for survival. Olugbenga and Omolora (2013) opined that it is expected that those who acquired qualitative learning and skill would avail the society the best of their intellectual wealth and skills and there can be no significant economic growth in any country without adequate human capital development that can never been achieved with school dropouts.

Nigeria has experienced a paradox of systematic elimination of its human capital as millions of her children are in the streets, markets, parks and in unhealthy environment doing some menial jobs instead of being in school (Okoye and Okoye, 2013). The fruit of the above is what the nation is facing today and unless something is done very fast the whole nation will sink.

The Challenges Militating against Human Capital Development in Nigeria

A critical observation and analysis of the turn of events, particularly in the twenty-first century provides an insight into the cause of the prevailing social problems. Significant population of Nigerian citizens, mostly in their prime, are in mix of dilemma, confused and fall outside the corridor of employment. This situation has been attributed to lack of adequate human capital development among them due to lack of effective education both formal and informal. It has been proven that education is the cultivation of man including intellectual, character, psychomotor development among others which attribute to human capital development. Education opens the mind. As such, no matter the quality and quantity of natural and material resources of a nation, without the adequate and effective human resources to effectively pilot those available resources, everything is useless and in vain. There should be serious economic, social, political and environmental derail in such a country which is what Nigeria is facing now.

Human capital development is greatly lacking in the Nigeria system owing to the increasing menace of out of school children accumulated over the years and those children who have now grown into full matured adults are exploiting and ravaging the society which they are supposed to protect and develop.

The focus of the study, therefore, is to determine how best to revive our educational system which is the main key to human capital development in order to boost our economic, political, cultural, social and environmental development especially in the 21th century, in our strive to attain sustainable development in Nigeria.

The Way Forward

In order to achieve the sustainable development goal stipulated by the United Nations adequate attention must be given to educational system both in expenditure and standard by both

States and Federal government. It is therefore, of almost important to introduce both formal and informal education to every class of human being in order to create a solid and sustainable human capital development to boost sustainable development in Nigeria.

Nigeria's education budget must be improve to at least 25% yearly if actually the nation will come out of the dilapidated situation it is presently facing. How can Nigeria survive with the present budgetary allocation to education, highly below the UNESCO's recommendation of 15% - 20%. For instance, Nigeria's education budget in 2021 according to International Centre for Investigative Reporting published on 21 October, 2021 shows the approved national budget for 2021 budget allocation to education as US$1.89 which is 5.68% out of the national budget of US$33.1 billion (N13.58 trillion), looking at the 2022 allocation to education, it is even worse below 5% which 4.3% US$1.7 billion. Do you see why human capital development in Nigeria is very difficult to achieve. Until government improve the educational system and activities as well as provision of social amenities for sustainable economic development and to attract many enrollment of students in schools at all level to boost their knowledge and skill, human capital development will continue to degenerate. Nigerian government and society at large should not expect any miracle in the development until the necessary action is taking towards boost the human capital of the nation.

It is high time the educational curriculum be changed to meet the taste of the modern day civilization. Schools should introduce and promote crafts, arts, and other skills to equip the youths who are talented in art crafts but not good in literal studies. The curriculum and courses being offered in schools should match the relevant skills in demand and jobs that are available in Nigeria and beyond. Such educational reforms like introduction of entrepreneurship, innovation, ethics, life and digital skills should also be in school curriculum.

Solution to unemployment rate must be everybody's concern in Nigeria. Parents should teach their children to embark on craft learning alongside their educational carrier to enable them learn and specialize in many skills in life rather than depend on their degree carriers only. As a result of this, government must embark on radical provision of social amenities like uninterrupted power supply, good roads, portal drinking water, communication system, among others.

Theoretical Framework

The study anchored on Human Capital Theory as propounded by Garry Becker and Theodore Schultz in 1960s. They pointed out that education and training were investments that could add to productivity. As the world accumulated more and more physical capital, that opportunity cost of going to school declined. Education became an increasingly important component of the workforce. Hence, it is already a known and established fact that human capital is always managed by the employee but not the employer. However, Becker viewed that human capital is directly useful in the production process because it increases worker's productivity in all tasks though possibly

differentially in different tasks, organization and situations.

Human capital according to Theodore Schultz (1961) is those resources that are inherent in each human being, which can be traded between the users and the owners to improve their respective living conditions (Sean, 2022). Schultz argues that investment in human capital focuses on supporting individual in acquiring education since it is skill and knowledge that affect one's ability to do productive work. The theory rests on the belief that formal education is highly instrumental and necessary to improve the productive capacity of a population. It emphasizes on how education increases the productivity and the efficiency of workers by increasing the level of cognitive stock of economically productive human capacity, which is a product of innate abilities and investment in individuals.

Findings

- The researchers discovered that not educating out of school children is the major contributor to insecurity, underdevelopment and high illiteracy rate in Nigeria.
- There is a very poor human capital management that resulted to poor developmental benefits in Nigeria.

Conclusion

It is imperative for everyone both parents, children, society and government to know that child labour instead of child education may in a short run benefit the families and society by assisting them in meeting some of their needs, but on the long run, it's effect causes regret and fear. There is no way uneducated children will build their human capital because human capital is a product of education which accumulate to knowledge and knowledge is power which is great assets to economic, social, cultural environmental and political benefits of every nation. Therefore, education is key to human capital development that is the architect of sustainable development of every nation including Nigeria. The paper concludes that education is key to human capital development that is the architect of sustainable development of every nation including Nigeria.

Recommendations

- Out of school children must be recalled back to school or enroll in vocational studies to improve and sustain their intellectual capacity to be able to compete with global world to achieve a better tomorrow.
- Parents, children, government, philanthropists, and society at large should recognize and build on education to improve human capital building and achieve sustainable development in Nigeria.

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INTELLECTUAL CAPITAL EFFICIENCIES AND THE VALUE OF SERVICE FIRMS: EMPIRICAL EVIDENCE FROM NIGERIA

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Abstract

This empirical study is among the first that analyses the effect of intellectual capital on firm value drawing samples from firms listed within the service industry of a developing market (Nigeria). We investigate the influence of intellectual capital efficiencies on firm value in Nigeria drawing samples from listed service firms on the floor of the Nigerian Exchange Group market. While firm value proxied by Tobin Q is the dependent variable, the independent variables adopted for this study includes capital employed efficiency, human capital efficiency, and structural capital efficiency. Data set employed in this study spans through the periods between 2011 and 2020. The econometric techniques adopted in this study are the panel fixed and Random effect regression techniques. From the findings of the study, we conclude that structural capital efficiency can significantly improve the financial performance of listed consumer goods firms in Nigeria. The result indicates that in the Nigerian service sector, most of the companies still have a high dependency on the physical capital resource; most companies will put higher investments and a bigger number of machines as one of its prominent assets as their main activities mostly dealing with the production of the goods. We recommend that managers place a high value on structural capital. They must increase their investment in human capital instruments through continuous learning and training. We recommend that managers invest more in employee training and ensure that the right people are hired for the job.

Keywords: Human, Capital, Efficiency, Tobin Q, Least Square

Introduction

As noted in the study of Cao, Cai, Yang & Ye (2019) the 21st century is more dominated by knowledge economy, many firms are shifting from using physical capital towards embracing intellectual capital as more and more firms are trying to find better ways to use their resources efficiently in order to be sustained in the dynamic changing business environment, hence there is a

drastic move from production to knowledge and from production labour to knowledge worker among firms (Lipunga, 2014). It is no secret that the organization that continues to invest in new skill and technology will continue to be successful. Intangible assets especially knowledge is gaining prominence than ever before as a matter of survival and of achieving competitive advantage for the firm to compete strategically (Latif, Malik & Aslam 2012). In today's fast-moving economy with the rapid growth of knowledge and technology innovation, the growth of organization has changed to cope with the changing environment. With mounting competitions in the global economy intellectual capital has become the main ingredient and vital for the organization to sustain the competitive world in which they operate and create more values. Hence as opined by Bontis, (2001) intellectual capital has become the critical driver for firms' sustainability.

Further, while the grounded framework of intellectual capital has been in place and intellectual capital being studied in many countries to provide firms competitive advantage over rivals, still there is a gap in understanding if to invest and use intellectual capital as a critical asset or not (Hermawan, Hariyanto & Biduri 2020). Furthermore, many studies have focused the research of intellectual capital in the developed world, for instance; the studies of Pedro, Leitão & Alves (2018); was conducted using Spanish companies, Andriessen (2004) employed UK listed companies, Kowalska, (2020) evaluated Polish listed companies and Shakina, Barajas, Molodchik (2017) drew samples from listed Russian companies. Hence, there have been very few studies that have used emerging developing societies especially in Sub-Saharan Africa (Nigeria in particular) as a case for evaluating the implications of intellectual capital on firm value (Kamath, 2007). This has created a gap that needs to be addressed because, with rapidly changing environment filled with innovation, information and technology, firms [both in developed and developing economies] are increasingly threatened with global competition (Muhammad & Ismail, 2009), thus making intellectual capital more important to all of them.

Summarily, we add to related existing knowledge in two distinct ways. First, this empirical study is among the first that analyzes the effect of intellectual capital on firm value drawing samples from firms listed within the service industry of a developing market (Nigeria). This study tries to extend the intellectual capital discourse to less developed countries as previous studies have focused majorly on developed countries. Second, we measure firm value from market value proxy of Tobin Q. It is against this backdrop that this study tends to find out the effect of intellectual capital on the value of listed service firms in Nigeria.

Theoretical Exposition and Hypotheses Development

Human Capital Efficiency and Firm Value

Human capital reflects the company's collective ability to produce the best solution possible based on the knowledge of its employees (Sawarjuwono & Kadir, 2003). Companies now manage human capital by offering training programs, salary and financial bonuses, and benefits in order to gain a competitive advantage.

The better a company manages its resources, the more productive its assets are in terms of generating net income. According to Ahangar (2011), human capital efficiency has a positive impact on company performance. Human capital is thought to be an important factor in doing business (Bontis, *et. al.,* 2000). Human capital is strongly related to intellectual capital because each individual possesses skills and knowledge that are critical to a company's performance. According to Svanadze and Kowalewska (2015), intellectual capital is still rarely presented in a company's financial report and accounting system because it is intangible. In fact, intangible assets are widely recognized by investors and are one of the primary considerations for companies and shareholders when making strategic decisions. Hence, we state our first hypothesis as:

$H0_1$: Human capital efficiency has no significant effect on the value of service firms in Nigeria

Capital Employed Efficiency and Firm Value

Several studies show that the amount of capital used has a significant impact on organizational performance. In the age of globalization, every organization's effort must be directed toward gaining a competitive advantage. To gain a competitive advantage, both physical and intellectual capital are required. According to the findings of Hitt et al. (2001), the role of capital employed is more dominant when compared to real capital. According to other research, intellectual capital is recognized as an important resource that can be used to improve organizational efficiency, effectiveness, productivity, and innovation more than physical capital and financial capital (Najibullah, 2005). According to the findings of Pulic (1999), intellectual capital can add value to an organization, which is consistent with previous research. Intellectual capital has the potential to be a wealth creator in a business organization (Walker, 2001; Usoff et al., 2002; and Karp, 2003). Hence, we state our second hypothesis as:

$H0_2$: Capital employed efficiency has no significant effect on the value of service firms in Nigeria

Structural Capital Efficiency and Firm Value

A company requires structural support, as well as resources and networks for its employees, as well as promotion of their responsibilities (Nawaz & Haniffa, 2017). Scholars conclude that structural capital serves as the foundation for the conversion of all other intellectual capital components and tangible assets into outputs (Ferenhof, Durst, Bialecki, & Selig, 2015). Aside from human capital, structural capital contributes to the firm's knowledge (Ting & Lean, 2009). Structural capital refers to intellectual capital elements that remain with the company even when other intellectual capital elements are removed (Carson, Ranzijn, Winefield, & Marsden, 2004). Structural capital is accumulated in a variety of ways, with both tangible and intangible components. It is the total investment made by the company in hardware, databases, charters, process manuals, procedures, cultures, and intellectual property (Phusavat, Comepa, Sitko-Lutek, & Ooi, 2011; Ramezan & Farahani, 2015; Low, Samkin, & Li, 2015). Structural capital is important in improving firm performance and leveraging human resources, and

businesses are now focusing on building structural capital. Human capital combines with structural capital to form the basis for relational capital, increasing customer loyalty to firms' products. Hence, we state our final hypothesis as:

$H0_3$: Structural capital efficiency has no significant effect on the value of service firms in Nigeria

Theoretical Review

Theory of Dynamic Capabilities

The relationship between the knowledge component and the resources component in the produced outputs has changed dramatically, contributing to the shift in the source of competitive advantage. Historically, competitive advantages were based on market dominance or the organization of the mass production process, whereas today's competitive advantage is based on brand and reputation, patents and standards, and relationships with employees, suppliers, and customers. These sources of competitive advantage represent various types of intellectual capital, which can result in large differences between a firm's book value and its market value, which also includes the value of undisclosed intellectual capital (Hunter, 2002). In business, competitive advantage is primarily based on a variety of unique competencies, i.e., the ability to do things that others cannot. What happened in the twentieth century was that the sources of these diverse, one-of-a-kind competencies shifted as the world shifted toward a knowledge-based economy. A firm is successful in the knowledge economy not only by hiring talented people, but also by adding value to them; thus, it is necessary to distinguish between the contributions of the organization and the contributions of individuals (Kay, 2000). While intellectual resources are embedded in individuals' experience and expertise, firms provide physical and social resources, as well as the structure of resource allocation, which enables the transformation of knowledge, i.e., intellectual resources, into competencies (Teece, 2000). The way these competencies and intellectual resources are configured and deployed has a significant impact on a firm's competitive position and commercial success.

Methodology

In this study, we employed an expo-facto and non-experimental research design. The study is longitudinal covering a period of ten (10) years. That is, from 2011 to 2020 employing listed service firms on the floor of the Nigerian Exchange Group (NGX). The sampling technique employed is purposive since firms were included in the sample on certain selection criteria. These criteria were based on the view that the firms are listed on the Nigerian Exchange Group (NGX) market from 2011-2020; there were access to their annual financial reports within the period and they were not firms operating subsidiaries in Nigeria that are not listed in the Nigerian Exchange Group (NGX). Newly listed firms and delisted firms were excluded from the study. Our final firm year observation consists of 160 observations that was arrived at based on the availability of data for ten years for all the research variables.

To test the hypotheses of this study, we conducted some pre-regression analysis which included descriptive statistics and correlation analyses. The econometric

techniques adopted in this study are the panel fixed and Random effect regression techniques. The rationale for its usage is based on the following justifications: the data that will be collected may have time and cross-sectional attributes as well as across the sampled firms (cross-section); panel data regression provides better results since it uses large observation and reduces the problem of degree of freedom (Muhammad, 2012); it avoids the problem of multicollinearity and help to capture the individual cross-sectional (or firm-specific) effects that the various pools may exhibit with respect to the dependent variable in the model. We specify the functional form of the model as:

$$TOBQ_{it} = \beta_0 + \beta_1 CEEE_{it} + \beta_2 HCEE_{it} + \beta_3 SCEE_{it} + \mu_{it}$$

Where:

TOBQ	=	Tobin Q
CEEE	=	Capital Employed Efficiency
HCEE	=	Human Capital Employed Efficiency
SCEE	=	Structural Capital Employed Efficiency
β_0	=	Constant
β_1- β_3	=	Slope Coefficient
μ	=	Stochastic disturbance
i	=	i^{th} firm
t	=	time-period

4.0 Empirical Results and Discussion

The study investigates the influence of intellectual capital efficiencies on firm value in Nigeria drawing samples from listed service firms on the floor of the Nigerian Exchange Group market. While firm value proxied by Tobin Q is the dependent variable, the independent variables adopted for this study includes capital employed efficiency, human capital efficiency, and structural capital efficiency. Data set employed in this study spans through the periods between 2011 and 2020. Table 4.1 below describes the data in terms of the companies which they belong. Overall, the descriptive statistics provides some insight into the nature of the selected Nigerian listed service companies that were employed in this study.

Descriptive Analysis

In this section, we examine the descriptive statistics for both the explanatory and dependent variables of interest. Each variable is examined based on the mean, standard deviation, maximum and minimum. Table 1 below displays the descriptive statistics for the study.

Table 1: Descriptive Statistics

VARIABLES	MEAN	SD	MIN	MAX	NO OBS
TOBQ	1.12	0.83	0.19	5.15	156
CEEE	0.24	0.16	-0.38	0.79	156
HCEE	2.82	2.61	-3.13	16.65	156
SCEE	0.58	0.84	-1.02	88.35	156

Source: Author (2022)

The table above shows the summary of the descriptive statistics of the study. From the table it is observed that Tobin Q (TOBQ) had a mean of 1.12 with a standard deviation of 0.83. Capital employed efficiency (CEEE) had a mean of 0.24 with a standard deviation of 0.16. Capital employed efficiency had a minimum of -0.38 and a maximum of 0.79. The table also shows that human capital efficiency (HCEE) had a mean of 2.82 with a standard deviation of 2.61. For the variable of structural capital efficiency (SCEE), the results shows that on average, structural capital of the firms under study was 0.58 with 0.84 as the standard deviation.

Regression Analyses

To examine the cause-effect relationships between the dependent variables and independent variables as well as to test the formulated hypotheses, we used a panel regression analysis since the data had both time series (2011 to 2020) and cross-sectional properties (16 listed service firms). The panel data regression and an OLS pooled results obtained is presented and discussed below.

