The Role of Social Inclusion Measures in Motivating the Public Sector Employees: The Nigerian Example

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This document represents part of the author's study programme while at the International Institute of Social Studies. The views stated therein are those of the author and not necessarily those of the Institute.

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Abbreviations

DFID	Department for International Development
EPZs	Export Processing Zones
FCC	Federal Character Commission
FCDO	Foreign, Commonwealth and Development Office
FCSC	Federal Civil Service Commission
FCT	Federal Capital Territory
FDI	Direct Foreign Investment
FMITI	Federal Ministry of Industry, Trade and Investment
FOI	Freedom of Information Act (2011)
HND	Higher National Diploma
IMF	International Monetary Fund
ISS	International Institute of Social Studies
IT	Information Technology
NEPZA	Nigeria Export Processing Zones Authority
NIPC	Nigerian Investment Promotion Commission
NPM	New Public Management
OECD	Organisation for Economic Co-operation and Development
OND	Ordinary National Diploma
SDGs	Sustainable Development Goals
SSCE	Senior School Certificate Examination

Dedication

Dedicated to the loving memory of my late parents, for their immense contributions to my education, setting the pace for me and sacrificing a lot for me to achieve this and be who I am today.

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My family was awesome and very supportive throughout my study especially at the most difficult time in our lives. Thank you for being there always, praying for me, checking on me and making sure that everything was going well with me at all times.

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Abstract

The Nigerian public sector is multicultural where employees have different identities, interests and backgrounds but are required to work together to achieve a common goal. To enhance productivity and make the work environment conducive for all to thrive, certain social inclusion measures need to be incorporated in motivating the employees. Therefore, this study focuses on investigating how social inclusion measures can boost the morale of the Nigerian public sector employees and possible barriers to these social inclusion measures. Using the case study approach, Nigeria Export Processing Zones Authority and Nigerian Investment Promotion Commission are agencies used in the study. This study is important because motivating employees only is not enough until it is inclusive to cater to all employees' needs to enhance their performance.

The main research questions are on the available social measures the employers use to motivate employees in the Nigerian public sector, the barriers to the social inclusion measures in motivating employees, and possible processes to remove the barriers. The study used survey and interviews through a mixed method approach in finding answers to these research questions. The main findings of the study show that there are existing social inclusion measures in motivating the public sector employees like inclusive polices, training and development programmes, supportive leadership, and promotion other incentives. Also, there are barriers to these social inclusion measures which need to be addressed to have a more productive workforce.

Relevance to Development Studies

This study is relevant to development studies because it promotes social inclusion relevant for strengthening workplace relationship and enhancing productivity. It encourages organisations to embrace inclusion as one way of making sure that every group's interest is fully represented. In addition, it promotes decent work and economic growth and partnerships, SDGs goals 8 and 17 respectively. This study promotes productive employment and decent work for all necessary for sustained economic growth. It also shows how partnership between the public sector and relevant investors can grow the economy and enhance development. The findings in this study will enhance future policies targeted at promoting public sector employees welfare to increase sustained and inclusive growth. The experiences shared by the study participants are part of what the rest of the world experience especially in the global south, thus others can learn from the experiences and correct any anomaly. Policy makers are likely to find something in the study that will be strengthened to enhance development.

Keywords

Public sector, principal-agent, intrinsic and extrinsic motivation, new public management, Nigeria, employee, organisation, social inclusion, agency

Chapter 1 Introduction

1.1 Background to the Study

Growing up, I watched with excitement how my mother discharged her duties as a government employee and I was so proud of her accomplishments. Little did I know that what made her services outstanding was because she was self-motivated and not necessarily the benefits she got as compensation for her services. When I became older in the 1990s, I saw and felt the impact of her years of labour and the equivalent of what she got as compensation for her hard work. Those days, there were incessant strikes as workers demanded for better wages and compensation to improve performance and living conditions. Many times, payments were delayed and the families of these hardworking public servants suffered and sometimes had nothing to eat and basic needs gradually became luxury to some of these families.

Almost 30 years later, I became a consultant to one of the organisations that provided contractual services to the two agencies in this research. I have seen a lot of improvement from what it used to be in my mother's time of employment. One of the memories I recall was immediately after the COVID-19 lockdown, most of the junior staff were asked to work from home but these two agencies were one of the few that had very committed employees who made sure they performed their duties well no matter where they worked from. Most of our communication then were through phone calls and feedback came through email as and when due without any disruptions. It was as if everyone worked from the office space and it was remarkable.

However, from this study, I see that more can be done in improving the working conditions of the Nigerian public sector employees to bring satisfaction to them, and enhance performance and organisational growth. Hence, the aim of the study is to investigate how social inclusion measures can boost the morale of the Nigerian public sector employees and possible barriers to these social inclusion measures using case study as the research strategy. The scope of this study is to understand the role of social inclusion measures in intrinsic and extrinsic motivation in boosting the morale of employees in Nigeria Export Processing Zones Authority and Nigerian Investment Promotion Commission respectively. These two agencies are used as case study to know how these social inclusion measures are used to enhance the principal-agent relationship in the Nigerian public sector. The study will not focus on how the barriers affect productivity in the public sector because this cannot be measured.

Nigeria is a republic in the West African region and nicknamed the giant of Africa. Nigeria has its headquarters in Abuja, the Federal Capital Territory and 36 states. Abuja is where majority of the public sector organisations have their headquarters. The public sector organisations are ministries, departments and agencies (MDAs). A total of 1316 of these public sector organisations with about 800 of them are headquartered in Abuja (FCSC, 2024). The study focused on two public sector organisations: Nigeria Export Processing Zones Authority (NEPZA) and Nigerian Investment Promotion Commission (NIPC) and they are both agencies under the presidency in Nigeria. This choice is based on the important role they play in investments in Nigeria which is important in the sustainable growth and development of the country. These agencies are points of contact to prospective and existing investors and serve as a link between the investors and the government in Nigeria that grants them certain waivers for the good of the country and its citizens (NEPZA, 1992; NIPC, 1995).