Table 3: Regression Result

	TOBQ Model (Pooled OLS)	TOBQ Model (FIXED Effect)	TOBQ Model (RANDOM Effect)	TOBQ Model (Least Square Dummy)
C	1.44 {0.000} ***	1.17 {0.000} ***	1.24 {0.000} ***	0.98 {0.000} ***
CEEE	-1.83 {0.000} ***	-0.05 {0.921}	-0.47 {0.304}	-0.05 {0.921}
HCEE	-0.02 {0.419}	-0.05 {0.030} **	-0.04 {0.061}	-0.05 {0.030} **
SCEE	0.30 {0.000} ***	0.18 {0.000} ***	0.19 {0.000} ***	0.18 {0.000} ***
F-statistics/Wald Stat.	18.30 (0.00) ***	6.49 (0.01) **	22.62 (0.00) ***	20.60 (0.00) ***
R- Squared	0.27	0.13	0.12	0.73
VIF Test	1.10			
Heteroscedasticity Test	68.42 (0.00) ***			
Hausman Test	42.61 (0.0000) ***			

Note: (1) bracket {} are p-values

(2) **, *, implies statistical significance at 5% and 1% levels respectively**

The table above shows the results obtain from the regression models in this study. From the table we observed from the OLS pooled regression that the R-squared value of 0.27 for the model shows that about 27% of the systematic variations in firm value proxied by Tobin Q of the pooled service firms over the period of interest was jointly explained by the independent variables in the model respectively. The unexplained part of firm value can be attributed to the exclusion of other independent variables that can impact on firm value but were captured in the error term. The F-statistic value of 18.30 and its associated P-value of 0.00 shows that the OLS regression of the model on the overall is statistically significant at 1%. This means that the regression model is valid and can be used for statistical inference. The table above also shows a mean VIF value of 1.10 for the OLS model is within the benchmark value of 10, indicating the absence of multicollinearity, and this means no independent variable should be dropped from the model. Also, from the table above, it can be observed that the OLS results had heteroscedasticity problems

in the model since its probability value was significant at 1% [68.42 (0.0000)]. The presence of heteroscedasticity in the model clearly shows that our sampled firms are not homogeneous. This therefore means that a robust or panel regression approach will be needed to capture the impact of each firm heteroscedasticity on the results. In this study we adopted the panel regression method using both fixed and random effect models. The F-statistic and Wald-statistic value of 6.49 {0.01} and 22.62 {0.00} for fixed and random effect regression respectively shows that the model is valid for drawing inference since it is statistically significant at 5% and 1% respectively. In the case of the coefficient of determination (R-squared), it was observed 13% and 12% (for both fixed and random effect) systematic variations in firm value proxied by Tobin Q of the pooled service firms over the period of interest was jointly explained by the independent variables in the model respectively. The unexplained part of firm value can be attributed to the exclusion of other independent variables that can impact on firm value but were captured in the error term. In selecting from the two panel regression estimation results, the Hausman test was conducted, and the test is based on the null hypothesis that the random effect model is preferred to the fixed effect model. Specifically, the p-value of the Hausman test is significant at 1% for the model, implying that we should reject the null hypothesis and accept the alternative hypothesis at above 5% or 1% level of significance. This implies that we should adopt the fixed effect panel regression results in drawing our conclusion and recommendations. This also implies that the fixed effect results tend to be more appealing statistically when compared to the random effect. However, to correct for the differences in the time and cross-sectional property inherent in the fixed effect, we employed the least square dummy variable estimator.

From table 3 above, we observed from the least square dummy variable (LSDV) regression that the R-squared value of 0.73 for the model shows that about 73% of the systematic variations in firm value of the pooled service firms over the period of interest was jointly explained by the independent variables in the model respectively. The unexplained part of firm value can be attributed to the exclusion of other independent variables that can impact on firm value but were captured in the error term. This result means that more of the variation in firm value is explained in the least square dummy variable estimator when compared to the pool OLS as well as the Fixed and Random effect panel regressions. The F-statistic value of 20.60 and its associated P-value of 0.00 shows that the OLS regression of the model on the overall is statistically significant at 1%. This means that the regression model is valid and can be used for statistical inference.

Discussion of Findings

This study provides evidence on intellectual capital efficiency and firm value of listed service firms in Nigeria. Specifically, since, the study is an extension of existing studies, only few findings in literature are not in agreement with the current positions of this study. Our results shows that capital employed efficiency (LSDV = {-0.05 (0.921)} as an independent variable to firm value as proxied by Tobin Q appears to have a negative and

insignificant influence on firm value. This therefore means we should accept the null hypothesis {$H0_1$: Capital employed efficiency has no significant effect on the value of listed service in Nigeria}. This result agrees with prior empirical results which show that capital employed efficiency does not significantly influence firm value (Vishnu et al., 2014; Nimtrakoon, 2015; Dzenopoljac et al., 2016; and Xu & Li, 2019). Most specifically, the results did not tally with previous findings of various researchers that report that capital employed efficiency has a significant negative impact on firm value (Martin-de-Castro, Delgado-Verde, Lopez-Saez & Navas-Lopez, 2011). We document evidence that human capital employed efficiency (LSDV = {-0.05 (0.030)} as an independent variable to firm value as proxied by Tobin Q appears to have a negative and significant influence on firm value. This therefore means we should reject the null hypothesis {$H0_2$: Human employed efficiency has no significant effect on the value of listed service in Nigeria}. This result agrees with prior empirical results which show that human capital efficiency reduces firm value (Edvinsson & Malone, 1997; Firer & Williams, 2003; Ederer, 2006; Wang & Chang, 2005; Shiu, 2006; Gigante, 2013; and Joshi et al., 2013). Most specifically, the results did not tally with previous findings of various researchers that report that human capital efficiency has a significant positive impact on firm value (Edvinsson & Malone, 1997; Stewart, 1997; Sveiby, 1997; and Mouritsen et al., 2001). Our results also shows that structural capital employed efficiency (LSDV = {0.18 (0.000)} as an independent variable to firm value as proxied by Tobin Q appears to have a positive and significant influence on firm value. This therefore means we should reject the null hypothesis {$H0_3$: Structural employed efficiency has no significant effect on the value of listed service in Nigeria}. This result agrees with prior empirical results which show that structural capital efficiency is a significant driver of firm value (Roos et al., 1997; Cabrita & Vaz, 2005; Hormiga et al., 2011; Cañibano et al., 2000; Bontis, 2001; and Hsu & Wang, 2012). Most specifically, the results did not tally with previous findings of various researchers that report that structural capital efficiency has a significant negative impact on firm value (Cohen & Levinthal, 1990; Nahapiet & Ghoshal, 1998; and Bueno et al., 2004).

Conclusion and Recommendation

In this study we provide useful information on intellectual capital and the value of service firms in Nigeria. Drawing from prior existing literature, we observe that we cannot deny the fact that intellectual capital, as one of the intangible assets, such as talents, images, and intellectual property, is becoming increasingly important for today's companies. In recent years, research on intellectual capital has become a worldwide trend, and has spawned considerable interest about its impact on firm performance and employee behaviours. From a resource-based view, a firm's heterogeneous resource architectures are the primary sources of income. Their apparently valuable, rare, inimitable, and non-transferable qualities can contribute to the competitive advantage of firms. From a traditional viewpoint, the main purpose of managers is to focus on earning maximization. Overall, the empirical findings of this study are

mixed in proving the correlation between intellectual capital which is measured by human capital efficiency, structural capital efficiency, and capital employed efficiency. From the findings of the study, we conclude that structural capital efficiency can significantly improve the financial performance of listed consumer goods firms in Nigeria. The result indicates that in the Nigerian service sector, most of the companies still have a high dependency on the physical capital resource; most companies will put higher investments and a bigger number of machines as one of its prominent assets as their main activities mostly dealing with the production of the goods. We recommend that managers place a high value on structural capital. They must increase their investment in human capital instruments through continuous learning and training. We recommend that managers invest more in employee training and ensure that the right people are hired for the job.

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THE ROLE OF HISBAH BOARD IN REDUCING VIOLENCE AMONG MARRIED WOMEN IN NASARAWA LOCAL GOVERNMENT AREA KANO STATE, NIGERIA

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Abstract

The study examined the role of Hisbah Board in reducing violence among married women in Nasarawa Local Government Area, Kano State Nigeria. Multi-stage sampling procedure was employed and selected 138 respondent for this study. Data were collected using structured questionnaire with help of trained enumerators and the result was analyzed using descriptive statistics and chi square. The study revealed that enlightening of newly married couple had the highest mean score of 2.75 among the school-based intervention program provided by Hisbah Board to reduce domestic violence among married women. It was also confirmed to be statistically significant as the chi-square value of 57.483 with a df of 12 and p-value less than 0.05. the extent to which Hisbah Board reduce violence among married women through economic empowerment, all the five items on the use of economic empowerment as a reduction strategy has a mean less than 2 but more than 1.5 which implies that they used to a low extent. This is evident with the average mean being 1.66 and the standard deviation being 0.731. It was also confirmed to be statistically significant as the chi-square value of 70.264 with a df of 12 and p-value less than 0.05. The study concludes that domestic violent prevalence in Nasarawa Area is moderate and measures used to address it were mostly through school based intervention and strengthened community responses. It therefore recommends that School based intervention should be taking to schools in partnership with school authorities so as to orient people before getting married.

Keywords: Empowerment, Economics, Married, intervention.

Introduction

According to Office of Violence against Women (2007) domestic violence is a pattern of abusive behaviour in any relationship that is used by one partner to gain or maintain power and control over the other intimate partner. The

definition adds that domestic violence can happen to anyone regardless of race, age, sexual orientation, religion, or gender", and can take many forms, including physical abuse, sexual abuse, emotional, economic and psychological abuse. Seimeniuk, Krentz, Gish and Gill (2010) also claimed that domestic violence is also known as domestic abuse, spousal abuse, battering, family violence and intimate partner violence. It is a pattern of abusive behaviours by one partner against another in an intimate relationship such as marriage.

Domestic violence, so defined, has many forms, including physical aggression or assault (hitting, kicking, biting, shoving, restraining, slapping, throwing objects), or threats thereof; sexual abuse; emotional abuse; controlling or domineering; intimidation; stalking; passive/covert abuse otherwise known as neglect; and economic deprivation. National Network to End Domestic Violence (2011) claimed that domestic violence and abuse is not limited to obvious physical violence. It can mean endangerment, criminal coercion, kidnapping, unlawful imprisonment, trespassing, harassment and stalking. Domestic violence according to UNICEF (2005) occurs globally, families from all social, racial economic, educational and religious backgrounds experience domestic violence in different ways. In the United States of America, each year, women experience about 4.8 million intimate partner-related physical assaults and rapes while men are victims of about 2.9 million intimate partner related physical assaults. In parts of the third world generally and in West Africa, in particular, domestic violence is prevalent and reportedly justified and condoned in some cultures. For instance, 56% of Indian women surveyed by an agency justified wife-beating on grounds like bad cook, disrespectful to in-laws, bearing only girl child, leaving home without notifying the spouse, among others.

Reports from IRIN (2007) showed that 25% of women in Dakar and Kaolack in Senegal are subjected to physical violence from their partners and that very few admitted that they are beaten while 60% of domestic violence victims turn to a family member, in three-quarter of the cases, they were told to keep quiet and endure the beatings. The reports also revealed that a law passed in the Senegalese penal code punishing domestic violence with prison sentences and fines is poorly enforced due to religious and cultural resistance. In Ghana, spousal assaults top the list of domestic violence (IRIN, 2007) In Nigeria; reports reveal "shockingly high" level of violence against women (Afrol News, 2007). Amnesty International (2007) reported that a third (and in some cases two-thirds) of women are believed to have been subjected to physical, sexual and psychological violence carried out primarily by husbands, partners and fathers while girls are often forced into early marriage and are at risk of punishment if they attempt to escape from their husbands. More pathetic is the revelation of gross under reporting and non-documentation of domestic violence due to cultural factors (Afrol news, 2007).

Islam provides ways of dealing with the problem of domestic violence depending on its gravity. One of these ways is counselling and admonishing. In Kano State, Hisbah has been define as an Islamic board saddled with the responsibility of performing civil services based on the principle of Islam. Hisbah Board plays an important role in the management of societal problems which include youth thuggery, drug abuse,

child abuse and marital crises among other things. However, extent to which the board has been effective requires an assessment.

Kano state is one of the notable historic settlements of Nigeria. The state is well known for its religious prominence and social culture. Marriage in Kano is a well celebrated event and married couples are expected to respect each, though the wife has culture demands must be submissive to her husband. Having observed the frequency with which marriage breakups are being reported in various media outlet (radio, television and newspaper) as a result of domestic violence between couples. Although in Kano state, Hisbah groups perform vital 'social services' which the state should ordinarily be expected to render to its citizens, regardless of religion. These functions include dispute resolution, marriage counselling, match-making for widows and single women, controlling the use of illegal drugs, traffic control, helping the needy, promoting science competitions, running refresher courses for pre-degree science students, conducting science exhibitions, and organizing workshops on drug addiction. Significantly, these social services reach segments of the population long neglected by state institutions. Thus, the researcher felt the need to examine extent to which domestic violence is being managed in Kano with specific focus in Nasarawa LGA. Because before divorce, victim of domestic violence might have gone through a lot of painful agony, their neighbours also might have been fed up of settling dispute. Therefore, this study examined the role of Hisbah board in reducing violence among married women in Kano State, Nasarawa local government area. In the light of the above mentioned background, the researcher intended to answer the following research questions; to what extent does Hisbah Board reduce violence among married women through school-based intervention? To what extent does Hisbah Board reduce violence among married women through economic empowerment?

Methodology

The study was conducted in Nasarawa Local Government, Kano State, Nigeria. A suburb on the eastern axis of Kano metropolis located on Longitude and Latitude of $12^{0}02''$N and $08^{0}30''$E (Musa and Ali, 2015). The state has a total land mass of 20,131 km2. The state has 44 local government areas, out of which 36 are in the rural areas of the state, while 8 are in the urban areas and are known as metropolitan Kano (research and documentation directorate Kano, 2009). The state has the highest population in Nigeria, with population of 9,383,682 and population density of 470 per/sq. km (NPC, 2006). The Kano metropolitan area has a population of 2,163,225 with population growth of 2.9% per annum (NPC, 2006). Nassarawa Local Government Area, (Study area) is the most populous in terms human and by households or housing unit, not just within the metropolitan area, but in the whole state at large (Salahudeen, 2018). The Study Area Lies With The Sudan savannah Belt In Which Grasses Are The Dominant Plant Cover Interspaced By Short Stunted And Xerophytic Trees That Can Withstand The Long Period Of Dryness. Human Activities Greatly Altered the Vegetation, Except Few Exotic, Economic and Shed Providing Trees That Remain Standing in the Area (Ado and Abdu 2018)

Sampling procedure

Multistage sampling techniques was employed for this study, in the first stage, Nasarawa local government was selected out of the 44 local government using simple random technique through name in the hat method. In the second stage same method was employed whereby two (2) ward out of the eleven ward of the local government were selected which was Badawa ward and Zangon Tukui Giginyu ward. In the third stage, 138 married women were purposively selected from the two (2) wards based on the married violence experienced among the married households in the study area.

Primary data were collected through the means of well-structured questionnaire with help of trained enumerators. The information collected included both quantitative and qualitative data. The questionnaire was divided into two sections that is, section A and section B. Section A contains the personal data of the married adult such as age, family type, household size and years in marriage. Section B contains questions made up of twenty items based on the research objectives and also it was designed in such a way that the respondents could respond to the items by ticking either strongly agree, agree, disagree or strongly disagree in space or boxes provided.

Analytical Technique

The analytical tools that were used for this research work include descriptive statistics, and Chi-square was adopted for data analysis.

Descriptive Statistics

The data on socio-economic characteristics of the respondents were analyzed using percentage and frequency distribution and analyzed data was summarized in tables.

Chi-square

Result and discussion

The result ad discussion of the analyzed data collected for this study are presented in this chapter. The result was based on the 138 questionnaire that was successfully administered to married women in Nasarawa local government area of Kano State for the study.

Table 1: Demographic Characteristics of Respondents

Variables	Frequency	Percentage
Age		
18-24 years	42	30.4
25-49 years	55	39.9
40 years and above	41	29.7
Total	**138**	**100**
Length of Marriage in Years		
1-5 years	23	16.7
6-10 years	54	39.1
Above 10 years	61	44.2
Total	**138**	**100**
Family Type		
Monogamy	56	40.6
Polygamy	82	59.4
Total	**138**	**100**
Household Size		
1-5 Years	36	26.1
6-10 Years	67	48.6
11-15 Years	35	25.4
Total	**138**	**100**

Source: Author's Fieldwork, 2022

Demographic Characteristics of Respondents

The result in Table 1 of the study shows that most of the married women in the study area were within the age bracket of 25-49 years represented as 39.90%, while 30.40% were within the age bracket of 18-24 years and 29.70% were above the of 40 years of age. This implies that majority of married women in the study area were within age bracket of 18-49 years of age. The table further reveals the result of length of married of the women respondent in the study area. The result depicted that 44.20% of the married women have been married for over ten (10) years, while 39.10% have been married between 6-10 years and only 16.70% has 1-5 years of married experience in the study area. This implies that most of the women who experienced violence in their married in the study area has more than 10 years of married experience. The table depicted that majority (59.40%) of the married women has polygamy family type while 40.60% has monogamy family type in the study area. The table shows the result of household size of the respondents in the study area. The table depicted that most (48.60%) of the married women has the family size of 6-10 members while 26.10% has the family of 1-5 members and 25.40% has the members of 11-15. This implies that the mean household size in both urban and rural area exceed the average of 5 and 7 individuals for urban and rural household size and this is not inline with Nigeria Demographic and Health Survey report of 2019 where they reported that the average household size in Nigeria is 4.7 persons. Urban households are slightly smaller than rural households (4.3 persons versus 5.0 persons) and it's also higher in the north than the south (NPC and ICF, 2019).