1.2. Research Problem

The role of the public sector in the development of any country's economy cannot be overemphasised. This is because they maintain strategic position in connecting the investors to the government of the day. The extent to which the policy grants the public sector employees authority to discharge their functions determines the rate at which the government succeeds or fails. Therefore, a functioning public sector as the heartbeat of the government, is the driver of active institutions without excessive bureaucratic sway, has adequate incentives for the workers and great organisational tenets. The government as the principal needs to make the employees as agents to feel self-motivated, reduce bureaucratic practices, have genuine accountability of performance and right-kind of incentives. Where the above listed important factors are in place, the employees perform better than just discharging their assigned tasks.

Silver (2015) defines social inclusion as "relational process of increasing opportunities for social participation, enhancing capabilities to fulfil normatively prescribed social roles, broadening social ties of respect and recognition, and at the collective level, enhancing social bonds, cohesion, integration and solidarity" (pp.2-3). The concept of social inclusion as described involves recognising and protecting the interest of all persons irrespective of their personal connexions, identities or differences without favouring one group above the other. Socially inclusive measures are necessary to motivate employees in the workplace specifically, the public sector to boost their confidence and enhance work relationship between the leaders and the followers. This concept is relevant to this study because of the varied nature of the Nigerian public sector with differences in ethnicity, language, gender, religion and other aspects that make the employees diverse.

Organisations whose leadership lacks social inclusion of the employees in any motivation packages, tend to experience some difficulties. Some of these difficulties as listed by (Bisson et al, 2022) are low morale, decreased job satisfaction and reduced productivity among employees and can hinder overall performance where employees feel marginalised and undervalued. Employees who feel undervalued and marginalised often fight back as it breeds demotivation and may breed a toxic workplace culture that may gradually affect everyone.

In Linz and Semykina (2012), employees in former socialist economies (Kyrgyzstan, Armenia, Serbia, Kazakhstan and Russia) viewed financial incentives as essential to job satisfaction and performance. However, this shows a significant gap in the desire to receive certain rewards and the expectations of employees of receiving such rewards. In other words, what they employees expect as rewards at the end of the day is not the same that the same they receive from their organisations.

Lack of social inclusion in the Nigerian public sector leads to marginalised and undervalued employees caused by favouring one ethnic group above the others, corruption and poor renumeration (Kolawole, Abolaji & Olagoke, 2015). This restrains the commitment and value public sector employees bring to their organisations and often resulting to individual's performance being hard to quantify (Frant, 1996). This affects excellence, organisational ethics, their growth and development, and affect how they meet up to the expectations and responsibilities placed on them.

Previous researches have talked about agent's values after the relationship between principal and agent when it is political principal. Also, previous researches in intrinsic and extrinsic motivation have argued about how motivation improves or not performance in public organisation. However, I will argue how social inclusion measures by the principal to motivate the agents are important in strengthening principal-agent relationships in the Nigerian public sector organisations. In addition, I will argue if the selected agencies' employees are satisfied or not with the available motivational packages their principal (government, management team) provide the agents (general workers, mid-level and entry-level staff).

1.3. Research Objectives

The role of social inclusion measures in boosting the morale of public sector employees is important but less researched. In an attempt to address this issue, this study will contribute to a deeper understanding of the interplay between social inclusion and motivation within the Nigerian public sector. This will offer insights into what could inform policy choices, enhance employee engagement and productivity, and strengthen the relationship between the government and public sector employees in Nigeria.

The main objective of this study is to investigate the role of social inclusion measures in boosting the morale of public sector employees, at the same time, investigating the barriers to these social inclusive measures in the public sector in Nigeria.

The specific objectives are:

1. To understand the social inclusion strategies used by the Nigeria public sector employers to motivate their employees.
2. To evaluate the effectiveness of these social measures in motivating the public sector employees.
3. To identify barriers in the implementation of these social measures.
4. To suggest best practices on areas of improvement.

1.4 Research Questions

1. What are the available social inclusion measures the employers use to motivate employees in the Nigerian public sector?
2. What are the barriers to the social inclusion measures in motivating employees in the Nigerian public sector?
3. What are the processes available to remove these barriers to strengthen the principal-agent relationship in the Nigerian public sector?

1.5 Contributions of the Research to Knowledge

This study will contribute to academic knowledge by identifying and addressing the areas of improvement where social inclusion strategies evaluated can motivate public sector employees and increase effectiveness. It hopes to contribute to developing policies in the future that will enhance workplace inclusion and contribute to a better functioning public service for Nigeria. Finally, this will increase the understanding of the dynamics to these limitations that prevent efficiency and effectiveness in the public sector by offering tangible insights to improve organisational culture, employee satisfaction and producing a public sector Nigerians will be proud of.

1.6 Justification and Relevance of this Research

Contemporary studies have seemed to overlook the social inclusion measures adopted by the public sector to boost the morale of the employees especially in Nigeria. Understanding the marginalisation some Nigerian public sector employees face in the workplace and subsequent exclusion caused by their different identities is a step in the right direction to solving their challenges and enhancing a healthy workplace (Kolawole, Abolaji and Olagoke, 2015). Charles Tilly called these challenges social inequalities which have implications on how individuals react and position themselves (even in the workplace) (Tilly, 2000).

Understanding and addressing these barriers to social inclusion in the workplace, will increase job satisfaction, boost productivity and efficiency in the Nigerian public sector (Kolawole, Abolaji and Olagoke, 2015). These components may lead to more opportunities for training and development to increase their skills and knowledge. These are also important to enhance work culture and increase job satisfaction among the employees.

Based on the research findings from this study, it will not only address the motivation side to the social inclusion measures but also strengthening the principal-agent relationship between the public sector employees and their employers. The purpose is to enhance performance and increase productivity. The recommendations coming from this study will guide policy makers, human resources managers and employers on best practices to inculcate social inclusion strategies into public service motivation and other packages to strengthen relationships between them and other employees.

1.7 Risks/Ethical Considerations/Positionality

i. Risks

This study did not involve any known risks in the process of delivering and collecting the survey forms during data collection. There was no risks involved during the interviews as all who were interviewed participated freely without coming to any harm to themselves or their roles. Data collected were properly stored and managed accordingly without risking any part of the information provided. This study did not involve any kind of risk to the researcher and the research process in general.

ii. Ethical considerations

Although the organisation I used to work for back in Nigeria had contractual assignments with the two organisations of focus, there is no conflict of interests from me as the researcher. During my time at the organisation, we conducted trainings for NEPZA and NIPC which exposed me to some of the ways these organisations operate. While interviewing persons who do business with them, in being fair, I did not interview anyone from the organisation I used to work for to avoid any form of bias.

The research adhered to all the ethical guidelines as provided by the International Institute of Social Studies of Erasmus University Rotterdam as provided in the ethics form attached to this paper. It ensured the confidentiality of all participants in the survey and key informant interviews by offering them voluntary participation through informed consent and data anonymously stored.

iii. Positionality

Having lived and worked in Abuja, the Federal Capital Territory of Nigeria where the Nigeria Export Processing Zones Authority (NEPZA) and Nigerian Investment Promotion

Commission (NIPC) where situated, I understand and have experienced how the organisations function. In the last five years out of my fourteen years in Abuja, I have through my organisation trained over 60 persons in NIPC and 30 persons in NEPZA where I organised some of these trainings and facilitated in some as well. The main aim was to increase their capacity on understanding the dynamics in management and administration and all targeted at improving the employee performance in the public sector.

Nevertheless, these identities did not in any way affect my position as the researcher. It rather gave me a deeper understanding of the participants in this study; their culture, way of communication and better understanding of these organisations. The survey questionnaire was conducted in English Language. Most of the interviews were done in English with bits of 'pidgin' English and Igbo due to the semi-structured nature of the questions. My understanding of the workings of the research environment was a plus to me as to check the data provided to make sure they were not compromised because of my focus on the two agencies in the research. I believe my findings will be relevant to the organisations to improve the general wellbeing of their employees.

1.8 Chapter Outline

This study is divided into chapters one to six for accessibility. Chapter one introduces the study with the background and research problem. It provided the objectives of the study and research questions. Also, it showed the study contributions to knowledge, justifies the relevance of the study and provided ethical considerations.

Chapter two defined the conceptual and theoretical frameworks of the study.

Chapter three addressed the research methodology through case study background information. It showed the research methods used, sampling techniques, data collection methods and data analysis used in the study. Also included is reflexivity showing researcher's self-awareness and addressed any biases.

Chapter four outlined the study findings like the socio-demographics of study participants and the recurring themes in the analysis data.

Chapter five addressed the barriers to social inclusion measures outlines in chapter four. It also provided identified available processes to remove these barriers.

Chapter six provided the summary of the research questions and answers. It recommended how to address the barriers, study limitations and further research suggestions.

In this chapter, this study at the introductory level examined the background on reasons to carry out this research and information on the two organisations of focus. In addition, the research problem provided details on what was the situation. Furthermore, it stated what the study intends to achieve in the objectives and puzzles to find the right answer to. It also showed the contributions the study would add to knowledge and the justification and its relevance. Finally, the research ethics and risks were stated, capped with the researcher's positionality and chapter outline.

Chapter 2 Literature Review

2.1 Conceptual Framework

The following concepts were identified as relevant to this study and come in no particular order: ethics of the bureaucratic organisation, island of excellence, motivation in public service, and social inclusion.

2.1.1 Ethics of the Bureaucratic Organisation

The principal-agent relationship comes with a complex web of individual (agency) moral obligation, organisational (institutional) values and leadership which are collectively ethical principles entrenched in bureaucratic organisation (Buchanan, 1996, p.419). The ethics of the bureaucratic organisation are found in both private and public organisations, therefore, for the purpose of this study, the focus will be on public sector organisations only. Ethical obligations in organisations should not be only role-driven but the responsibility of everyone in the organisation.

Incorporating ethics in public organisational culture comes with its own unique challenges that require practical measures. Organisations prioritising ethical practices in their bureaucracies encourages trust, accountability and effectiveness in reaching their goals and objectives. Collectively it should respond to the needs of others in the organisation and not only the leadership (Rhodes, 2023, p.497). In addition, Rhodes (2023) recommends that it moves away from mere sets of rules, policies and codes of conduct to duties the organisation owes employees, people they do business with and even the community the work in their environment. It should be in both to the formal setting and also the informal setting too.

Bureaucratic organisations have distinctive ethical principles that come with distinctive agency risks therefore the bureaucrats need to do better at reducing these agency risks by limiting the traditional approaches of role-based and hierarchical organisational arrangements in the public sector (Buchanan, 1996). These organisations are required to act as keepers of resource by maintaining accountability, setting a clear boundary in duties and prioritising meritocracy to enhance performance. Focusing solely on corporate social responsibility is not ideal because individuals may lose focus and deviate from the institutional ethics due to personal (agency) conflict of interests.

Organisations need to understand that ethics should be a dynamic process rather than a fixed one, taking into consideration the complexities that contribute to the process (Rhodes, 2023). This requires creating room for adaptability evolving practices that will meet new challenges and demands that will arise overtime. Cognisance should be placed on the fact that competition, changing agency (stakeholders) interests may complicate or compromise ethics and standards.