Table 2: Extent to which Hisbah Board Reduce Violence among Married Women through School-Based Intervention

Items	Mean	SD	Remark
Counsel married couples through seminars	2.65	.843	Moderate Extent
Encourage clerics to give relationship sermons	2.33	.744	Moderate Extent
Sensitization of youths before marriage through the media	2.57	.945	Moderate Extent
Have a unit responsible for marital counselling	2.54	.856	Moderate Extent
Enlightening newly married couples	2.75	.838	Moderate Extent
Average	2.57	.857	Moderate Extent
Chi-Square Tests of the Extent to which Hisbah Board Reduce Violence among Married Women through School-Based Intervention	**Value**	**Df**	**Asymp. Sig. (2-sided)**
Pearson Chi-Square	57.483[a]	12	.000
Likelihood Ratio	56.103	12	.000
Linear-by-Linear Association	.038	1	.844

a. 0 cells (0.0%) have expected count less than 5. The minimum expected count is 5.20.

Source: Author's Fieldwork, 2022

Extent to which Hisbah Board Reduce Violence among Married Women through School-Based Intervention

Enlightening newly married couple had the highest mean score (2.75) among the school-based intervention programme provided by Hisbah board to reduce domestic violence among married women (Table 2). On the average, the school-based intervention items are used to a moderate extent as the mean score was 2.57 with a standard deviation of .857 (Table 2). This is also confirmed to be statistically significant as the chi-square value of 57.483 with a df of 12 has a p-value less than 0.05 (Table 2). Hence, this implies that Hisbah board do make use of school-based intervention to a moderate extent and reduce violence among married women in the study area. This is inconsistence with recommendation of Ahie (2009) in his study who recommended that school counsellors could organize group counselling sessions for different age groups and classes, on the advantages of a violence free society. This is in line with report of WHO (2010) which posited that school-based interventions attempt to address gender norms and equality early in life, before gender stereotypes become deeply ingrained in children and youth. Whitaker reported that these target either male peer groups, or male and female youth together, and aim to increase knowledge of intimate partner violence, challenge gender stereotypes and norms and reduce levels of dating violence. Evaluations of these programmes suggest they can increase knowledge

about dating violence and improve attitudes towards it; their effectiveness at reducing levels of actual abuse towards females appears promising, although it has not been consistently demonstrated and evaluations have largely focused on short-term outcomes (Whitaker, 2007).

Table 3: Extent to which Hisbah Board Reduce Violence among Married Women through Economic Empowerment

Items	Mean	SD	Remark
Provision of business training for married women	1.64	.790	Low Extent
Encouragement of husband to start a business for their wives	1.86	.686	Low Extent
Encouraging government to provide jobs for married women	1.57	.754	Low Extent
Creating networking opportunities for business	1.70	.690	Low Extent
Facilitating initiatives that support women businesses	1.51	.686	Low Extent
Average	1.66	.731	Low Extent
Chi-Square Tests of Extent to which Hisbah Board Reduce Violence among Married Women through Economic Empowerment	Value	Df	Asymp. Sig. (2-sided)
Pearson Chi-Square	70.264[a]	12	.000
Likelihood Ratio	70.393	12	.000
Linear-by-Linear Association	.295	1	.587

a. 0 cells (0.0%) have expected count less than 5. The minimum expected count is 23.60.

Source: Author's Fieldwork, 2022

Extent to which Hisbah Board Reduce Violence among Married Women through Economic Empowerment

Table 3 of the study depicted that all the five items on the use of economic empowerment as a reduction strategy has a mean less than 2 but more than 1.5 which implies that they used to a low extent. This is evident with the average mean being 1.66 and the standard deviation being 0.731 (Table 3). This is also confirmed to be statistically significant as the chi-square value of 70.264 with a df of 12 has a p-value less than 0.05 (Table 3). Hence, this implies that Hisbah board make use of women economic empowerment strategy to reduce domestic violence to a low extent. WHO (2012) reported that several number of initiatives involving micro-finance have been established to increase women's economic and social power. These provide small loans to mobilize resources for income-generating projects, which can alleviate poverty. WHO (2012) asserted that credit programmes targeting women appear to show promise in reducing intimate partner violence. These include Grameen Bank and Bangladesh Rural Advancement Committee (BRAC) Rural Development programmes in Bangladesh**.** Here, women participants were interviewed retrospectively and asked if the programme had changed

their experience of intimate partner violence. Their answers revealed that they were less than half as likely to have been beaten by their partners in the previous year as women living in villages with no exposure to such programmes (Schuler, 2006). Women were protected from intimate partner violence through their ability to bring home a resource that benefited their partners, which improved their status in the household. Since participation allowed the women greater contact with others outside the home, their lives (and, therefore, experience of intimate partner violence) also became more visible. These programmes also showed benefits for the entire community.

Conclusion

The findings of the study led to the conclusion that domestic violent prevalence in Nasarawa Area is moderate and measures used to address it are mostly through school based intervention and strengthened community responses. Specifically, enlightening newly married couples and encouraging community members to report cases of domestic violence are the most used strategy by the board.

Recommendations

Based on the findings of this study, the following recommendation were made:

1. Husbands should be sensitized on not to maltreat their wife when taking in new wife.
2. School based intervention should be taking to schools in partnership with school authorities so as to orient people before getting married
3. The board should seek partnership with appropriate ministries in order to come up with empowerment schemes that can reduce domestic violence.
4. The institution should maintain their community reporting strategy and must ensure that they responds to report on time.

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VIOLENCE, INSECURITY AND ECONOMIC DEVELOPMENT OF NIGERIA 1999-2019

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Abstract

This paper examines the impact of violence and insecurity on economic development of Nigeria, it argues that, investment climate in Nigeria have been seriously affected by the spate of violence across the country from the ethnic conflict in Benue and Taraba state between the Tivs and Jukuns, the Urobo and Itesekiri in Delta state, the Hausa- Fulani and Zango-Kataf in Kaduna, to the Boko-Haram violence that have ravaged the north eastern part of Nigeria, the Niger Delta violence occasioned by agitation for resource control, agitation for Biafra state by IPOB and the various cases of kidnapping and armed robbery all fuelling insecurity in Nigeria since the advent of the current democratic republic in 1999. The study used conflict theory as propounded by Karl Marx and other conflict theorist to explain the spate of conflict in Nigeria. Data was sourced mainly from secondary sources such as journals, newspapers, government reports and archival documents. The study found out that class domination, corruption, marginalization, ethnicity, religious bigotry and intolerance, political power play, Poverty, unemployment and illiteracy are some the root causes of violence in Nigeria with its attendant devastating tolls on human life and the economy, especially in the area of foreign direct investment, conducive business climate, productivity and safe business environment in Nigeria. The study therefore recommends that all cases of marginalization and agitations by communities and groups in Nigeria should be resolved by the government by addressing the issue of unemployment and poverty so as to discourage the youth to be used to perpetrate violence. Those arrested for violent conduct must be prosecuted as deterrent to others, furthermore multinationals companies and other business concern should be made to carry out their social corporate responsibilities to communities were they operate so as to assuage the agitations by host communities especially in the Niger Delta of Nigeria

Keywords: Violence, Insecurity, Socio-Economic, Development, Security

Introduction

Nigeria is African's most populated country according to the 1996 National population census figure with an estimated population of 180 million people and one of the largest oil exporter in the world, however Nigeria is one of the poorest countries of the world with high unemployment, illiteracy and poverty level with it attendant impoverishment, sectarian violence and general insecurity. According to transparency international in 2006 Nigeria is rated as the second most corrupt country after Bangladesh. Corruption, mismanagement,

incompetence, struggle for domination and agitations by various ethnic and religious groups has increased the circle of violence and insecurity in Nigeria with serious negative impact on the economy. Violent conflict in Nigeria can therefore be attributed to many factors ranging from the shaky democratic structure bequeathed by the military in 1999, ethic rivalry among the various ethnic nationalities in various parts of Nigeria, religious intolerance, struggle for resources amongst others. Most Nigerians nine out of ten (85%) say they are concerned about kidnapping and general Insecurity in the country (Isamotu 2021: 31), of recent there have been cases of large abduction of students by bandits and other criminal of Greenfield University in Kaduna, students of federal school of forestry Afaka Kaduna state, the case of the Chibok girls in the North East amongst others. These crises have made it difficult if not impossible for the development of the Nigeria economy and a favourable investment climate.

This paper assess the impact of violence and insecurity on the economy of Nigeria, the persistence of these violent conflict be it ethnic as in the case of Tiv –Jukun crisis, the Zango-Kataf crisis in Kaduna state, the Aguleri – Umuleri crisis in Anambra, Urobo and itsekiri in Delta state, the Boko Haram insurgency in most of the north eastern part of Nigeria and the Farmers- Headsmen violence to mention but a few. Violence has affected a large population of Nigerians with several millions displaced and living in IDP camps with their family life, education and economy destroyed. Scarce resources that would have been channelled to addressing poverty and other development challenges by government are spent to quell this spate of violent conflicts all over the country. Also, foreign direct investment has been affected by this violence and in security in parts of the country. This paper therefore, intends to address the causes of violence, what efforts have been put in stemming the spate of violence and insecurity by the government, and the impact on Nigeria quest for economic development and prosperity.

The Concept of Violence

In the study of violence, Keeley (1996:3) states that violence occurs in immediate social environment for example in family, at school, in streets and public spaces, against children and women as violent crimes such as murder, manslaughter to organized crime and extend as far as politically motivated violence such as terrorism, assassination, persecution and torture. The world health organization report on violence and health defines violence as the use of force or power, threatened or actual against oneself, another person, against a group or community that either results in or has a high likelihood of resulting in injury, death, psychological harm, mal-development or deprivation. Galtung (1969) also asserts that an act of violence includes not just war, torture, homicide and other physical abuse but also emotional abuse, oppression and exploitation.

On a more general note, violence involves scenes of aggressive conflicts. Inappropriate physical contact that could harm another or utilizing a physical factor or power as a means of achieving ends. Best (2006) states that violence and insecurity can be precipitated by a number of other factors such as the collapse of nation basic institutions, holding faulty premature elections, politicians who exploit ethnicity to promote their own agendas.

Insecurity

Insecurity is a sense of helplessness in the face of problems, conflicts or concerns. It may result from a perception that life is unpredictable with expectation that what you are about to meet is not clearly understood or may result from a sense of being unaccepted, disapproved or rejected. According to Beland (2005) insecurity is a state of fear or anxiety due to absence or lack of protection. It may include the absence of peace and security be it religious, ethnic, social, economic and political and contribute to conflicts and violence leading to destruction of property and lives. To Achumba et al (2013), Insecurity can be discussed from two perspectives, firstly insecurity is the state of being susceptible to harm or injury, secondly, it is the state of being exposed to risk or anxiety. Insecurity therefore connotes the general psychological, economic, political and social situation which may constitute damage to the economy, owing from the varying degrees of political, religious, communistic land, criminality, separatist agitations and oil/ resource control oriented violence in Nigeria.

Economic Development

The concepts of economic development is different from economic growth because while economic growth deals with the level of output in an economy, economic development is related to increase in output coupled with improvement in social and political welfare of people within a country. Therefore, economic development encompasses both growth and welfare values. Economic development is also the improved living condition for its populace and they must be accompanied by an unprecedented shift of the society from conditions considered to be unacceptable to a more acceptable one in terms of poverty level, productivity, technology, employment and infrastructural development. According to Tom (2014) Development explains advancement, a change that would yield tremendous improvement in the overall living standard of a greater number of people in the society, it does not occur by chance, it is deliberate and all engaging process that society consciously aspires to and set out to achieve. In promoting economic development the state play a prominent role and ensure that the enabling environment is provided. The UNDP report 2002 identified key attributes of economic development to include, involving citizens in decision making, equal opportunity for all irrespective of gender, race, nationality and ethnic background and sound socio-economic policies geared towards growing the economic institutions and infrastructure of the country.

The Nigeria economy is naturally serviced from the abundant human and material resources in which government policy should be directed towards ensuring that, natural providence is harnessed to the greatest good and for the greatest number of the citizenry, based on this the Economic Development Policy enunciated by successive administrations in Nigeria seek to make Nigeria a major industrialized nation and economic power that continually strives for a sustained economic growth and development towards improving the quality of life for all Nigerians. The current government and indeed successive government has instituted several programmes to engender development, some of the economic reforms, including the Transformation

agenda of the Goodluck Jonathan regime, the National Economic Empowerment and development Strategy of the Obasanjo administration, Seven point Agenda of the Umaru Yaradua and the Buhari economic development and growth plan that focuses on reforming the government and developing the non-oil sectors, along deregulation of the downstream sector. The Nigerian economy just like any other across the world flourishes if the following conditions are available.

Theoretical Framework

This paper adopts Conflict theory, the theory was propounded by Karl Marx, it has many other sources including the works of Lewis Coser (1956) and Collins (1975). Although class was the core of Marx's theory, many contemporary conflict theorist view conflict as occurring among many groups and interests religion versus religion, ethnic group versus ethnic groups, consumers versus producers, the young versus elderly Simmels (1955). To the conflict theorist apart from group struggles for power the other conflict can arise between different groups and classes within a given political system for economic prestige, they focuses on disorder, disagreement and open discrimination between individuals and groups, it sees discrimination resulting from struggle for power among different groups in society. The basis of Marx arguments is materialism where economic factors determines every other sphere of life and the forces of production which is the foundation of any society and the society comprised a moving balance antithetical force that generate social change by their tension and struggle rather than peaceful growth was the engine of progress.

In a situation where the capitalist system in Nigeria produces a minority rich class exploiting the vast masses and their resources, then, these theories are suitable stable in analyzing the ongoing crisis in the Nigeria Delta Region, Boko Haram menace, Kidnapping, banditry and other forms of violence and insecurity in various parts of Nigeria. Nigeria operates a capitalist system in which the oil wealth has made several people rich at the expense of the vast poor. Having waited for a long time on negotiation for a fair share, the impoverished vast majority of the people at the rural areas are agitating due to discontentment and cry of marginalization and have resorted to violent crimes such as pipeline vandalization, kidnappings of oil workers (Best 2006). Most of the violence conflict in Nigeria revolves around Boundary disputes, land contestation, unequal distribution of economic resources, struggle for resource control and power, ethnic and religious manipulation by elite class to continue the domination and exploitation of the poor.

Overview of Types of Violence and Insecurity in Nigeria's Fourth Republic

Violence generally described actions usually deliberately that cause or intend to cause injury to people; animal or non-living objects. According to Keeley (1996: 3) Violence is associated with aggression and no society no region of the world, no culture is free of violence. At least within the conservative realm, there has been a consensus on physical violence with its damage and Injury-pain attributes, others include; internal wars, revolutions, guerrilla wars, insurgent rebellion, political purges, genocide, violent strikes, pogroms riot, sabotage, political execution and

assassinations. Individual violence on the other hand includes homicide, manslaughter, rape, assault, vandalism and attacks on persons and property. Dezurgbea (2006:33) identifies 5 types and causes of violence as: domestic, communistic, religious, political and group violence. The violence and coordinate violence (terrorism). The world health categories are: self-inflicted, interpersonal and organized violence. In this work, we shall not necessarily neglect the rest but emphasize on the types. The instinctive disposition to violence is a natural transgression however, advocates of non-violence have argued that violence can also be a learned activity and that passivism and negation of violence can be used to achieve world peace since violence and non-violence are two opposing sides of response and aggression. Several types of violence occur but emphasis would be laid on communistic, political, criminal and religious crises in Nigeria.

Communistic Violence

Violence in Nigeria ranges from communal bloody clashes overland to intra clannish violent disputes over artifacts and succession to a traditional throne, communal political practice and catastrophic balance between ethnic groups, economic and political figures, feeling of suppression and combination of primordial and class interest. Several communal clashes have occurred in Nigeria. The Tiv-Jukun (Benue-Taraba) Ife-Modekeke (Oyo) and Mangu-Bokkos (Jos). These conflicts are a few among other cases. Anifowose's (1982) vivid account of the Tiv political crisis particularly of 1960 and 1964 the "nande ior and atemtyo" were basically of power control particularly with the victimization of united middle belt congress members by the Northern People's Congress led Northern regional government. The emergence civil militia, insurgent groups and "Freedom fighters" have become a common feature. In most cases the existence of civil militia, communal belligerence or fighters has become business for the teaming unemployed.

Religious Crisis/Insurgency

The problem with Nigeria is the difficulty to separate ethnic from regional or religious crisis. Over trivial issues like an Igbo printer burning rough papers after printing copies of the Quran leads to thousands of Nigerians were killed in Kano, Kaduna and Aba in 1999. Since the advent of democracy in 1999, more than 10,000 Nigerians have been killed by sectarian and communal violence. The problem with this country is that ethnic problems start and dovetail into religious and vice versa. The Boko haram menace in several part of northern Nigeria, whose main objective is to institute sharia rule and do away with western education, has become a serious threat to national unity and cohesion and caused the death of several Nigerians mainly Christians, several churches have been bombed in Jos, Kaduna, Kano, Maiduguri and Bauchi, with thousands of people killed and injured. The violence unleash by this Islamic sect on the state is unprecedented in the nation's history, several public buildings including the Nigeria police headquarters in Abuja, the United Nations building have been attacked. Alamika and Okoye (2006). The sophistication and weapons used by the sect seems to have overwhelmed the poorly trained and equipped Nigeria security apparatus. The government mandate of transforming the Nigerian economy is being derailed by the

activities of this terrorist group Boko Haram, basically discouraging foreign investment and conducive environment for implementation of investments policies of government.

Political Violence

The political terrain of a country determines whether there is a stable or favourable investment climate. Two conditions are paramount, stable economy and stable political atmosphere. For actions or inaction, firms are made to face the risk of wars and political violence. Each time elections are to be conducted the vultures jubilate at the corpse of electioneering victims. The general problem during elections has been that they point bad signals. (Jensen and Young 1997).

The history of Nigeria is replete with cases of political or electoral violence. For example, 1953 crisis, June 12 1993 election annulment crisis, anti – SAP riot of 1986, what happened during the just concluded 2011 elections in some states of the country was deplorable especially the post-election violence in parts of the northern Nigeria following the declaration of Goodluck Jonathan as winner of the 2011 elections, Cities such as Kaduna, kano, Bauchi witnessed violent riots by supporters of the Mohammed Buhari the main challenger for the election. Crisis of this nurture has a lot of negative impact on the economic development of the country as both public and private businesses are often targets of the rioters. The recent farmers and herdsmen violence is most of the time interested more in political terms.