Moti (2013) argued that ethics is important in the Nigerian public sector to ensure that decisions made by those in leadership is for public and not private gain. To prevent a decline in standards even in a bureaucratic organisation, ethics should be in place to restore trust and integrity in the institution. Some challenges that hinder quality service delivery in the Nigerian public sector are ethical issues that undermine public trust in government institutions (Ibietan & Joshua, 2013). Lack of value system as a result of transitioning to modernity and other influences is an example of factors contributing to unethical behaviour in the public sector (Fatile, 2013).

2.1.2 Island of Excellence

This can be defined as creating a culture of excellence in an environment that is less likely to produce world class performance when compared to other places where best practices are found (Huckel, 2021). In an island of excellence, team performance is superior therefore referred to collectively instead of individual performances. It places emphasis on a team working together to achieve a common goal not working in isolation which depletes their efforts.

Furthermore, Lembke and Wilson (1998) citing (Stevens and Campion, 1994) recognise that the success of a team depends on the work they put together as a team including their ability and motivation to judiciously use the resources available to them. This ensures that the organisation maintains a high level of standard at all times even when it operates in an environment that is not developed. To maintain this high standard, certain elements are required to enhance performance which strengthen the organisational structure through the constant innovative changes from the leadership that enhances performance.

Sometimes, cultural or organisational factors have been attributed to the reasons why some organisations outperform others (Dardik, 1991). This may be due to high standards these organisations set that require adherence that leads to an outstanding performance even in the midst of mediocrity. It shows that the best people who drive organisational growth often thrive in any place they find themselves (Huckel, 2021). This is because they share the same vision with the their team, share similar characteristics and talent and constantly focus on strengthening the team instead of focusing on their weaknesses.

The reward system of an organisation need to be fair to the employees which is important to achieve excellence (Huckle, 2021). The employees need to be satisfied that they are getting value for their time, their commitment and expertise. This value comes as salaries, wages and all incentives (monetary and non-monetary).

Having the right strategy and making the work environment conducive to execute the required tasks are important to enhance excellent performance. It will reduce the task time and make room for critical thinking to bring out the best solutions. Then, the organisation's performance is based on vision, perseverance to accomplish the mission and strengthen the team to perform optimally (Huckel, 2021; Matsuda,1997; Chaudhry,2019). Also, collaboration with organisations that have best practice may help others in their island to perform better.

The size of the organisation makes the difference in an island of excellence because it makes it easier to lead a smaller sized-organisation (Huckel, 2021). Bigger organisations tend to be difficult to keep up with what is happening with everyone unless they are put in micro groups. Size in this context is relative to what the leadership can cover at a time. The Nigerian public sector is relatively large but the size of NEPZA and NIPC is relatively small. The choice of these two agencies were not because of their size but based on what their contributions, work ethics and service delivery have added to the Nigerian public sector reforms. Finally, team performance in additional to other organisational factors like high standards, reward system and size of the organisation contribute to an organisation's excellence.

2.1.3 Motivation of Public Service Employees

Motivation is the strategies put in place by an organisation to enhance effective performance in the workplace which includes monetary and non-monetary incentives. It is part of an organisation's responsibility to provide an enabling environment, effective tools and incentives to boost the working conditions of their employees (Miao et.al, 2019, Bandhu, 2024).

Motivating employees can be intrinsic due to self-motivation or extrinsic where incentives and other benefits influence the outcome of their performance (van der Kolk, van Veen-Dirks & ter Bogt, 2019)

The public service motivation is multidimensional which play a crucial role in public sector organisations' effectiveness (Macchiavello, 2008). In the public service sector, the willingness to perform self-sacrificing acts is influenced by the perceived cost of the action, although, some individuals perform their tasks to assist others while gaining personal satisfaction but others do same thing due the gains gotten from performing such acts (Le Grand, 2004). The way the public service motivation is provided influences the quality of governance and service delivery.

One of the significant things prospective public service employees consider in choosing to work in the sector is their motivation level (Jin, 2013). Sometimes, the extrinsic motivation endears them to the sector when compared to some private sector organisations. This may not be the same for others who are working in the private sector and may want to switch to the public sector. Understanding this may address the gaps in recruiting new personnel in the public sector.

Macchiavello (2008) argues that calls for public sector reforms that support having wage structures side by side with the intrinsic motivation of employees to improve service delivery in developing countries should be done with care. More emphasis should be placed on individuals committing to public service values like equity, justice and accountability as basis for improving effectiveness in the public sector. Public service motivation should prioritise public good over personal gains. Having the common good of the public will help to design practices that attract and retain motivated public service employees that produce an island of excellence even in a mediocre environment.

2.1.4 Social Inclusion

Social inclusion supports making opportunities available for all while enhancing their dignity irrespective of their personal identities to prevent individuals felling disadvantaged or marginalised. Inclusion at workplace is an individual's right but the responsibility of the system to uphold such rights (Jones, 2010). Acknowledging diversities in the public sector and strengthening inclusion will enhance trust, strengthen democracy and bring innovations for common good (OECD, 2021). The feeling of being socially included in the public sector creates equitable and enabling environment for efficient services and trust in government.

In the workplace, social inclusion addresses benefits that employees are entitled to and not based on their desires, vulnerabilities, abilities and experiences (Jones, 2010, p.57).It rather addresses systematic inequalities to prevent employees who are qualified to receive incentives, promotions and the likes from being denied because of their identities or backgrounds. Having this place increases how these employees feel about being valued, supported and not marginalised. Social inclusion when implemented properly in the public sector improves quality service delivery, promotes equity, builds trust in the community (at workplace) and gives a sense of belonging which improves the principal-agent relationship.

Mustapha, Noor & Mutalib (2019) argue that social support employees receive from colleagues, managers and their organisation provides the relevant encouragement and resources public servants need to stay motivated, committed to their career and excel. Social inclusion provides support to public servants and impacts their motivation through providing emotional and useful informational support to them. Support enhances the sense of worth, recognition and confidence in their professional development.

According to Collins (2003), social inclusion is aimed at improving the welfare of disadvantaged group in participating in opportunities like employment. Welfare in this context addresses their total well-being not treating them on the basis of their background. Employees of the public sector should discharge their assigned task in confidence that what is due to them as compensation will be given to them without favouring one group above the other.

Grindstaff (2022) highlighted some barriers to social inclusion as structural inequalities, socio-cultural and cognitive factors, inequitable distribution of opportunities, role of institutions, and inability to understand the existence of barriers. In the public sector, structural inequalities exist as formal rules and regulations that were targeted at improving systems but may be detrimental in the long run due to dynamic changes in the society. Identity exclusion, stereotyping and different biases contributed to socio-cultural and cognitive factors posing barriers to inclusion. Inequitable distribution of opportunities and resources is a major setback to inclusion because it benefits those with better chances and demotivates others. Institutions through their policies and practices can make or mar employees performance due to their contributions in promoting or not a more inclusive workplace culture. A lack of understanding of these barriers makes it more difficult to solve the problems that will arise due to organisational negligence.

2.2 Theoretical Framework

The theoretical framework of New Public Management (NPM) and intrinsic versus extrinsic theory of motivation will provide insights to understanding the interplay between inclusion and motivation in strengthening the principal-agent relationship in the Nigerian public sector. Integrating these two in answering the research questions enriches the study by facilitating a thorough grasp of the intricacies behind lack of inclusion or not in considering the motivation packages accrued to public servants in Nigeria.

2.2.1 New Public Management Framework

The New Public Management (NPM) advocates for the management of the public sector according to private sector strategies which is a shift from the Weberian style of administration. To this Omurgonulsen (1997) argues that "public management approach in general and NPM in particular seem to replace traditional public administration and public policy approaches"(p.519). NPM is at the core of reforming the public sector for effective delivery of public policy to improve quality service delivery and efficient performance of the employees (Lupuente and van de Walle, 2020).

Citing (OECD, 1995), the movement began in the 1970s and early 1980s under the former United Kingdom Prime Minister, Margaret Thatcher and spread subsequently to the United States of America, New Zealand, Australia and other OCED countries (Basley & Ghatak, 2007; Gruening, 2001; Omurgonulsen, 1997). NPM became necessary as a result of the public sector becoming too large and inefficient (Lapuente & van de Walle, 2020). NPM has close ties with economics of organisations and public choice (Omurgonulsen, 1997).

The implementation of NPM reforms in the global south were largely championed by DFID (now FCDO), World Bank and IMF as their advisory and assistance programmes (Roll, 2011,p.8). Africa has witnessed a surge of this movement especially in the 1990s due to the huge debt traps, poverty, instabilities (political and economic) with a view to reducing these burdens by adopting the private sector management concepts and style to increase public sector productivity (Rubakula, 2014). According to Philip and Daganda (2013), NPM supports economy (eradication of waste), efficiency (streamlining of services) and effectiveness (specialisation of objectives for resources to be targeted on problems) (p.9). This is aimed at ensuring that the state plays a better role in economic development.

In Nigeria, the public sector embraced NPM in the 90s while still under the military regime but became more acceptable with the return to democracy which gave birth to privatisation. In spite of all these, NPM has not recorded the kind of success it achieved in OECD countries in Nigeria due to infrastructural deficiencies. Nigeria embracing NPM was due to the activities of international organisations and their roles in advising the country in the importance of this framework. Notwithstanding these challenges, it has attained a lot in putting NPM achievements in the country as an island of excellence. The Nigeria Export Processing Zones Authority (NEPZA) and Nigerian Investment Promotion Council (NIPC) were created as government revenue generating agencies patterned after NPM principles (NEPZA, 1992; NIPC, 1995).

This study will focus on the principal-agent theory; an off-shot of the New Public Management framework.

2.2.1.a. Principal-Agent Theory

The New Public Management (NPM) framework supports the principal-agent theory in public sector reforms by examining relationships in organisations as "tension between the 'principal' who demands a service and the ' agent' who provides it' (Batley, 2004, p.38). Levacic (2009) argues that there can be multiple principles and multiple agents. In this study, roles will be interchangeable for instance, the principal can be the government (who employs workers in the public sector) or the management of the organisation while the agent can be all the employees or just the entry and mid-level employees. It is important to understand who is the principal and who is the agent in other to tailor policies more effectively to the heterogenous populations and improve accountability (Besley and Ghatak, 2007).

One of the major responsibilities of the principal is to supply the resource for the agent to do the work including assuming the role of the definer of professional activities (Broadbent, Dietrich & Laughlin, 1996, p.262). The principal hires or contracts the agent to undertake defined tasks. Since the principal relies on the agent to accomplish these tasks, this causes information asymmetry that introduces a problem in terms of motivating the agent (ibid, p.265). In other to solve this problem, the principal should develop incentive packages that foster the objectives of the principal as well as constraining the actions of the agents through creating inclusive packages.

The principal acts by putting forward priorities while focusing on the organisational goals but the agent seeks to secure their interest by the type of incentives that they receive in exchange for the job they do which is expected to reflect in the terms of reference in their employment (Roach, 2016). Principal-agent theory in the public sector adopts a performance and programme accountability that judges the agents input and output based on the outcome of their performance (Broadbent, Dietrich & Laughlin, 1996). This may be difficult to satisfy the agent because of exclusions encountered in implementation.