Exploitation of oil in the Niger Delta continues to engender deprivation, injustice and violence. The problem centers on oil and are generally linked to politics. Exploitation and spillage in which Chevron and Shell and other oil companies have abdicated their responsibilities to serve the interest of the host communities and the people of Niger Delta have insisted that the oil companies should address their grievances some of which include, not recruiting qualified indigenous applicants for jobs in these oil companies. Nor are indigenes patronized in award of contracts. The companies are run by those brought out from outside the Niger-Delta region (Amnesty News 2005:7). Since the MNCs cannot compromise the profitability interest of the mother corporation at home violence lingers in this area nonstop. These militants are angry with the oil companies who have devastated their environment and exploited oil resources without returns to the community, and a deep sense of isolation from the government.

Other Forms of Violence

According to the 2016 strategic conflict assessment report of Nigeria by the institute for peace and conflict resolution, Farmers headers conflict was prevalent in the North central and North western part of the country and the Rising cases of banditry since the advent of the fourth republic.

Root Causes of Violence/Insecurity in Nigeria

The Activities of International Capital

International capital as represented by the multi nationals corporations such as Shell petroleum, Chevron, Agip, Halliburton, Schlumberger and several other key players in the Nigeria economy have been fingered as the major cause of the marginalization of

communities in the Niger delta region fuelling the violence and insecurity in the region. The presence of these foreign investment and instrument of neo colonial tentacles greatly influenced the Nigerian economy, they represents the interest of the foreign bourgeoisie. There is no doubt that MNC are tentacles of neo-colonialism and the presence global world order of the Euro dollar regime. All the crises discussed above are product of an interface between the role of international capital, the Nigerian state and classes.

The MNCs produce uneven development, promoting the interest of a small number of local factory managers and relatively well-paid modern sector workers, against the rest of the widening wage differentials. Most badly hit are the neglected poor whose leaders are members of the opportune class that rather manipulates them for more crises in order to enjoy more flows in negotiation between the communities and the corporations. This is mainly in the oil rich Niger Delta region of Nigeria where the multi-nationals has failed to carry out their responsibilities and youth agitations has increased to protest against the activities of the oil corporations in the area. Strategic conflict assessment of Nigeria (2016:344)

The Struggle for Power and Resources in Nigeria

The dominance of the political actors in appropriating resources has made political power a very vital instrument of economic empowerment. In Nigeria and other less developed economics, politics can determine economic substructure. Thus, whoever controls politics control wealth. This explains why any attempt to touch an instrument of power, results to bloody violence. The question of who controls the economy of the area. The phenomenon of power relations are generally crises ridden. (Onimode, 1983). The Ijaw- Urobo (Warri) crises, the Tiv-Jukun crises (Taraba) the Mangu-Bokkos (plateau) crises of indigene ship are manifestation of who controls an area or jurisdiction of power. Some intra-clannish violence results out of some kind of suppression exerted by powerful in societies who do not want any emerging force to threaten their powers in an area.

Marginalization of oil Producing areas is another source of conflict in the Niger Delta mineral resources are sensitive to the industrial world, The marginalization of people of the mineral producing area particularly the oil producing states of the Niger Delta and attendant violence and insecurity basically to draw the attention of government to the degradation of its environment, poverty and unemployment greatly affects the economic development of the area and Nigeria at large. The recent farmer's header conflict in which pastoralist's graze their cattle's on farm lands of farmers is a ready example. The increase in the agitation by the indigenous people of Biafra (IPOB) may also be as a result of the dissatisfaction of the Ibos with the Nigeria system hence the rise of militant activities such as sit at home protest, blocking of highway, fuelling general insecurity in the south east region.

Intolerance and Religious fundamentalism

Nigerian is a country with diverse ethnic and religious backgrounds, with different ethnic groups living together in most cities, there is the need for to tolerate each other's differences

however in the recent past these have not been the case as Christianity and Islam as well as traditional religious extremists often unleash violence on each other laving vast destruction of lives and property, with each accusing each other of trying to dominate the other, the attempt to impose sharia law in kaduna state and other part of the North in early 2000, polarized most communities in the north and bloody violence (Abdu, 2002)

Ineffectiveness of Security Agencies

Security agents has not responded proactively to distress calls and early warning signals in violent prone areas, after most attacks the people are often angry with security agencies for refusing to come to their aid, sometimes the security agencies are fingered as collaborators with the violence perpetrators (Daily trust newspaper 26/01/2018 back page). Security agencies have failed to stop the menace of illegal weapons in circulation across the country, which pose a serious threat to the existence of the Nigerian state, according to Abdulsalam Abubakar chairman National pace committee over 6million illegal weapons are currently in circulation and traced to civilians, many of whom are jobless, hungry and angry (Adefolarin, 2021)

Corruption, Poverty and Unemployment

Corruption has held back economic growth and development in Nigeria according to the 2006 transparency international report Nigeria was ranked 142 out of 164 countries also the 2005 world bank report on Nigeria stated that Nigeria lost over $300 billon to corruption the last four decade without the eradication of corruption Nigeria will continue to be poor and the country infrastructure will suffer, industries will continue to remain moribund and unemployment will increase increasing the tendency for youths to engage in violent activities. Recent statistics also from transparency international ranks Nigeria 27 over 100 in corruption scale.

Ethnicity and Discrimination

The continued pursuit of narrow minded ethnic and sectional interest can prevent them from becoming independent and really nationalistic, the poor peasants in the face of poverty are frustrated, in most cases to fight against an enemy they did not really know. As such, ethic, religious and other primordial factors are manipulated resulting to these religious and other primordial factors are manipulated resulting to these religious and ethnic crises. After all this unproductive class which emerged from commerce and state patronage is not rooted in production but survives on primitive accumulation of wealth. (Forest in Ekekwe, 1986).

Impact of Violence and Insecurity on Economic Development of Nigeria

Looking at the analysis of violence and insecurity in Nigeria as discussed above it is clear that it is a horrible experience with several implications for the Economy and investment in particular.

i. **Loss of Manpower and productivity:** in many incidence of Violence and insecurity a very high death toll is recorded, meaning a loss of enormous manpower that would have been useful in productive economic activities. With the number of those killed or incapacitated in sectarian and communal crises; the arable land and immense natural resources,

would lack physical labour to compliment it.

Active population of Men, Women and Youths are displaced and quartered in IDP camps where they are unproductive. People are also afraid of moving around to avoid being Kidnapped or killed this certainly will affect productivity, for example a short journey of one hour by road from Abuja to Kaduna takes several hours because passengers have to queue at train stations considered safer.

ii. **Loss of Critical infrastructure:** infrastructure such as schools, hospitals, roads and factories are destroyed during this violence, constituting a serious setback to the economy the government will need to use scarce resources to rebuild this damaged infrastructure in the North east alone the federal government has to set up the North East development commission to help reconstruct and rehabilitate damaged infrastructure in the region.

iii. **Destruction of farm lands and small-scale businesses:** Violence and insecurity do not only affect large business concerns but also affect subsistence farmers and small-scale businesses, thus increasing poverty at the local level and further decreases the country's gross domestic product. The recent declaration of sit at home order by the indigenous peoples of Biafra (IPOB) has affected many small businesses in the south east, according to (Ochi, 2021) small scale businesses lost up to 4.7 billion naira during the period of sit at home to press government to release Nnamdi Kanu the leader of IPOB.

In Borno state and many parts of North west and North East agricultural activities has been brought to a halt as a result of the activities of Boko Haram, in Benue state Killer herdsmen and Bandits in the North west.

iv. **Decrease in Investment**: A good and stable environment is better for investment. It is actually risky or dicey to invest in place of refugees after all; there would be no stable human capital to be developed. The case is that, no serious investor would want to invest in or around an insecure environment. This is because of the morbid fear of the unknown that, he might lose his labour force, capital investment and have place to market his products. According to Nwogboso (2012) insecurity has affected a lot of investment because it increase the cost of doing business through either taking precautions against business uncertainty and risks through loss of goods and property. Many countries have also issued travel advisories to their nationals to be careful in moving around Nigeria this type of advisory; will deter foreign and local investors.

v. **Drop in Oil Revenue:** The continued violence in the Niger-Delta area will lead to evacuation of construction companies and oil exploration companies which will have a negative impact on the development of the area and nations revenue generally in the height of the Niger- Delta agitation in 2009 Nigeria oil production dropped from 2.6 million barrels a day to about 1.6 million barrels.

Kuku (2012) making the country to lose scares foreign exchange to finance the nation's budget

vi. **Distortion of economic development plan and Budget**:

Unstable terrain is capable of discouraging investors who would not want to risk their capital. This is because, violence creates feelings of insecurity that reduces the attractiveness of Nigeria environment to investors. Also, violence and insecurity prevent effective implementation of government development programme. Without doubt these factors have to great degree discouraged both foreign investors and investments. Government will also be forced to put scare funds into addressing the security challenges which ordinarily should be spent on infrastructure and social; services, in the last couple of years from 2015 to date defense has taken the largest chunk of Nigerian budget due to the rising cases of insecurity.

Conclusion

Nigeria has all it takes for a favourable investment climate: human and natural resources. However, in the face of full blown communal and sectarian crises, it has become very precautions if not dangerous an investment climate. In recent years down the lane instead of the most expected benevolent democracy; corruption unemployment, epileptic power and financial indiscipline, marginalization, resource mismanagement, nepotism and widening social inequality have created a fertile ground for violence to thrive with grave consequences to our investment climate.

Recommendations

The Nigeria government must continue to promote Justice and peaceful coexistence by ensuring that perceived marginalization and injustices are addressed whenever and wherever they are raised. The security agencies must be empowered with necessary equipment and motivation to respond quickly to violence alarm. Nigeria should move quickly to resolve boundary disputes, chieftaincy tussle and other form of causes of violence/Insecurity for a more stable country.

Nigerians must be educated and enlightened to see the country as a circular state and no religion can be adopted as a state religion to douse frequent religious violence especially in the northern part of Nigeria. The government should address the issue of poverty, illiteracy and unemployment in Nigeria as a means of solving the perennial violence in the society as a result of frustration, discontentment and availability for use by promoters of violence.

All those arrested and found culpable of unleashing violence on communities such as Boko Haram, herdsmen, Kidnappers and armed robbers should be prosecuted and made to serve their jail sentences as a deterrent to others. Multinational companies and other key players in the business sectors must be made to carry out its corporate social responsibilities to assist government enhance the living conditions of host communities to those companies, government should not hesitate to sanction such companies as their inability to address the communities grievances as a result of their activities always lead to violent conflicts.

Finally, Nigeria democracy should be based on electing result oriented-leadership. The leadership must at all times ensure inclusivity by making sure all parts of the nation are carried along in governance based on the yearnings and aspirations of the people. Such a leadership must not only plan but execute programmes with sound financial discipline; furthermore the commercial orientation of the bureaucratic indigenous bourgeoisies should be rooted in production to be able to solve the problem of poverty and unemployment which are major factors in perpetration of Violence and insecurity in Nigeria.

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ASSESSMENT OF THE CORE STRATEGIES IN ACHIEVING RURAL DEVELOPMENT POLICY IN KWARA STATE, NIGERIA

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Abstract

Rural development policy has been regarded as an aspect of government action that influences economic and social development in rural areas. It is a policy that affects the changes with unambiguously defined rural development goals. In Nigeria, governments at all levels considered rural development as a fundamental policy of bringing developmental projects to the rural areas in line with the yearnings and aspirations of the rural dwellers. In Kwara State specifically, successive governments made efforts to implement many projects through the Ilorin Agriculture Development Project (IADP) and Kwara State Agricultural Development Project (Kwara ADP) as part of the core strategies for achieving rural development policy in the state. However, the implementation of the core strategies was confronted with some constraints. It is in the light of this background that this paper seeks to broaden our knowledge through the evaluation of the core strategies of achieving rural development policy in Kwara State. Guided by a basic needs approach, qualitative data were purposely generated from the three (3) selected rural communities in the state. The research instruments consisted of Key Informant Interviews (KIIs) conducted. The data gathered from the interview was analyzed in line with the objectives of the paper. The paper recommends participatory planning involving all stakeholders in the implementation of the core strategies for achieving rural development policy in Kwara State.

Keywords: Assessment, Core, Strategies, Rural, Development

Introduction

Study revealed that the issue of rural development has become the target of the government globally. It has become part of a policy framework geared towards improving the quality of life of rural people. Rural development is a form of rural transformation that involves the changing of the socio-economic structures of the people in the rural areas. It is a way of expanding the scope of industrial growth and infrastructural development in the rural communities. In Nigeria, Chris (2012) notes that rural development policy has

become the priority of the government in the bid to expand the rural economy. The post-independence rural development policy of the government was geared towards making rural development to promote equitable distribution of infrastructural facilities between urban and the periphery of the country. Thus, rural development has become a strategic policy designed to improve the economic and social life of the rural poor and those who seek a livelihood in the rural areas across Nigeria.

As noted by Garuba (2015), government policy (s) on rural development in Nigeria spanned over the years. This is so because the government agenda towards rural transformation was subsumed under agricultural development in order to make agriculture a means of growing the nation's economy. In the early 80s, there was a relatively improved understanding of rural development policy among the policy makers. But the understanding of the policy failed to translate to corresponding improvement in rural development practice. This is so because efforts made by successive administrations to uplift the living standard of rural inhabitants through rural development programmes cannot justify the resources voted for the implementation of the programme.

In Kwara State, successive governments made efforts to implement rural development policy in the state. As observed by Mohammed (2019), the Ilorin Agriculture Development Project (IADP) was part of the efforts of empowering rural dwellers. The project was conceived to hasten effective implementation of the rural development policy in the state. The project consists of farm support services and physical infrastructure designed to benefit 90,000 farm families located in rural communities in the State. Support services like extension advice, crop protection measures, improved seeds, fertilizers, and the provision of credit facilities across the three senatorial districts were part of the policy agenda of IADP in the state.

Mohammed (2019) notes that physical infrastructure that includes construction of 300 km of gravelled feeder roads, maintenance of up to 1000 km of feeder roads, establishment of a project headquarter and construction of farm service centers in rural areas were part of designed project of IADP to promote rural development agenda of the government. However, the implementation of the core strategies of rural development policy was confronted with some constraints. It is in the light of this background that this paper seeks to broaden our knowledge through the evaluation of the success of the core strategies of achieving rural development policy in Kwara State.

Methodology

This study took place in (3) three selected local government areas in Kwara State. Tsaragi Community in Edu Local Government for Kwara North, Ejidongari Community in Moro Local Government for Kwara Central and Share Community in Ifelodun Local Government of Kwara South Senatorial district of the state. Qualitative data were purposely generated from the selected communities. The research instruments consisted of Key Informant Interviews (KIIs) and were conducted with three (3) purposely selected community leaders to represent each community selected for the study. The data gathered from the field work were content analyzed in line with the objective of the paper.

Conceptual Framework

The word development has been widely used to refer to a specified state of advancement or growth in the socio, political and economic activities in the society. According to Abyu (2020), development is not purely an economic phenomenon but rather a multi-dimensional process involving reorganization and reorientation of the entire economic and social system. Development is the process of improving the quality of human lives through relevant growth processes. Development also involves the act of creating conditions conducive to the growth of peoples' self-esteem through the establishment of social, political and economic systems and institutions which promote human dignity and respect.

As argued by Abyu (2020), development also serves as a means of increasing peoples' freedom to choose by enlarging the range of varieties of goods and services. Development implies increased skill and capacity, greater freedom, capability, self-discipline, responsibility, and mental well-being of the people. It is a multidimensional process involving major changes in social structures, popular attitudes, and national institutions as well as the acceleration of economic growth, reduction of inequality, and eradication of poverty in the society.

Shah (2020) sees development as a means of improvement in a country's economic and social conditions. More specifically, it refers to improvements in the way of managing the country's natural and human resources. To create wealth and improve people's lives, Shah (2020) while elaborating on the meaning of development suggests that positively there can be value judgments on what development is and what it is not. Therefore, development is a universally acceptable norm and condition that leads to a realization of the potentials of human personality. Furthermore, human-scale development calls for a direct and participatory democracy where the state gives up its traditional paternalistic and welfarist role in favour of a facilitator in enacting and consolidating people's solutions flowing from below.

Shah (2020) believes that empowerment of people through human-scale development takes much ahead of simply combating or ameliorating poverty. In this sense, development seeks to restore or enhance basic human capabilities and freedoms. It also enables people to be the agents of the nation's capitalistic process leading the national economy towards integration of communal productive capacity into foreign markets which in turn improves the foreign exchange earning of the state. Shah (2020) avers that the fruits of economic development may be distributed more equitably if local spaces are protected, micro- organizations are facilitated and the diverse collective identities that make up the social body are recognized and represented.

Development, therefore, necessarily requires a unified approach, integrating the economic and social components in plans, policies, and programmes for people's betterment. The challenge is to simultaneously integrate cross-sectoral and regional developmental needs as well as to make for a participative development. It is a process that creates growth, progress, positive change, or the addition of physical, economic, environmental, social, and demographic components. The

development represents the whole gamut of change by which an entire social system, tuned to the diverse basic needs and desires of individuals and social groups within that system, moves away from a condition of life widely perceived as unsatisfactory toward a situation or condition of life regarded as materially and spiritually better.

Rural development is a process aims at improving the standard of living of the people in rural areas. It essentially focuses on action for the development of the areas outside the mainstream urban economic system. Education, entrepreneurship, physical infrastructure, and social infrastructure all play an important role in developing rural regions. Rural development is also characterized by its emphasis on locally produced economic development strategies. Mohammed (2019) contends that rural development is a means of helping rural people to set the priority in their communities through and providing the local capacity; investment in basic infrastructures, social services, justice, equality, and security of the rural dwellers. Rural development is a strategy designed to enable rural communities to gain more of what they wanted and needed to improve their living conditions. It is the process of improving the quality of life and economic well-being of the rural dwellers.

As an action plan, Zhenzhong and Steffanie (2016) notes that rural development intended to further the social and economic development of rural communities and it presupposes qualitative and quantitative improvement to the living conditions of the people. The development of the rural environment is essential since the rural sector carries 70% of the country's population (Nigeria Rural Development Sector Strategy, 2006) thus all strata of government, particularly the one that is closest to the rural man (Local Government) has significant roles to play in rural development. Rural development to Rapeal (2008) in Mohammed (2019) is made up of the three arrangements:

i. The economic component arises from the fact that people's needs cannot be met without a substantial income in agricultural production; this requires substantial investment and trained manpower.
ii. The social components are of contention that people should have the opportunity of meeting their basic needs as well as the equitable distribution of income and assets.
iii. The political component has to do with manpower in the socio-economic relationship to create a healthy society characterized by mass participation in the decision-making process and organization setup.

Arising from the above definition is that rural development should be tied to the enhancement of quality of life through the provision of adequate socio-cultural facilities in the rural areas and the life pattern of the rural populace should be improved upon through their nutrition, health, education, social life, recreation, housing, security of life and property, a better economic status as well as the ability to favourably compete with the citizens of other societies in the urban societies. Rural development can be seen as ensuring positive changes(s) in the life of the rural people; socially, politically, and educationally.

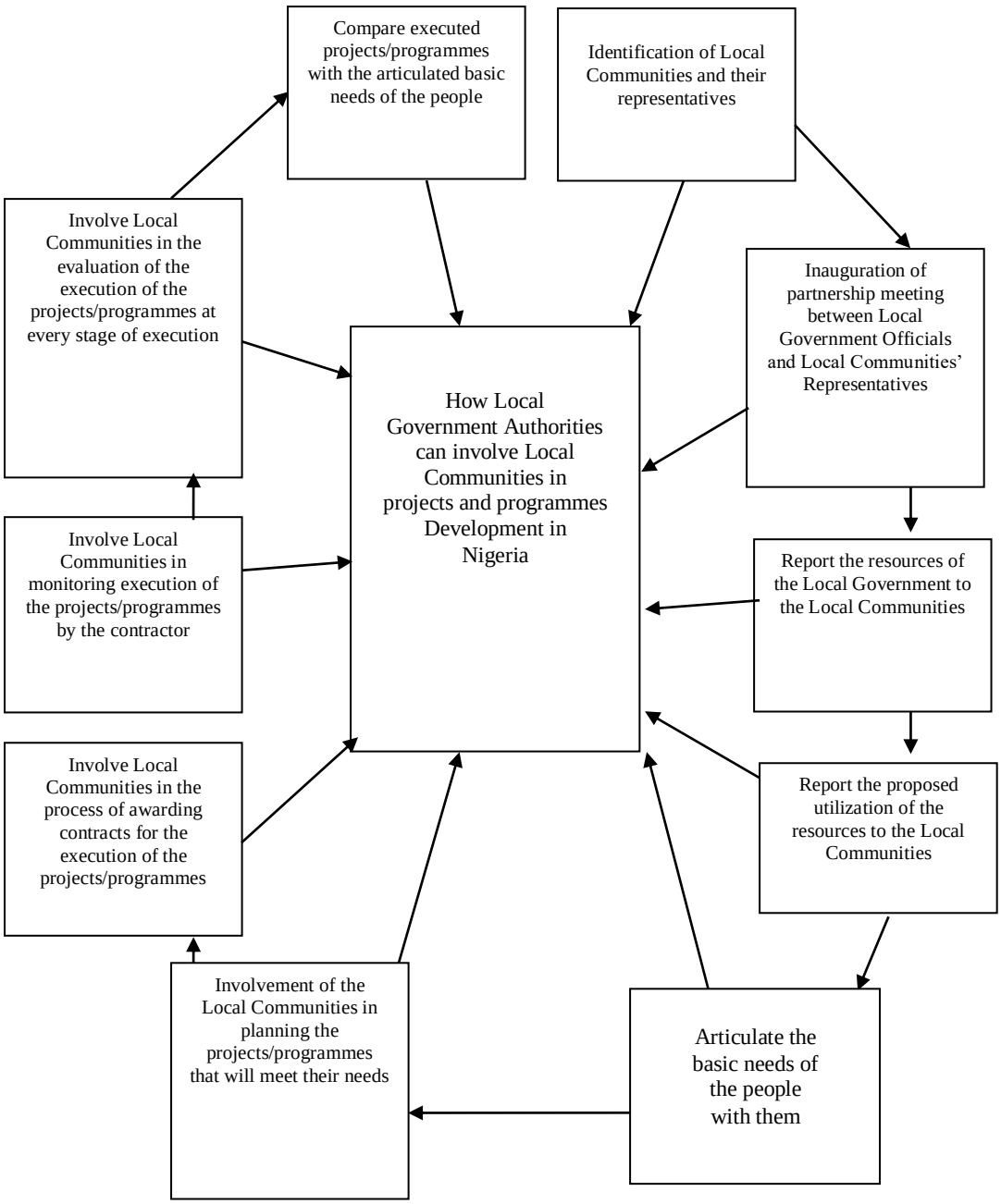
Theoretical Framework

The Basic Needs Approach

The basic needs approach is one of the major approaches to the measurement of absolute poverty in the community. It is an approach that explains the absolute minimum resources necessary for long-term physical well-being, usually in terms of consumption of goods and provision of basic needs to the poorer people in the community. According to Richard (1976), the "basic needs" approach was introduced by International Labour Organization's World Employment Conference (ILOWEP) in 1976, the conference proposed the satisfaction of basic human needs as the overriding objective of national and international development policy. The basic needs approach to development was endorsed by governments from all over the world and it influenced the programmes and policies of the governments as the precursor to human and community development.

In the rural development discourse, the basic needs approach has been described as appropriate to meet up the general assessment of changes in quality of life, broadly taken to include improvement in health and nutrition, education, safe environment, living condition, and reduction in gender and income inequalities among the rural people. The approach recognizes full participation of the people in the evaluation of the executed projects and this in turn will assist the policymakers to derive direct feedback from the people.

Basic Needs Community Development Curve



The above curve shows how the basic needs approach graphically narrates how the government is expected to involve people in planning and execution of the projects that can improve the general well-being of the people in the community.

Overview of Rural Development Policy in Nigeria

Nigeria's rural development policy is majority on infrastructural development and Agricultural development plans. Both plans seek to address issues related to poverty, unemployment, illiteracy and absence of social amenities to mention a few in rural areas. Since Nigeria's independence in 1960, successive governments have adopted different strategies at developing the rural areas in the country. However, despite pious official pronouncements, and declaration of intentions as contained in the development plans of Nigeria, each plan came with new promises which raised hopes that were never fulfilled by the nation's policy makers.

As observed by Ering, Otu and Archibong (2014), federal and regional governments shortly after the nation's independence vigorously put in place some policies framework towards transformation of rural communities in Nigeria. Then regional and national governments were preoccupied with the formation of farm settlements schemes to prevent the exodus of youths from rural communities to urban areas. The First National Development plan, 1962 - 1968 for example had agriculture as its priority which is considered to be synonymous with rural development policy of the government. The Second Development plan, 1970-1974 had as its main thrust on the attainment of a just egalitarian society which claimed to place high premium on reduction of inequality among urban and rural dwellers and this aspect of the plan was partially executed.

Ojonema and Samuel (2013) posit that it was only during the Third National Development Plan, 1975-1980 that an attempt was made to engage in what has been referred to as "integrated rural development in Nigeria. This refers to the Agricultural Development (ADPS) sponsored by the World Bank. In 1976, Operation Feed the Nation (OFN) was launched by the government with the bid of bringing down the escalating prices of food items and arresting the rate at which food was imported to Nigeria. However, despite the active involvement of the World Bank in the ADPs, for which the country has taken loans worth billions of Naira, Nigerian has continued to be deficient in food production and standard of living of the people, especially in rural areas still very low.

Furthermore, the River Basins and Rural Development Authorities established in 1978 by Obasanjo's Military regime also failed to achieve the target objective of rural development policy of the government even though succeeding governments continued with the policy option with all amount of determination to change the fortunes of rural areas. The Green Revolution, the Agricultural Development Project (ADP), Directorate for Food, Roads and Rural Development (DFRRI) and the Better Life Programme for Rural Dwellers (BLPRD) among others were established by the government before the country returned to civil rule in 1999 and as noted by Mohammed (2019) no significant rural transformation has been recorded despite huge amount of budgetary allocation to rural development projects in Nigeria.

Garuba (2015) avers that the Obasanjo's civilian administration at inception in 1999 put in place some programmes aimed at alleviating poor living conditions of Nigerians in rural and urban areas. Empirically, the

direction of the Poverty Alleviation Programme of the administration was designed to curtail the problem of unemployment especially among the youth and rural dwellers in the country. The specific objective of the programme was set in motion for effective economic empowerment of the people in the nation's rural communities. The needed fund pumped into the programme was seriously pursued.

Also, in an attempt to avoid the problem of the top-down approach of the previous rural development programmes, the Community Based Agriculture and Rural Development Project (CBARDP) were initiated in 2007. The programme was a demand driven to create wealth, employment and reducing income poverty among the rural population. The programme could have changed the fortune of rural dwellers in the country but despite the billions of naira that was put into the programme, it failed to achieve its main objective. Unfortunately, the rural communities in Nigeria have remained underdeveloped in many areas (Mohammed, 2019).

Core Strategies of Achieving Rural Development Policy in Kwara State

Scholars argue that the contemporary issue on effective implementation of rural development policy relies heavily on the impact of rural masses. As a result, the rural population who are supposed to be the focus of rural development policy implementation in Nigeria are not only alienated from the process but also neglected from the policy conception, formulation and implementation (Mohammed, 2019).

In realizing the role of the rural dwellers in the development of the state's economy and the need to adequately harness the state resources to better the lives of the rural areas in Kwara State, the successive governments rolled different programmes aimed at developing rural areas in the state. According to Mohammed (2019), the establishment of Kwara State Agricultural Development Project (Kwara ADP) was established with the mission of raising the living condition of the rural dwellers. This agency is a service provider in all agricultural sectors towards rural development in Kwara State.

Broadly, the core strategy of the government then was to make use of the Kwara ADP to provide proven agricultural technologies to over 280,000 farm families backed with the supply of Agricultural Input and Rural Infrastructural facilities such as rural feeder roads, water supply, irrigation facilities and processing equipment in the state. Mohammed (2019) opines that the Kwara State government also put in place the Ilorin Agriculture Development Project (IADP) that consists of a package of farm support services and physical infrastructure designed to directly benefit 90,000 farm families located in the central part of Kwara State. The other core strategies in achieving rural development policy in Kwara State include:

i. Raising the standard of living of the rural farming communities through increased income from higher agricultural productivity;
ii. Making Kwara State self-sufficient in food production and feed other States with its surplus;
iii. Improving the maintenance/supporting rural infrastructure in the areas of rural feeder roads, potable water supply,

irrigation facilities and agro-processing equipment.

Support services provided by the project include extension advice, crop protection measures, improved seeds, fertilizers, and provision of credit facilities to the rural dwellers. The physical infrastructure that has to do with construction and improving 300 km of gravelled feeder roads, maintenance of up to 1000 km of feeder roads, establishment of a project headquarters, construction and improvement of 20 farm service centers were projected as part of a policy framework towards rural development programmes in the state.

Discussion of Findings on Core Strategies of Achieving Rural Development Policy in Kwara State

This discussion is the outcome of the Key Informant Interview (KII) conducted in some randomly selected communities in Kwara State. For instance, on the first core strategy on how effective is the strategy of raising the standard of living of rural farming communities through increased income from higher agricultural productivity among rural dwellers in Kwara State.

One of respondents asserted that:

> *Government has done wonderfully well with the Ilorin Agriculture Development Project (IADP) consisting of packaging of farm support services to rural communities in Kwara State. This strategy of rural development initiative would have raised the standard of living of the rural dwellers through increased income from higher agricultural productivity. However, the recent issue of the Fulani/Farmers crisis has made it difficult for the government to realize this noble strategy in Kwara State* ***(KII/KCSD, 2021)****.*

Another respondent argued that:

> *My brother, forget about the issue of the rural development policy of the government. In fairness, the Kwara State Agricultural Development Project (Kwara ADP) is a good policy framework of the government towards attainment of rural development policy in the state. However, the issue of farmers/Fulani herdsmen clashes, kidnapping of farmers on their farmlands and the general insecurity have made it difficult for farmers to assess their farms land regularly and this has made it difficult for the effective realization of the core strategy of achieving rural development policy in Kwara State* ***(KII/KNSD, 2021)****.*

Another respondent posited that:

> *The current government made the issue of the rural development programme a must accomplish task. This is so because the government made improved infrastructures in the rural areas as a motivating technique to increase the income generation from the non-oil sector of the economy. The ministry of Agriculture and Natural Resources is blessed with a technology incubator center, and other agriculture technology centers established towards making the realization of the core strategy of raising the standard of living of the rural dwellers through increased income from higher*

agricultural productivity. But the issue of insecurity is making it a little bit difficult for the effective realization of the strategy ***(KII/KSSD, 2021)****.*

These positions expressed by the respondents on the issue of raising standard of living of rural farming communities through increased income from higher agricultural productivity as one of the core strategies of achieving rural development policy in Kwara State confirms the position of Ajibefun (2018) that the issue of insecurity and Fulani herdsmen/Farmers crisis has made it difficult for effective implementation of rural development policy in Nigeria. This is because the Fulani herders in most cases settled in fertile areas to rear their cattle and when the migration continued to be dictated by economic and socio-political factors, it increased trends of conflicts between the herders and their host communities (farmers).

Many farmers lost their lives, properties/ farmlands or crops every year to Fulani herders. The conflicts usually came into existence as a result of encroachment of farmlands by the Fulani herders. Most worrisome in the present development is the pillaging, raping, killings and kidnappings by the so called Fulani herdsmen. Stories are found in national dailies on how these shepherds strategically attack several communities with sophisticated assault guns-AK-47 (Ajibefun, 2018). For the core strategic policy, the government proposed to make Kwara State self-sufficient in food production and feed other States with its surplus from higher agricultural productivity among the rural dwellers.

One of the respondents averred that:

Yes, the government has provided some infrastructural facilities to the rural communities in Kwara State. Community development programmes like provision of drinking water, electricity, rural roads, elementary education, health services and development of agriculture and allied activities have been executed by the state government as part of its core strategy for rural development in the state ***(KII/KNSD, 2021)****.*

Another respondent argued that:

Development of village cottage industries and handcrafts has been established by the government in addition to regular agricultural research, extension rural education and training programmes for farmers. This formed part of the institution building capacity of the state government towards self-sufficient food production through rural development core policy strategy of the government ***(KII/KSSD, 2021)****.*

A community leader opined that:

The Kwara State government has done well when it comes to the issue of infrastructure building activity related to the growth of irrigation, transport, and communication and health facilities in rural areas. This has improved marketing facilities for the distribution of agricultural inputs and implements. Policies related to land tenure; agricultural output, prices and taxation of agricultural incomes have been executed as part of core strategic policy of rural development in the state ***(KII/KCSD, 2021)****.*

The responses obtained in the cause of this investigation have showcased that successive governments in Kwara State did well on the issue of provision of infrastructural facilities as part of making its core strategy of rural development policy in Kwara State. As argued by Zhenzhong and Steffanie (2016), rural development is necessary not only for an overwhelming majority of the population living in villages but the development of rural activities. This is essential to accelerate the pace of overall economic development of the country. It is a strategy package seeking to achieve enhanced rural production, productivity, greater socio-economic equity, in social and economic development of the state.

Zhenzhong and Steffanie (2016) note that the primary task of making rural development possible is to mitigate the hunger of about 70 percent of the rural population by providing adequate and nutritious food. Then follow an adequate provision of clothing and footwear, a clean house in a clean environment, medical care, recreational facility, education, transport and communication. As revealed in the interview conducted, this position has been the driving force for achieving sustainable rural development policy in Kwara State.

On the core strategic policy of improving rural infrastructure in the area of rural feeder roads, potable water supply, irrigation facilities and agro-processing in Kwara State. A respondent noted that:

> *In the realization of this core objective, the state government through Kwara ADP and IADP has provided a template for development of socio-economic infrastructure that would facilitate the establishment of rural banks, and co-operative societies in the state. This policy has assisted in the development of human resources mobilization that enhanced productivity in the agricultural sector. This has also increased the income of some rural dwellers in Kwara State* ***(KII/KSSD, 2021)****.*

Another responded said:

> *Yes, the government has provided some irrigation facilities and agro-processing equipment to some communities in Kwara State through IADP and this has been helping farmers to have bumper harvest. However, not all communities have benefited from these projects and this has made it a little bit difficult for effective realization of the main objective of the rural development programme in the state* ***(KII/KCSD, 2021)****.*

One of respondents also argued that:

> *The strategic policy of improving rural infrastructures in the areas of rural feeder roads, potable water supply, irrigation facilities and agro-processing equipment has been encouraged in Kwara State. However, the government still needs to be more proactive in spreading these laudable projects across the state* ***(KII/KNSD, 2021)****.*

As revealed in the above responses of the respondents, it has been empirically proved that much has not been done on the aspect of the third core strategic policy framework of supporting rural infrastructures in some rural communities in Kwara State. Many

respondents were of the opinion that the state government tried in the area of rural feeder roads and portable water provision to the rural communities. In the area of irrigation facilities and agro-processing equipment, the research results revealed that both the Kwara North and Kwara South Senatorial Districts have not benefited much on infrastructural provisions in Kwara State when compared to some communities in Kwara Central Senatorial District.