The contending factor in the principal-agent theory is how to structure rewards and sanctions to motivate public sector employees to produce the desired output satisfactorily to the employer at a minimal cost (Levacic, 2009). In providing answers to this important puzzle, it is important to understand how agents are motivated, solving the moral hazard is the uncertainty in comparing the agents efforts with their output, and how information provided to the agent is distributed, also what it costs. This may be the cause on why less attention is on how organisations structure their incentives leading to lack of social inclusion at times (Gailmard, 2010). In a bureaucratic organisation like the public sector. Public servants and political actors experience value conflicts (agency problem) which delays administrative accountability and increases conflict of interests.

2.2.2 Intrinsic and Extrinsic Motivation Theory

Motivation is that extra drive or what moves someone to do something. Motivation theory has many components therefore this study will focus on the intrinsic and extrinsic motivation theory models.

2.2.2.a. Intrinsic Motivation Theory

Intrinsic motivation theory was propounded by Edward Deci in the 1970s that asserts individuals are motivated by internal factors: enjoyment, interests and satisfaction (Bandhu et al, 2024). Individuals who are intrinsically motivated engage in activities for inherent satisfaction and interests (Ryan and Deci, 2000). It shows human inclination to learning and assimilating new things and skills they consider important to them. Some internal factors like inquisitiveness, interests and satisfaction drives intrinsic motivation.

Delfgaauw and Dur (2008) categorised public sector employees into: regular (those who are just doing the task assigned without going the extra mile), lazy (got attracted due to low performance measures) and dedicated workers (innovative, willing to go the extra mile to achieve a task). These sets of workers experience intrinsic motivation differently from the other. The regular employees are not as self-motivated as the dedicated ones while the lazy workers tend to not be self-motivated but attracted by incentives and other benefits. Obicci (2015) argues that studies have shown that employees with high level of intrinsic motivation perform better, show a high level of creativity, and are more innovative.

On the other hand, van der Kolk, van Veen-Dirks and ter Bogt (2019) argue that personnel and cultural controls as welded by the principal are positively associated with intrinsic motivation which creates a supportive work environment that is inclusive for all. To sustain employee engagement, intrinsic motivation is important because it enhances satisfaction and validation of work done by employees that keep them committed to their roles (Obicci. 2015). Those who are intrinsically motivated spend longer time in the organisation irrespective of the seasons (abundance, drought) it undergoes at a time.

2.2.2.b. Extrinsic Motivation Theory

This type of motivation was pioneered by B. F. Skinner in the 1950s that states that people are motivated by external factors such as rewards and or punishment (Bandhu et al, 2024). Extrinsic motivation is related to activities done to attain separable outcomes like incentives, rewards or punishment (Ryan and Deci, 2000). This is to state that performance is not only achieved because of the positive effects of rewards but people are motivated to perform when there are laid punishments involved in low performance.

One key element in designing incentives in the public sector which is often overlooked is not considering the diversity of the employees and their different identities (Delfgaauw and Dur, 2008). This is important because it contributes a lot to the type of incentives public sector employees need at a time. Organisational culture influences the type of motivation the public sector adopts and this shows how rewards impact engagement. Over-reliance on extrinsic rewards may undermine the achievements of intrinsic motivation in an organisation (Obicci, 2015) because employees will only work in view of the rewards. Adversely, no rewards, low performance.

Since human behaviours are controlled by consequences (positive or negative), extrinsic motivation can lead to a repetitive behaviour either positive or negative outcome. This is disadvantageous because it can influence motivation to be the only factor that increases performance only for short-term and cause employees to become adapted to being motivated to perform in the long-term (Bandhu et al., 2024). Incentives and other benefits should be an addition to motivation not the primary reason for performance.

2.2.2.c. Intrinsic versus Extrinsic Motivation

Ryan and Deci (2000) argue that motivation exist on a continuum rather than a binary distinction which they propose that intrinsic motivation ranges at one end to extrinsic motivation at the other in their varying degrees of independence and acceptance. Le Grand (2004) encourages a nuanced understanding of motivation in public service, advocating for policies that recognise and enhance the intrinsic motivation of employees without neglecting the potential effects of external incentives. For the purpose of this study, both intrinsic and extrinsic motivation will be used interchangeably.

Both intrinsic motivation (employee empowerment and recognition) and extrinsic motivation (compensation satisfaction and performance-based incentives) influence job satisfaction (Aljumah, 2023). Extrinsic rewards are usually short-lived when employees are engaged for long-term and its achievements become less significant compared to intrinsic motivation (Obicci, 2015). This happens when they get used to it without any modifications and nothing new to look forward to. A combination of intrinsic and extrinsic motivation gives an organisation employees that are always motivated.

Le Grand (2004) argues that there is tension between intrinsic (internal) and extrinsic (external) motivation. There is need to balance intrinsic and extrinsic motivations by integrating both to replace any overlap that may affect one above the other. Extrinsic rewards should enhance intrinsic motivation instead of replacing it (Obicci, 2015).