In contrary with position made by Karalary (2005), improving the living standards of rural people is not limited to provision of basic facilities to the rural dwellers, but it has to do with development of rural community supported by development of rural activities that can promote rural production, productivity, and greater socio-economic equity of the people. Improvement in the quality of life of rural dwellers formed an important agenda of the rural development programme.

Challenges Confronting Implementation of Core Strategies of Achieving Rural Development Policy in Kwara State

i. **Lack of Adequate Monitoring and Evaluation of the Policy:** Mohammed (2019) asserts that inadequate monitoring and evaluation of the core strategies of rural development policy contributed to slow implementation of the policy in Kwara State. The policy monitoring unit of the government did not monitor and evaluate the implementation of the policy as expected. Some common challenges of monitoring and evaluation of the core strategies rural development policy in Kwara State includes, time and resource to implement the policy in line with its main goals, also, the issue of technical expertise, culture/attitudes to the policy implementation and lack of focus in planning, formulation and evaluation of the policy has been considered as major challenges impeding effective implementation of core strategies of achieving rural development policy in Kwara State.

ii. **Programmes and Projects Abandonment:** It is a common phenomenon to see succeeding governments abandoning laudable projects initiated by their predecessors whenever there is a change of government. The majority of succeeding administrations in Kwara State are in the habit of discontinuing developmental projects put in place by their predecessors. As averred by Mohammed (2019), the Ilorin Agriculture Development Project (IADP) and Kwara State Agricultural Development Project (Kwara ADP) initiated with mission of bringing development to the rural areas in the state were neglected by succeeding governments in the state thereby resulted to difficulty in the implementation of the core strategies of achieving rural development policy in the state.

iii. **Issue of Fulani Herdsmen and Farmers Clashes:** The Fulani herdsmen and Farmers conflict in most parts of Nigeria has made it difficult for effective implementation of core strategies of achieving rural development policy especially on the issue of making Kwara State self-sufficient in food production. The farmers can no longer farm peacefully because of the fear of being attacked by Fulani herdsmen. According to Ajibefun

(2018), the clashes have resulted in destruction of vast expanses of arable agricultural farmland thereby posing serious threat to food security and attainment of the core strategies of achieving rural development strategies in Kwara State Nigeria.

iv. **Exclusion of Relevant Stakeholders in the Policy Planning and Implementation:** As noted by Mohammed (2019), the exclusion of major stakeholders in the formulation and implementation of the core strategies of achieving rural development policy in Kwara State has slowed down effective implementation of the policy in the state. It is important to note that stakeholders are not only in a better position to identify, plan and formulate rural development programs that will meet the aspiration of the rural dwellers, but it will also ensure that such programs are implemented to the satisfaction of the people.

Conclusion and Recommendations

This paper assessed the core strategies of achieving rural development policy in Kwara State. The policy was designed in the bid of raising the standard of living of the rural farming communities through increased income from higher agricultural productivity. The core strategy of the government was to make use of the Kwara ADP in provision of proven agricultural technologies to farm families backed up with the supply of agricultural input and rural infrastructural facilities such as rural feeder roads, water supply, irrigation facilities and processing equipment in the state. In the realization of this core objective, the state government through Kwara ADP and IADP has provided a template for development of socio-economic infrastructure that facilitated the establishment of rural banks, and co-operative societies in the state.

This policy has assisted in the development of human resources mobilization and enhanced productivity in the agricultural sector in Kwara State. This has also increased the income of some rural dwellers in the state to some appreciable level. The strategic policy of improving rural infrastructures in the areas of rural feeder roads, potable water supply, irrigation facilities and agro-processing equipment has been encouraging. However, the full attainment of the core strategies of the policy is hindered by the insecurity and Fulani herdsmen and Farmers conflict especially on the issue of making Kwara State self-sufficient in food production and feeding other states with its surplus. The farmers can no longer farm peacefully because of the fear of being attacked by the herdsmen.

It is on this note that this paper recommends constant dialogue between representatives of farmers, host communities and Fulani herdsmen so that essence of social interaction irrespective of religious and ethnic background can be promoted in order to prevent incessant clashing between farmers and Fulani herdsmen in the state. Ranching methods of cattle rearing should be adopted at rearing locations. Government also needs to be firm and fair in its resolution and implementation of decisions on rural development projects in the state. In addition, a participatory planning process that involves all stakeholders (herdsmen and farmers) in the dispute resolution mechanism should be adopted so that the objectives of the attainment of rural development policy can be attained in Kwara State.

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NEOLIBERALISM IN CRISIS: GLOBALIZATION OR RE-NATIONALIZATION

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Abstract

The world has been battling with the crises of neoliberal economic policies to the extent that the consequence of its pursuit has rendered many nations particularly of the developing world to go begging on the street. It is in view of that, this paper examined the crises of neoliberalism under the current era of neoliberal capitalist globalization with a view to diagnose whether the crises is tilting the nation-states towards globalization trend or pursuit of re-nationalization policies, and of what relevance are the pursuit of any of the two trends. To do that, the paper surveyed literature and other secondary materials relevant to the subject matter of the study.

Keywords: Neoliberalism, Globalization, Capitalism, State, Nationalization

Introduction

The forces that shaped human history in the last six centuries have been the epochal phases of integration characterized by the movements of human and material resources across territorial boundaries leading to what we today called neoliberal capitalist globalization. Neoliberal economic policies have been the major engine driving the current era of capitalist globalization. The consequence of which has led to the opening up of the economies of many nation states. In the years since the World iWar II, and most especially during the past three to four decades, many governments have adopted the IMF and World Bank's prescribed economic stabilization programs with the hope that economic development and prosperity will be attained. However, and as a consequence, such countries especially those of the third world extraction, are left battling with the crises to the extent that the consequences of their pursuit have rendered many nations to go begging ion the street.

It is in view of the above, this paper examined the crises of neoliberalism under the current era of globalization with a view to diagnose whether the crises are tilting nation-states towards more globalization trend or making them to pursue re-nationalization policies, and of what relevance are the pursuit of any of the two trends. In order to give this paper the right spectacle or frame of analysis, next section provides conceptual clarifications which clearly dwelled on how this paper conceived Neoliberalism, Globalization and re-nationalization.

Conceptual Clarification

Neoliberalism: One of the conceptions about neoliberalism is that which viewed it as a revival of liberalism. This

conception aver that liberalism, as a political ideology, has been absent from political discussions and policy-making for a period of time, only to emerge in more recent times in a ire-embodied form. It suggests, in other words, that liberalism has undergone a process of initial growth, intermediary decline, and finally a recent reconstruction. Alternatively, neoliberalism might be perceived of as a distinct ideology, descending from, but not identical to liberalism proper. Under this interpretation, neoliberalism would share some historical roots and some of the basic vocabulary with liberalism in general. This explanation places neoliberalism in the same category as American neo-conservatism, which is an ideology or political persuasion somewhat similar to and yet markedly different from much conventional conservative thought, and often hardly recognizable as a genuinely conservative ideology (Fukuyama i2006).

In another development, neoliberalism is conceived as a loosely demarcated set of political beliefs which most prominently and prototypically include the conviction that the only legitimate purpose of the state is to safeguard individual, especially commercial, liberty, as well as strong private property rights. This conviction means that the state ought to be minimal or at least drastically reduced in strength and size, and that any transgression by the state beyond its sole legitimate purpose is unacceptable. These beliefs could apply to the international level as well, where a system of free markets and free trade ought to be implemented as well; the only acceptable reason for regulating international trade is to safeguard the same kind of commercial liberty and the same kinds of strong property rights which ought to be realized on a national level (Friedman, 2006).

According to David Harvey, Neoliberalism is in the first instance a theory of political economic practices that proposes that human well-being can best be advanced by liberating individual entrepreneurial freedoms and skills within an institutional framework characterized by strong private property rights, free markets and free trade. The role of the state is to create and preserve an institutional framework appropriate to such practices. The state has to guarantee, for example, the quality and integrity of money. It must also set up those military, defense, police and legal structures and functions required to secure private property rights and to guarantee, by force if need be, the proper functioning of markets. Furthermore, if markets do not exist (in areas such as land, water, education, health care, social security, or environmental pollution) then they must be created, by state action if necessary. But beyond these tasks the state should not venture. State interventions in markets (once created) must be kept to a bare minimum because, according to the theory, the state cannot possibly possess enough information to second-guess market signals (prices) and because powerful interest groups will inevitably distort and bias state interventions (particularly in democracies) for their own benefit (Harvey 2005:2). This means that Harvey sees neoliberalism not as a continuation of liberalism, but as something which lives independently of mainstream liberal values and policies. In fact, it seems that some neoliberals are not liberals in any meaningful sense at all, as Harvey sees anti-liberal autocrats such as Deng Xiaoping and Augusto Pinochet among the political

vanguard of neoliberalism. Nevertheless, there seems to be neoliberals with a liberal identity as well, and among these, political theorists and economists such as Hayek and Friedman figure prominently alongside nominally conservative politicians such as Reagan and Thatcher in Harvey's view of our recent history, as being largely responsible for all things neoliberal. With his definition, which incorporates everything from Thatcherism to socialism with Chinese characteristics, Harvey emphasizes, rightly so, that neoliberalism is a theory of political economic practices rather than a complete political ideology. In fact it does not seem to be any sort of clear-cut connection or even a correlation between a favourable assessment of neoliberal economic practices and a commitment to liberalism proper.

To sum it all, as Ndubuisi (2016:1) observed, neoliberalism is an economic policy model that transfers control of economic factors from the public to the private sector of the economy. It takes from the basic principles of neoclassical economics suggesting that governments; must limit subsidies, make reforms to tax law in order to expand the tax base, reduce deficit spending, limit protectionism, and open markets up to trade, seeks to abolish fixed exchange rates, back deregulation, permit private property, and privatize businesses run by the state, and greatly reduced government spending. In other words, it is based on the belief that states ought to abstain from intervening in the economy, and instead leave as much as possible up to individuals participating in free and self-regulating markets.

Globalization: Like every other social science concepts, the concept of globalization has been variously defined using different spectacles. As a term, globalization is new, but in terms of what it represents, it is never new. It is mostly been conceived to mean a process of interaction and integration involving people, companies, and governments of different nations, a process driven by international trade and investment and aided by the information and communication technology. Supporting the preceding argument, Nilufer (2012:3) argued that the process has effect on the environment, culture, political systems, economic development and prosperity, and human physical well-being and in societies around the world. While some scholars are of the view that the phenomenon of globalization is a reality, others advanced a counter argument which questioned the extent to which the world is a global village. Whichever way one decides to go, it all boils down to the spectacle which one decides to use.

For the sake of this paper, globalization is a reality and is a phase with its own peculiar characteristics among the phases in the development of capitalist mode of production. To this end, it is a process of integration of economic, political and cultural ways of life of people fuel by the information and communication technology.

Re-Nationalization: This paper viewed re-nationalization in terms of an emerging trend or trends in the behaviour, conduct and attitude of the state as against the ideology fueling contemporary neoliberal capitalist globalization. In other words, it can be conceived as an alternative to the crisis of neoliberal economic policies which enable state to look inward and give priority to itself rather than opening up and or embracing neoliberal policy

prescriptions that are detrimental to its own economic development.

From the foregoing therefore, it is important to note that neoliberal economic policies are the major engine which, with the help of information and communication technology, fuels the development of globalization. While re-nationalization, is a trend been pursued by those countries adversely affected by neoliberal economic policies as an alternative. For better understanding of the concept of neoliberalism, it is important to understand its origin, growth and development. The next section has taken care of that.

Historicizing Neoliberalism

Neo-liberalism originated in western liberal philosophical and political traditions in the 18th and 19th centuries. Neoliberal policies aim for a *laissez-faire* approach to economic development. Laissez-Faire ('leave alone' in French) is an economic theory that became popular in the 18th century which says that the less the government is involved in free market capitalism, the better off business will be, and then by extension society as a whole. The critics say that the idea of letting this economic system run without regulation or correction would be to dismiss those most in need of assistance. Keynes was a prominent critic of laissez-faire economics, and he argued that the question of market solution versus government intervention needed to be decided on a case-by-case basis. The argument for the laissez-faire approach as it appeared in Europe was that the government should only intervene in the market economy in order to preserve property, life, and individual freedom. The use and popularity of the term neoliberal declined steadily, specifically in the 1960s. It gained popularity again in the 1980s, connected to Chilean economic reforms issued by Augusto Pinochet. During this time, the term gained a negatively slanted connotation and was used primarily by critics of market reform. The meaning of the term also shifted to indicate a more radical laissez-faire capitalist pool of ideas. Most scholars began to associate the term with Friedrich Hayek and Milton Friedman. However, this thinking led in part to the 2008 financial crisis. The term is rarely heard in the United States. Neoliberalism is rooted in the classical liberal ideas of Adam Smith and David Ricardo. Both viewed the market as a self-regulating mechanism tending towards equilibrium of supply and demand, thus securing the most efficient allocation of resources.

Neoliberalism now emerged as monetarism in the 1970s, a reflection of the triumph in the west of the monetarist shade of neo-classical economics, which was against Keynesianism and all it stood for. Monetarism is essentially about ascendency of the market and "peripheralization" of the state, which in the monetarists' view had become too large, unfit and inefficient, and excessively interventionist. As part of the effort to reduce the size and role of the state, they called for the withdrawal of a host of subsidies that were introduced at the height of the Keynesian revolution, the elimination of subventions to public enterprises and privatization of those enterprises. The globalization of the monetarist agenda was skillfully assisted with the coming to power in the early 1980s of conservative governments dedicated to the cause of monetarism in the leading western countries that dominate the world capitalist economy. The most prominent of these governments were those of

Margaret Thatcher in Britain, Ronald Reagan in the United States, Helmut Kohl in West Germany, and later Brian Mulroney in Canada. The 1980s was the era of monetarists' domination of economic policies in the third world. The IMF and the World Bank effectively imposed their policies of SAP as a panacea of economic transformation throughout developing countries, including Nigeria. For better understanding of the character of a neoliberal state, the next section deals with the basic observable feature that can be found in any state that's pursuing neoliberal economic policies.

The Character of a Neoliberal State

As an economic policy model under the current era of capitalist globalization, neoliberalism, instruct states who embraced its policy prescription to transfer control of economic factors from the public to the private sector of the economy. It takes from the basic principles of neoclassical political economics which suggest that state should undertake to ensure the following:

- Limit subsidies
- Make reforms to tax law in order to expand the tax base,
- Reduce deficit spending,
- Limit protectionism, and open markets up to trade.
- It also seeks to abolish fixed exchange rates,
- Back deregulation,
- Permit private property, and
- Privatize businesses run by the state, and
- Greatly reduced government spending.

The neoliberal state, according to Harvey (2005: i64), should favour strong individual private property rights, the rule of law, and the institutions of freely functioning markets and free trade. These are the institutional arrangements considered essential to guarantee individual freedoms. The legal framework is that of freely negotiated contractual obligations between juridical individuals in the marketplace. The sanctity of contracts and the individual right to freedom of action, expression, and choice must be protected. The state must therefore use its monopoly of the means of violence to preserve these freedoms at all costs. By extension, the freedom of businesses and corporations (legally regarded as individuals) to operate within this institutional framework of free markets and free trade is regarded as a fundamental good. This means that the state must reduce itself to the roles identified above by creating the enabling environment for capital to thrive.

The Crises of Neoliberalism

The implementation of neoliberal economic program most especially during the 1970s and the 1980s is rather a painful process for those nation program. The process was characterized by multiplication of crises around the world ranging from the crisis that engulfed the United State of America (USA) in the i1980s, Japan in the 1990, Mexico in 1994/95, Korea and other countries of the East Asia in 1997, and Latin America, notably Argentina in 2001, as well as the crisis that hit USA, Europe and many other countries in i2008 and i2009 which was described as global economic meltdown, resulting from the failure of market forces. In fact, according Fredrick and Razeen (2010:2), the financial crisis that exploded in September i2008, preceded by the credit crunch that started a year earlier, transformed a benign global

political and economic context into something more malign.

A sharp contraction in global growth ensued. This was reinforced by even sharper contractions in trade, Foreign Direct Investment (FDI) and other channels of globalization. The world suffered its worst "de-globalization since the Second World War because of the pursuit of neoliberal economic policies. Contrary to some predictions, Asia did not "decouple from the West; it too was dragged down. The only way out for the global economy was for the state to intervene to bail it out, and that was what happened even in the Euro-American Western countries.

Moreover, such crises were triggered, as observed by Harvey (2005: i67-68), by the contradictions embedded in the neoliberal economic policies. Harvey described the contradictions as follows:

> *First, there is the problem of how to interpret monopoly power. Competition often results in monopoly or oligopoly, as stronger firms drive out weaker. Most neoliberal theorists consider this unproblematic (it should, they say, maximize efficiency) provided there are no substantial barriers to the entry of competitors (a condition often hard to realize and which the state may therefore have to nurture). The case of so-called 'natural monopolies' is more difficult. It makes no sense to have multiple competing electrical power grids, gas pipelines, water and sewage systems, or rail links between Washington and Boston. State regulation of provision, access, and pricing seems unavoidable in such domains. While partial deregulation may be possible (permitting competing producers to feed electricity into the same grid or run trains on the same tracks, for example) the possibilities for profiteering and abuse, as the California power crisis of 2002 abundantly showed, or for deadly muddle and confusion, as the British rail situation has proven, are very real. The second major arena of controversy concerns market failure. This arises when individuals and firms avoid paying the full costs attributable to them by shedding their liabilities outside the market (the liabilities are, in technical parlance, 'externalized'). The classic case is that of pollution, where individuals and firms avoid costs by dumping noxious wastes free of charge in the environment. Productive ecosystems may be degraded or destroyed as a result. Exposure to dangerous substances or physical dangers in the workplace may affect human health and even depletes the pool of healthy laborers in the workforce. While neoliberals admit the problem and some concede the case for limited state intervention, others argue for inaction because the cure will almost certainly be worse than the disease (Harvey, i2005: i67-68).*

Other contradictions as observed by Harvey include the establishment of intellectual property rights (patents)-which encourages rent seeking'. Those who hold the patent rights use their monopoly power to set monopoly prices and to prevent technology transfers except at a very high cost. There is also the claim that individuals are supposedly free to choose, but they are not supposed to choose to construct strong collective institutions (such as trade

unions) as opposed to weak voluntary associations (like charitable organizations). They most certainly should not choose to associate to create political parties with the aim of forcing the state to intervene in or eliminate the market. To guard against their greatest fears—fascism, communism, socialism, authoritarian populism, and even majority rule—the neoliberals have to put strong limits ion democratic governance, relying instead upon undemocratic and unaccountable institutions (such as the Federal Reserve or the IMF) to make key decisions. This creates the paradox of intense state interventions and government by elites and 'experts' in a world where the state is supposed not to be interventionist. One is reminded of Francis Bacon's utopian tale New Atlantis (first published in 1626) where a Council of Wise Elders mandates all key decisions (Harvey, 2005:68).