2.3 Chapter Conclusion

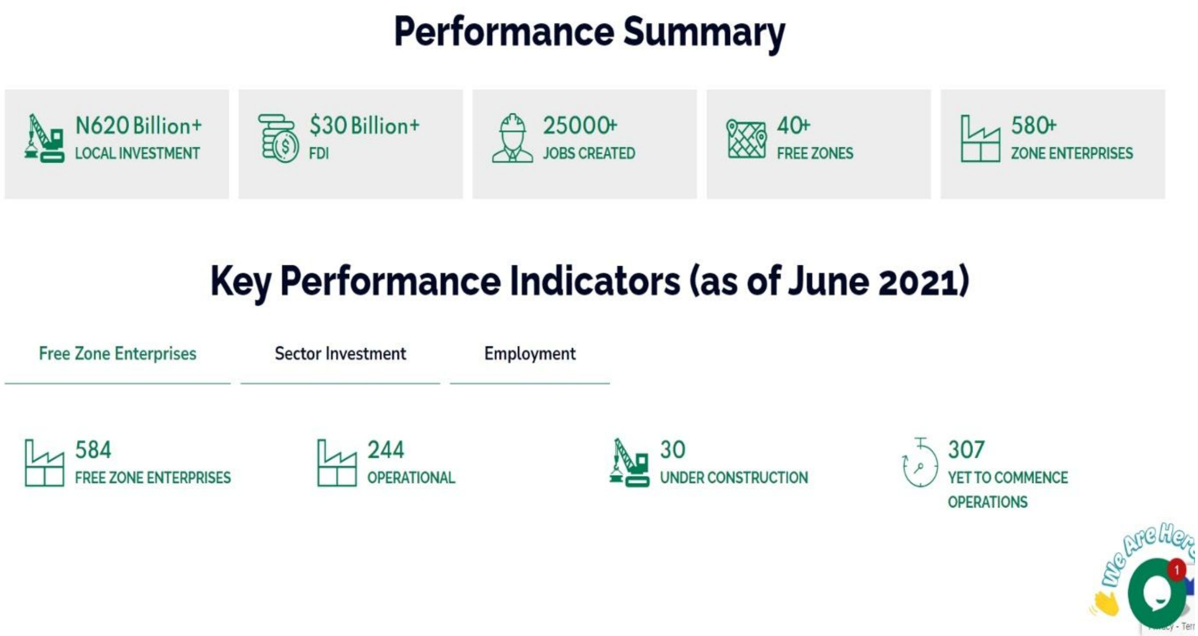
In this chapter, the study reviewed some existing literature on the concepts and the theories used in the study. The ethics of the bureaucratic organisation conceptual framework showed how certain principles direct organisational behaviour and decision-making taking into cognisance the impact of individual contributions. An island of excellence considered how organisational factors, reward system, right strategy and size of the organisation play key roles in how organisations produce world class performance even when operating in a mediocre environment. Motivation of public service employees contributes to how public service employees achieve excellence in their organisation. Social inclusion on the other hand addresses making opportunities available for all, support from colleagues and the leadership and discussed possible barriers. The theoretical framework addressed the principal-agent theory as an offshoot of NPM on how improved principal-agent relationship improves organisational performance. Intrinsic and extrinsic motivation have influence on how employees carry out their tasks and subsequent satisfaction they get. The concepts and theories stated above guides this study in generating the research questions, organising and interpreting the data and linking the study to existing knowledge in the broader academic context.

Chapter 3 Research Methodology

3.1 Case Study Background Information

The Nigeria Export Processing Zones Authority (NEPZA) was established in 1992 as an agency of the Federal Government of Nigeria and currently under the supervision of the Federal Ministry of Industry, Trade and Investment. Their general objective is to adopt the free zones in the country and create an enabling environment to boost economic growth and the development of non-oil sector (NEPZA, 1992). In other words, they are charged with the responsibility of managing all the export processing zones (EPZs) in Nigeria. The Nigerian export processing zones are "geographical large tracts of land set apart for special investment and economic activities" (Ikeyi, 1998, p.223). They are majorly dedicated to manufacturing and exports while a small percentage of the manufactured products make it to the local (national) market for sales. NEPZA is a one-stop-shop for investors interested in these EPZs that simplifies and issues developer, operator and enterprise license to them (NEPZA, 2024). In addition, they provide certain incentives to these investors such as 10year tax exemption, duty-free on their equipment imports, land lease and provision of other infrastructure, and liberal environment to do business in (Deinibiteim, 2016; Hogan & Onwioduokit, 1996; Ikeyi, 1998). NEPZA has five core values: Novelty, Excellence, Productivity, Zeal and Accountability (NEPZA, 2024). They have 9 departments namely: Finance and Account, Zones, Monitoring and compliance, Calabar free trade zone, Projects and procurement, Investment promotion and investors services, Corporate services, Planning, research and statistics and Kano free trade zone. They also have about 500 employees in its Abuja headquarters and other offices nationwide.

Figure 3.1: NEPZA free zones enterprises summary of performance



Source: NEPZA (2024)

The above shows the key performance indicators summary on what NEPZA has been doing since inception and up till June 2021.

On the other hand, The Nigerian Investment Promotion Commission (NIPC) was created in 1995 as an agency of the Federal Government of Nigeria under the NIPC act to encourage, promotes and coordinate investments in the Nigerian economy. (NIPC, 1995). The NIPC Act is targeted at opening up the economy for foreign investment and to bring a flow of foreign capital into the economy (Nwocha, 2016, p.63). The ministry that supervises their activities is Federal Ministry of Industry, Trade and Investment (FMITI). In 2006, they established a one-stop investment centre to facilitate all investments in different sectors in Nigeria (MFA, 2024). To facilitate easy access to investment in the country, NIPC registers and keeps records of all prospective and existing investors while assisting them with data, legal and regulatory framework and other important information of economic investment in Nigeria. NIPC has in its employment about 200 employees (NIPC-FOI report, 2024). NIPC has 10 core values: Accountability, Anonymity, Discipline, Impartiality, Integrity, Meritocracy, Patriotism, Political neutrality, Professionalism and Transparency (NIPC, 2024). They also have 7 departments namely: Strategic services, Investment promotion, Investment relations, Policy advocacy, Human Resources Management, Finance and accounts, and States coordination.