While commenting further on the crisis of neoliberalism within the context of land grab, Vandana Shiva (2014: 49) observed that, trade liberalization has succeeded in the commodification of land which led to the grabbing of vast land for capitalist production, as a result of which, led to the dispossession of millions of peasant farmers around the world and most especially in the sub-Saharan Africa of their means of production. Of particular reference to such crisis in Nigeria, is the happening across some states such as Sokoto, Kano and Jigawa States respectively, where peasant farmers were forced to sale off their farm lands to private interests. The consequence of which they were left with no means of production other than their unskilled labor power to the extent that, the only way left for them to cater for their children, is to send them for errand to other neighboring states. Hence, the belief that, most of the shoe makers and nail cutters as well as beggars that flooded our streets is children of the dispossessed peasant's families.

Worthy to note also, is the fact that, immediately after the second world war, supranational institutions were established during the Bretton Woods conference of 1944 by the Euro-American Western powers, who were adjudged to be the architect of neoliberalism, such as the World Bank and International Monetary Fund, were saddled with the responsibility of packaging and championing the imposition of neoliberalism around the world. Because we are leaving in an era of neoliberal capitalist globalization since the reappearance of neoliberalism in the 1970s, a crisis in one country is a crisis in many other countries because its contagious nature arising from our economic interdependence. In the same vein, and because of the adverse effect of the crisis on nation states, the wind of renationalization trend has since started gathering momentum and is vehemently opposed to the policies of neoliberal capitalist globalization which deemphasized the role of state in the management of the economy.

The renationalization trend manifested itself in a form of, as observed in Fredrik and Razeen (2010:), government interventions with huge bailouts and associated subsidies, especially but not confined to financial services; and fiscal stimulus packages, usually combined with loose and unorthodox monetary policies. The former is concentrated in the West; the latter spread across the OECD and developing countries. Headline fiscal-stimulus measures include the Economic Recovery Act in the United States, releasing initially USD

787 billion of extra public spending, and China's USD i585 billion package. Fiscal-stimulus packages, i.e. discretionary fiscal spending, amount to about i3.5 per cent of GDP in the OECD countries. This means that, out of the bitter lessons learnt by nation states under neoliberalism, is the fact that market cannot regulate itself unless states regulate it. Hence, the assertion by Karl Polanyi (2001:74) that, any society that allow market to freely regulate itself, that society is, sooner than later, on a brink of failure.

Conclusion

From the foregoing, it is justifiably clear for one to argue that, moving forward under the current era of contemporary neoliberal capitalist globalization, the state must be an active player in the management of the economy. If not, then one will be struggling to find answer to any of the following questions: What will happen to inequality, poverty, inflation, interest rate, pollution which is hazardous to human lives, among others, if the state did not intervene, or can the market forces really address them? Except that, in countries like Nigeria, where a crony capitalistic system is in practice, the crisis will continue to persist unless the state jettisons cronyism in its management of the economy.

Recommendations

It is in view of the above, the paper suggests as follows:

Nation – states must pursue re-nationalization policies that are geared towards safeguarding domestic interests against the supranational interest. This is because it is the easiest way to tackle exchange rate stability, curb corruption, inequality and inflationary trends, rather than dance to the dictates of International Monetary Funds (IMF), and the World Bank.

State should also prioritize the production of material means of existence in its own society, by saddling itself with the responsibility of taking the lead in critical areas such as education, health, agriculture, power and water supply, while supervising and monitoring happenings in the other sectors of the economy.

For the ultimate aim of efficiency and effectiveness to be attained in the production of material means of existence, justice and fair play rather Than patronage should be allowed to exist, and nation-state must actively have business in business. This means that state's ability to regulate the economy must be taken seriously.

While no society can operate without given the private agents a chance to participate in the production process, the state should be saddled with the critical sectors such as health, water, electricity generation and supply, among others.

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GOVERNANCE INTERVENTION IN DEVELOPING ECONOMIES: AN APPRAISAL OF PUBLIC ENTERPRISES APPROACH TO SUSTAINABLE NATION BUILDING

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Abstract
Nigeria establishes government-owned enterprises (GOEs) to stimulate and regulate economic related activities, to ensure fair play and discourage high level of exploitation by the capitalists. This study critically examines the contribution of Nigerian public enterprises to sustainable nation-building in the light of governance intervention in the economic activities of developing countries. Secondary sources of data were explored for the study. Findings show that political interference, political patronage, financial misappropriation, managerial inefficiency and inability to attract and retain highly skilled manpower, among others, are largely responsible for the abysmal failure and total redundancy in most public enterprises in Nigeria. The paper concludes that virtually all GOEs in the country have grossly underperformed, despite the enormous resources and personnel at their disposal. The paper noted that neither public nor private enterprises could be seen as ultimate as both have strengths and weaknesses. The paper developed analytical frameworks that suggest that harnessing strengths and dealing with weaknesses of both public and private enterprises would help to forge sustainable national economic development predicated on Sustainable Development Goals (SDGs) 17.17 on effective public-private and civil society partnerships. It further suggests the need for the governance regime to take unbiased position to foster professionalism, patriotism, meritocracy, accountability and high-level of transparency in the practice of economic development interventions as panacea for sustainable development and nation building.

Keywords: Economic, Development, Interventions, Models, Sustainable

Introduction

Nigeria plays large economic role in Africa, but although she maintains this position, service delivery in the country has highly underperformed over the years (Mustapha & Imuetinyan, 2016; Ukeje et al., 2019). This could suggest a polemic economic approach void of sound governance indices and strong partnership building in development practice (Farazmand, 2009). Observations further suggest that political factors impede and hinder Nigerian public enterprises from rise up to the task of nation building (Nnaji et al., 2022; Ukeje et al., 2021; Ndukwe et

al., 2022; and Ewuim et al., 2020). Global service delivery challenges have orchestrated public service delivery reforms with different policy directions (Barlow et al., 2010; Mishra & Bekuretsion, 2020). The intervention and direct involvement of government in the economic affairs of Nigerian state, dates as far back as the era of colonial administration, with the emergence of a few publicly owned establishments and institutions. At the turn of our political independence in 1960, Nigeria inherited a relatively weak economy and a number of institutions linked to the exploitative tendencies of the overlords. This can be best understood in the light of the fact that the colonization of Nigeria and a host of other territories is not without some ulterior motives. The realization that political independence does not necessarily translate to economic freedom, soon stared the country in the face. This situation was worsened owing to the numerous expectations that accompanied the consolidation of freedom on the part of the citizenry.

Hence, the establishment and expansion of state-owned enterprises to supplement the few Parastatals left behind by the British colonial administration formed the core mandate of the then administration. This unwholesome colonial heritage can best be understood in the light of the fact that the erstwhile British colonial government was more or less an administration of law and order, rather than for the provision of basic necessities for the prospects of a healthy economy. It is noteworthy to mention that a significant number of institutions established in the colonial era of the Nigerian history were more or less to facilitate the exploitative activities of the British overlords. These basically include "public utilities" set up in the colonial period for the provision of railways, access roads, power generation, waterworks, telecommunications, and various sea ports, among others.

The relevance and indispensability of the existence of public enterprises to the economic growth and stability of various countries of the world according to Akhakpe (2008), occupies a central and substantial part of the public sector economy of any given country. He posited that not even with the present privatization and commercialization exercise in Nigeria have been able to diminish its relevance to the life of the nation and well-being and welfare of the people. In the various countries of the world and in Africa particularly, government-owned enterprises serve as a stimulant which triggers economic and social development in areas of need. Put differently, government assumes the functions of the entrepreneur by investing her resources in business ventures for reasons of economic growth and stability in the society. Her direct involvement as an entrepreneur in activities of commercial nature gives her the edge to perform vital business roles, secure economic independence and economic development for the nation. This is more so given the absence of capable indigenous entrepreneurs with the technical know-how and financial capacity to compete with foreign firms operating in the country then, and to drive the economy of the country.

Anyadike (2013) noted that the fear of expatriate domination of our key entrepreneurial activities led to the promulgation of the Nigerian Enterprises Promotion Decree of 1972, which was subsequently revised in 1977. By implication, the decree facilitated and strengthened the ascension to the

commanding heights of the country's economy by both the country and her citizens – a giant step in the right direction, sort of. The establishment of public enterprises in Nigeria was largely attributed to historical antecedents, as well as economic and political factors.

The agro-based Nigerian economy in the colonial epoch ranked high across the globe. As such, the colonial administration considered it worthwhile to develop infrastructural facilities to meet the needs of the economy. The ease of mobilization of agricultural products and raw-materials for their manufacturing industries as well as the conveyance of such materials became the propelling motive. The establishment of large public enterprise sector reflected in certain economic activities such as Banking and Insurance, Manufacturing, Transportation, Oil Exploration, Hotels and Tourism and lots more. Services provided by the Nigerian Railway Corporation, Water Boards, Ports Authority etc., which were previously encapsulated within the public enterprise structure were restructured into independent establishments, aimed at achieving improved service delivery. It is therefore evident from this historical briefing of the evolution of Nigerian public enterprises that, with the advent of the petroleum resources and availability of huge investible funds, the government did not only expand the scope of its utility services, it also engineered and took the commanding heights of the economy (Akhakpe 2008).

However, the eventuality of global recession in the 1980s dealt heavy blow on world economies including that of Nigeria as oil prices fell, and maintaining public enterprises constituted financial burdens to the state (Idike et al., 2020). The weakness of non-performing public enterprises became apparent. International Monitory Fund (IMF) suggested Structural Adjustment Programme and privatization among others as remedies. Notwithstanding, numerous factors hindered the success of the new economic model. Nevertheless, Onele et al (2021) suggested that approach to development and service delivery must be anchored on strategic partnership and collaboration through innovative management. This is in line with the sustainable development goal imperative of promoting effective public-private and civil society partnerships, building on the experience and resourcing strategies of partnership (UN, 2015).

Conceptual Review

The word "public" refers to individuals or people as a whole. In this context, however, it refers to "government" – an umbrella that covers everyone and all aspects of human endeavours. "Enterprise" on the other hand implies some sort of business activities, commercial ventures or undertakings. But, in the context of public enterprises, it entails the way and manner in which a country's economy is managed for optimum performance. In the submission of Egwakhide and Nyor (2012), Public sector enterprises consist of government-owned enterprises whether at local, state or federal levels. The public sector as an economic agent is acting on behalf of everybody, with all its economic resources commonly owned, and all its activities carried on behalf of everybody. Similarly, Ekhator (2002) described it as a corporate body created by the legislature with defined powers and functions and independently having a clear-cut jurisdiction over a specified area or over a particular type of commercial activity. Nwoye (2011)

viewed Public Enterprise as an artificial person, who is authorized by law to carry on particular activities and functions. It essentially has the features of several individuals who act as one. It is described as a corporate body created by the legislature with defined powers and functions and independently having a clear-cut jurisdiction over a specified area of a particular type of commercial activity.

The Link between Public Enterprises and Economic Development

Ideally, government has no business in business, aside regulatory functions. In reality, however, this view seems unattainable given a plethora of challenges associated with market imperfections. The reasons for this are not far-fetched. Rudimentary studies in the areas of Political Science, Public Administration and Behavioural Psychology has revealed the true nature of man as being selfish, brutish, inconsiderate, as well as possessing an inherent desire to do evil. Similarly, studies in Economics conclude that notwithstanding the scarcity of available resources, human wants are insatiable. Consequently, the scramble for the available scarce resources is not completely unanticipated. This results in "survival of the fittest". More so, the fact that ideal capitalism is characterized by absolute lack of morality in business, calls for the presence of an unbiased umpire and a stronger force which is capable of restoring sanity to the society.

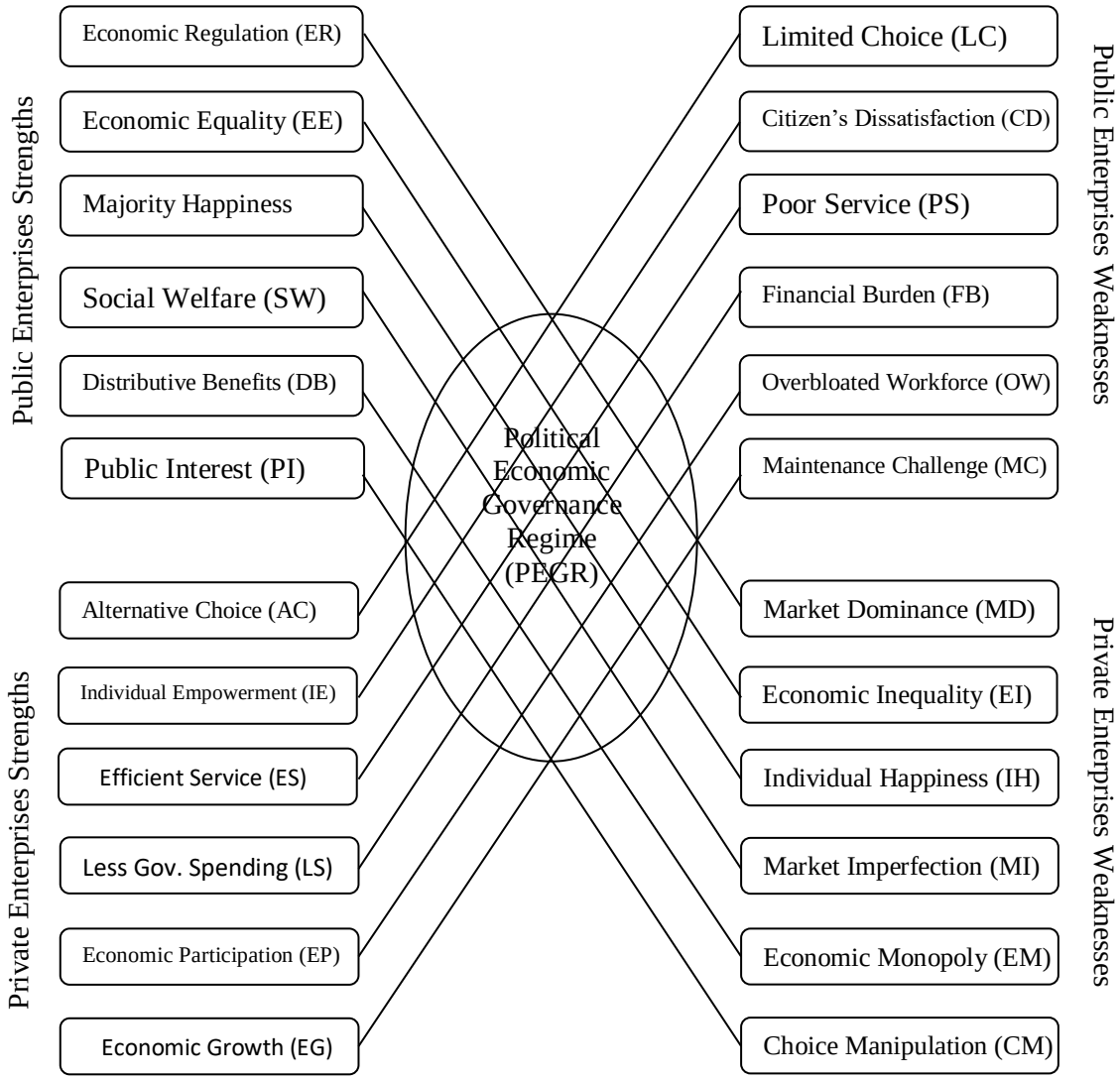
The argument as whether government should disassociate itself from the economic activities of the state or not by both the proponents and critics becomes illusive, owing to her unique role in the times past. Her big role in business includes not only setting up the framework of a market economy, but also actively playing the part of an unbiased umpire in the economic affairs. Thus, the greater happiness of her subjects is not compromised.

In practice, however, mixed economy appears to be a global issue as absolute capitalism or absolute socialism has over the years and across proven to be unattainable. Hence, it is ever present in the economic and political systems of most countries of the world. However, the level of this participation is what distinguishes one country from another. In other words, while mixed economy and active state intervention is a dominant policy in some countries, it is rarely the case in others. These variations occasioned in the level of state intervention in a given economy are not unconnected to the prevailing level of development and the preferred political ideology of a given state. Yet, issues of historical antecedents are not entirely left out. In less developed economies, particularly those that experienced colonial rule, the tendency for more active intervention of the State in the economy are usually higher, given their developmental pace. Hence, the very weak and fragile economic structures tend to impede viable economic and sustainable development, without the active intervention of the State.

It is pertinent to mention that the direct involvement of government in enterprise ownership and management to foster economic development only result in anything else other than efficiency. However, with few exceptions, the story of public enterprises is anything but largely an illusion. Their operational performance has largely been inefficient and far below the social and economic objectives for which they were established. At inception, public

enterprises appear promising but this fades over time.

Figure 1: Political Economic Impact Grid (PEIG)

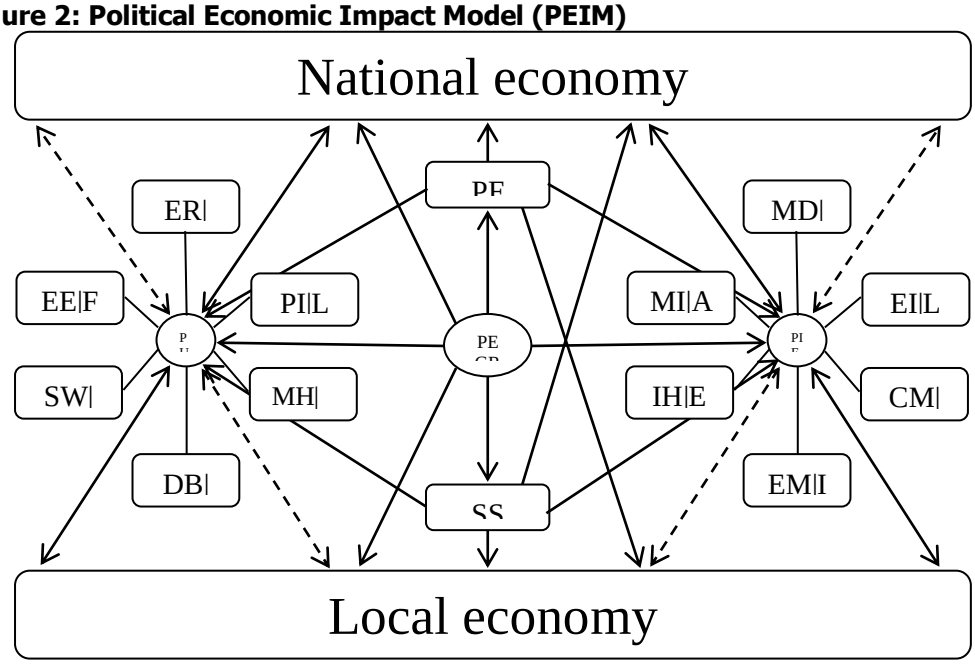


Source: Author's conceptual analytical framework: Political Economic Impact Grid (PEIG)

The PEIG explains the relationship among the variables of Public Enterprises (PUE) and Private Enterprises (PIE) and how the political economic governance regime influence outcomes. First, it presents selected major variables of PUEs and PIEs, which all reveal their strengths and weaknesses. This tendency of wholesome revelation of both the weaknesses and strengths of PUEs and PIEs is an implication of a critical evaluation aimed at arriving at a model that will reconcile the strengths and work on the weaknesses. It suggests

that on a critical evaluation, both PUEs and PIEs have merits and demerits that should not be neglected in the analysis. Hence, in a world that is constantly revolving with consequent transformation in the service delivery models and economic governance paradigm, there is call for unbiased innovation on harnessing the features of PUEs and PIEs representing mainstream capitalism and socialism respectively. The PEGR has great roles in achieving the above. Scholars suggest management innovation in service delivery models (Onele et al., 2021), innovation for sustainable governance (Nnaji et al., 2022; Ukeje and Nwangbo, 2022). This would lead to co-production, co-management and co-governance so as to ensure sustainability in socio-economic development. On the grid, when the PEGR achieves ER through adoption of PUEs model for example, it goes to limit MD in the PIEs. This process continues for other variables. On the other hand, when it adopts PIEs models and achieves ES for example, it goes to correct the problem of PUEs' PS.

Figure 2: Political Economic Impact Model (PEIM)



Source: Author's conceptual analytical framework: Political Economic Impact Model (PEIM)

Keys: SS: Solution Stream (Ukeje and Nwangbo, 2022); **PF: Productive Forces** (Ake, 1981); the full meanings of the other abbreviations are already given in the PEIG.

The PEIM drawing from the PEIM further reveals the anatomy of complex interaction that gives birth to development, sustainable development and possibly underdevelopment based on the implications of the PEGR. As noted earlier, it explains that the service delivery and economic governance models known as PUEs and PIEs, which all have implications for either development or under-development in any governance regime where they are deployed. That is, the governance direction and innovation determines the result of the application of the models and there are consequent results. Models adopted results in either positive

ER (PUEs)/ EG (PIEs) or negative MC (PUEs) / MD (PIEs) for example. On a broader sense, the PEGR does not only manipulate economic models such as PUEs and PIEs but also the SSs and PFs, which have impact on the models. The ends of the entire processes have impact on the local and national economies. The performance of the economies is the self evidence that testifies the nature of actions taken by the PEGR. This on its own proves the actual relevance of any of the models and how they are adopted, not just a biased disposition or argument against or in favour of any of them.

Public Enterprises and Nation-Building: A Critical Appraisal

The rationale for government intervention in the economy of any given country is noble. According to Anyanwu (1997), government regulates business in order to among other things achieve public policy objectives of financial stability, high economic growth, stable prices, full employment, high level of output and equilibrium, balance of payments position. Thus, privatization without adequate regulatory agencies and measures will mean allowing attitude to pervade the economy and this may lead to economic disorder and chaos. For example, businessmen, driven by the pursuit of profit, employ both ethical and unethical means. In the words of Obikeze and Obi, (2004), it is only law that will restrain their activities thereby protecting the people, business and society in general. Nnaji et al, (2022) are of the view that: Good governance depends on the extent to which government is perceived and accepted as legitimate; committed to improving the public welfare and responsive to the needs of its citizens; competent to assure law and order and deliver public services, and able to create an enabling policy environment for productive activities; and equitable in its conduct.

It is pertinent, however, to state categorically that the core challenges facing public enterprises in our clime are not in any way unconnected with the Nigerian factors – political interference, principle of Federal Character, financial misappropriations, managerial inefficiency, lack of patriotism, absence of creative ingenuity, and lots more.

Impediments to Effective Service Delivery in the Nigerian Public Enterprises

Several factors are largely responsible for the non-performance of most public sector organizations of business-like ventures in Nigeria. Igbuzor (2009) observed that in the case of Nigeria, many of the public enterprises started to mature in the early eighties; the maturation of these companies, coincided with the third world debt crisis that gripped Brazil, Argentina, Venezuela, Nigeria and the rest of the developing world in the early eighties and the International Monetary Fund (IMF) visited many of these economies with the destructive structural adjustment programme (SAP). While a number of these developing countries resisted the SAP, feeble ones like Nigeria could not partly because of its military regimes that needed to permeate western blocks and their poor knowledge of western neo-colonial entrapments.

Given that the Personnel Department in most public enterprises in Nigeria are allowed a level of autonomy in the performance of their related functions, rather than comply with the generally acceptable process of recruitment which is aimed at efficient and effective

service delivery, by ensuring the emergence and recruitment of the most capable hands, they succumb to such undue pressures from the top and allow the emergence of mediocrity.

Experiences have shown that anyone vested with power will abuse it. In the Nigerian context, extra-bureaucratic pressures and influences from higher authorities are largely responsible for the alarming level of administrative inefficiency prevalent in the public sector of the economy, (Ukeje et al., 2021). In the case of Nigeria, for instance, the Chairman and Members of the Board are appointed by the President or Governor (being the Chief Executive) as the case may be. The Board is usually composed of loyalists of the ruling party. They are usually constituted or dissolved at the discretion of the incumbent Chief Executive. This to a great extent greatly undermines the capacity of public enterprises in Nigeria. A number of scholars are of the view that a relatively short tenure of service in the board tends to create an atmosphere of uncertainty which impedes long-term planning and goals, as well as the dominance of personal interests in place of the general objectives of the enterprise. Conversely, long-term service in the board allows for stability and sustainable development of the enterprise.

Performance of Public Enterprises in Nigeria: A Critical Evaluation

Public enterprises in Nigeria have been adjudged as drain pipes to the nation's resources because a lot of human and material resources have been invested in them with the result of neither a commensurate financial returns nor corresponding level of effective service delivery to the society. Worse still, most of them have continued to post financial losses while their services and relevance to the Nigerian public have become questionable. The government has continued to subsidize these enterprises despite their dwindling revenue profile in order to enable them to be sustained, and discharge social welfare responsibilities to the country (Offu et al, 2018). The inability of public enterprises to deliver in the areas of their core mandate has therefore led to the clamour by the public for the transfer of these enterprises to the private sector for management.

Generally speaking, the performance of public enterprises in Nigeria over the years has been abysmal and marred by gross inefficiency. Obadan (2000) noted that the performance of most public enterprises in both developed and developing countries has been generally poor and disappointing. However, the performance of these enterprises was impressive in the early 70s and 80s until the beginning of 90s when their performance started to decline and failed to meet the aspirations of socioeconomic development targeted (Musa, 2005; Omoleke and Adesepo, 2005). The implication here is that Public Enterprises are not suitable to effectively play the role for which they were established in most countries of the world.

The non-performance of the public enterprise has prompted series of discussions and policy recommendations on how best to move them out of their present quagmire. It was for these reasons that in 1999, the Democratic administration under the leadership of President Olusegun Obasanjo, initiated sweeping reforms across the various sectors of the Nigerian economy, where they recognized that government-owned public enterprises have abysmally failed to meet public expectations.

They have been conceived to be consistently wasteful, inefficient, consuming a large proportion of national resources without actively discharging the responsibilities thrust upon them. It has also been established that they create economic inefficiencies, incur huge financial losses, and other deficits. These and more impede their efficiency. This assertion of declining performance and failure to meet their set objectives for which they were established lends credence to former President of Nigeria's remarks on the occasion of the inauguration of the National Council on privatization on Tuesday July, 20, 1999. President Obasanjo observed that successive Nigerian governments have invested up to 800 billion naira on public owned enterprises. Annual returns on this huge investment have been well below ten percent. These inefficiencies and in many cases, huge losses are charged against the public treasury (Omoleke, Salawu and Hassan, 2011).

A critical analysis of the performance of public enterprises in Nigeria shows that their performance in terms of financial profitability is rated below average, compared to private enterprises operating same or similar ventures. However, performance in terms of financial profitability is not a very plausible yardstick for evaluating public enterprises anywhere in the world, since that was not the major objective for their establishment in the first place.

Challenges Facing Public Enterprises in Nigeria

The challenges facing public enterprises in Nigeria are enormous and also varied. They include lack of proper objectives, uncoordinated development programmes, bad leadership, government interference, monopoly, inadequate infrastructure, conflict of objectives, among others.

Public enterprises in Nigeria are constrained by over-politicization and corruption which makes it highly challenging to achieve the purpose for which it was created (Idike et al., 2019). In some countries, public enterprises have become an unsustainable burden on the budget and the banking system, absorbing scarce public resources (Idike et al., 2020). Investments in public enterprises have hardly produced cost covering streams of income. According to Omoleke (2008), public enterprises are bedeviled with the misuse of monopoly powers; defective capital structure, resulting in heavy dependence on the government treasury; bureaucratic red tape in their relations with supervising ministries; management, corruption and nepotism. The poor performance of public enterprises in Nigeria has also weakened the performance of private sector as government would always block the entry of private firms which attempt to compete with government owned enterprises by granting them statutory monopolies. This tends to weaken their productive capacity.

With the limited autonomy granted public enterprises, they are expected to be free from the day to day bureaucratic bottleneck of the mainstream civil service and government. In reality, however, political office holders do not regard public enterprises as they frequently interfere in their affairs. Ministers and Commissioners who are managers of ministries of public enterprises interfere in issues normally within the jurisdiction of the Board or Management for political or personal reasons. Consequently, their interference could lead to distortion of policies, corruption, and overstaffing of

public enterprises which often accounts for their inefficiency. As Ukeje et al. (2020) have observed, recruitment processes into the public enterprises are subjected to heavy political influence. This also correlates with the view that politics of patrimonialism pervade the public spaces (Ukeje et al., 2021).

Several administrations in the country over the years have enunciated policies on how to strengthen the public enterprises otherwise known as State-Owned Enterprises (SOEs) which informed the decision on commercialization and privatization (Idike et al., 2020). The major actors in the commercialization and privatization policy failed to understand the premium placed on public enterprises as a stimulant for socio-economic growth and development. To some, the only way for public enterprises to thrive in the country is through privatization and commercialization. However, many Nigerians are increasingly aware that privatization and commercialization may not just be the best solution. Accordingly, Adeyemo (2005), noted that:

> *The legal instrument – the Privatization and Commercialization Act (Decree No. 25 of 1988) – was not intended to be a democratic instrument. It has sweeping powers to enable the Generals to appropriate to themselves the opportunity to buy government companies. In a way, it was meant to be a money-laundering instrument, whereby loot will be legitimized and translated into share-holding ownerships in very lucrative government Parastatals.*

The process of privatization is being criticized for lack of transparency in most of the transactions. The system is being accused of corruption, because many politicians and serving public officer holders are said to have vested interests or to be behind those firms that buy up the public enterprises. The enterprises are also sold at ridiculously cheap prices, and competitive firms are either politically excluded or choked up by the Bureau of Public Enterprises (BPE) through its bureaucratic machinery. More importantly, even public enterprises that are operating efficiently and that are viable and profitable are being privatized and auctioned. As a result of this people have questioned the raison d'etre of the entire programme.

Corruption and mismanagement of funds cases have characterized the public enterprises over the years. It is not a new thing to hear cases of misappropriation of enterprises and gross waste of material resources by both managers and employees alike. This leads to lack of maintenance culture that has become almost a worm among public enterprises. Political interference in the affairs of public enterprises has ruined many public enterprises in Nigeria, the excessive ministerial control and political interference defeat the primary objective of "living off" public corporations and therefore, is detrimental to effective performance. Lack of financial autonomy including technological limitations and lack of adequate infrastructure are among the factors that influence the extent to which management can perform. Lack of Specialized competent top height personnel can be attributed to the relative lack of fund and operational autonomy which hinders competent professionals from being hired and engaged in such organizations.

Professional experts would rather prefer to work in private organizations which are highly equipped with working tools and equipment, solidly funded and enjoying full operational autonomy and where their highly skilled labour would be well compensated for. Finally with the operation of the public enterprises, managers are poorly motivated, badly paid; many decision makers are not actually decision makers in practice.

The Way Forward

Some factors have combined to reduce the cost of productive efficiency of public provision of goods and services, these include:

Provision of Capital Facility: In order for any business enterprises to function well, thereby enjoy the economies of large-scale productions, there should be the availability of capital that they can easily source too. To avert further economic crisis, the Nigerian government must as a matter of urgency, address the issue of inadequate investment in infrastructure, resulting in a limited growth for sectors. In trying to stimulate growth, the government must address issues of infrastructure, so that businesses can gain a competitive edge and create jobs.

Provision of Adequate Raw-Materials: For some of the manufacturing enterprises to still be in existence in Nigeria today, there should be a sufficient supply of raw-materials needed for production and sustainability of their day-to-day transactions and operations. These raw-materials, if provided, are capable of re-engineering robust economic growth, a decline in market price of commodities and creation of job opportunities.

Reduction in the Operational Cost: In order for the firms to sell their products in a perfectly competitive market, there should be an increment in workers' efficiency and also utilization of modern machines. This will aid them to withstand the competitive nature associated with most business environments. There is also the need to address the challenges associated with power generation and distribution, insecurity, and the creation of enabling environment for commercial activities to thrive.

Nigeria's Political Economy: Prospects

According to African Business Insight (2017) Nigeria's economy has turned a corner. The price of oil surprised many from mid-2014 and this has negatively affected the Nigerian economy. The economy slowed down, the real GDP growth dropped to 2.7% from the previous 6.2% in 2014. The Nigerian economy experienced its first recorded recession since 1991 (-1.5%). Shortfalls on oil production became evident whilst the oil price appreciated. This shortfall spilled into non-oil sectors through the exchange commodities, whilst non-oil sectors the worst recorded performance of 0.2%. In 2017, the economy grew out of its recession (with 0.5% growth). This was as a result of the oil sector, determined by oil prices and production. And also a noticeable development for non-oil sectors such as the manufacturing sector, due to foreign exchange liquidity.

Conclusion

This paper concludes that virtually all government-owned enterprises in the country have grossly underperformed, given the enormous resources and personnel at their disposal. It is noteworthy to mention that most public enterprises in Nigeria are over-staffed. This results in huge financial burden on

the part of government as remunerations of seemingly redundant and unproductive workforce claim a greater portion of the finances available for the continued existence of most public enterprises. In addition, the over-bearing attitudes of the political class in the recruitment process, as well as the internal affairs of government-owned enterprises, constitute impediments to their effective service delivery. Lastly, the prevalent high level of managerial inefficiency and obvious lack of professionalism evident in the activities of virtually all public enterprises in Nigeria are inevitable consequences of the failure on the part of government to appoint to the Membership of the Board, people of outstanding integrity, who are capable of translating policies to actions, while separating ownership and management.

The paper provided a balanced position on the promising nature of any economic model adopted and adequately practiced. Neither public nor private enterprises could be seen as ultimate as both have strengths and weaknesses. The paper developed analytical frameworks that suggest that harnessing strengths and dealing with weaknesses of both public and private enterprises would help to forge sustainable national economic development predicated on Sustainable Development Goals (SDGs) 17.17 on effective public, public-private and civil society partnerships. It further suggests the need for the governance regime to take unbiased position to foster professionalism, patriotism, meritocracy, accountability and high-level of transparency in the practice of economic development interventions as panacea for sustainable development and nation building.

Recommendations

In line with the conclusions, this study makes the following recommendations:

There is need to imbibe the ethics of professionalism in public service, as a means of ensuring effective service delivery, in line with the objectives of establishing the various public enterprises. The spirit of patriotism should be encouraged among government employees in the course of their service.

Appointments, recruitments and promotions in the service should be in strict adherence to the principle of meritocracy, rather than political, ethnic and religious affiliations. The core societal values of accountability and high-level of transparency should be reengineered into the public sector management, as the way out of the current quagmire.

There should be zero tolerance to the over-bearing attitude of political elites in the Nigerian society. Patriotic citizens should demand periodic account of stewardship from their leaders as a measure of control over their excesses. The PEGR should adopt the novel model as panacea for ultimate economic development sustainability.

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