The Federal Civil Service Commission (FCSC) recruits all employees of both agencies, NEPZA and NIPC while they individually promote, discipline or dismiss, review any appeal against dismissal and all disciplinary actions on their employees (FCSC, 2024; NEPZA, 1992; NIPC, 1995). It is the duty of their various human resources departments to manage their data, oversee their training and development, manage their incentives and discipline when the need arises. The 2023 budget for NEPZA is 11,938,882,404.00 while that of NIPC is 1,892,000,000.00 (ACIOE Associates, 2022; NIPC-FOI, 2024).

Figure 3.1.1: NEPZA headquarters building

Source: Abuja Inquirer (2022)

Figure 3.1.2: NIPC headquarters building

Source: The Fact (2020)

In these buildings, the major activities including paperwork are done in the headquarters while their liaison offices host some of the activities that are location specific. They have their headquarters situated in Maitama, Abuja, Federal Capital Territory (FCT). These two agencies are part of the public sector organisations in Nigeria that scout for investors, register and support them to invest in Nigeria to bring development. NEZPA focuses on export investment (Ikeyi, 1998) while NIPC promotes investment (Nwocha, 2016). Both agencies operate as a "one stop shop" where a variety of services are offered in a centralised location to attract Direct Foreign Investment (FDI).

The study examined available social inclusion measures and barriers in motivating public sector employees in these agencies to strengthen their relationship with their leaders. It also looked at how these barriers can be removed and how motivation can be improved to strengthen principal-agent relationship in the Nigerian public sector.

3.2 Research Methods

The mixed-method includes collecting and analysing qualitative and quantitative data in one research. Creswell (1999) argues that the use of mixed method helps to separate data, enrich study findings and validity. Using this method underpins how important it is to approach inquiry, focus on research questions instead of strict adherence to a single method. Mixed-method has various designs like convergent parallel design where qualitative and quantitative data are compared simultaneously, embedded design that supports integrating qualitative data with a primarily quantitative research, and explanatory sequential design suitable for using qualitative data to explain quantitative findings (Creswell, 1999). This study has more of the convergent parallel design and a little bits of others.

This research used both primary and secondary data in a mixed method approach. The primary data were generated through the survey and key informant interview conducted by the researcher herself. The secondary data came from reports from the organisations and other public sector data that are available to the public through the Freedom of Information (FOI) Act in Nigeria. The study adopted a mixed method approach in combining the data. Therefore, a combination of qualitative and quantitative methods would be used to report findings.

3.3 Sampling Techniques

3.3.1 Personal contacts in my network

I relied on personal contacts I have built over the years while working with the two agencies. Their team members were quite helpful in answering numerous questions I had from time to time including pointing me to the relevant downloadable materials on their website to find my answers. These kind gestures made my work a lot easier especially in contacting and interviewing some of the key informant interviewees.

3.3.2 Gate keepers

The gatekeepers in these organisations were instrumental in making sure only those in their organisations filled the survey forms by personally sharing the google links to only staff members from the specific departments I requested for. They were also instrumental in accessing some of the interview participants.

3.3.3 Snowballing sampling

Snowballing sampling is unique because it effectively uncovers social networks and infuses social dynamics that may be missed while using other methods (Noy, 2008). It is influenced by power structures in a group because of its social significance of affecting who gets involved and how they get involved. This is necessary to socially understand a study group; it is relational and shapes knowledge.

Those previously interviewed brought some other participants because I needed more persons to interview to get up to my required sample size. To deepen the study, they assisted in getting others from some departments I could not reach out to on my own to participate in the study. Some of the key informants suggested others who had the information relevant to the study that were not in their capacity to give at the time.

3.4 Data Collection Methods

The study had a total of 77 participants drawn from the survey and key informant interview with study participants from the two agencies, NEPZA and NIPC and those they do business with respectively. Interacting with the public sector organisations (ministries, departments and agencies) requires a level of tact hence the reason to combine survey and key informant interview. The entry and mid-level employees preferred anonymous participation in the study based on previous interactions with some of the participants and the survey provided this platform. Among them were the younger generation who were more tech savvy. The management-level employees on the other hand, preferred interviews as they are older and less tech savvy. Notwithstanding, some of them participated in the survey also.

3.4.1 Survey

The purpose of the use of survey in this study is to collect data on demographic information and other topics at the same time in a more systematic way (O'Leary, 2017). Surveys are easier to administer and more accessible to participants to speak their minds as allowed without fear of being known especially in an online format that provides complete anonymity. Surveys are good for quantitative data to summarise responses from a large group that can show trends and population size patterns. Although there are limitations to survey as it may be prone to response bias (O'Leary, 2017), this study did the best to remove biases by combining survey and interviews.

The survey had 60 respondents drawn from the two agencies, NEPZA and NIPC where each agency had 30 respondents. The survey included questions about organisational and personal values, motivation, incentives and career development opportunities, principal-agent relationships, ethics of bureaucratic organisation, and perceptions of organisational support.

The survey was online through Google Form which provided anonymity to the participants. This provided a direct link to the researcher for access to the responses from the survey participants and also to safely store then throughout the period of the research and beyond.

3.4.2 Key informant interviews

According to Rubin and Rubin (2005), responsive interview is a dynamic and conversational approach to qualitative research that fosters deeper understanding between the interviewer and the interviewee. It starts by building a rapport with the participant through preliminary introductions, seeking for consent if it has not been gotten before that time. Active listening is highly important in semi-structured interviews to know when to probe for more explanations.

Qualitative data were gathered through key informant interviews with 17 participants drawn from the two public sector agencies and individuals who do business with these agencies. They included human resource managers, mid-level employees and those who do business with the agencies. From this list were 6 from NEPZA, 6 from NIPC of which one was a pioneer staff, 2 retired staff members from each agency, 2 people that do business with either NEPZA or NIPC and 1 person that does business with both agencies.

In other to tone down on power dynamics (Edwards and Holland, 2013), I used 'pidgin' English and Igbo concurrently with English in two interviews and interpreted the data in English. The interviews were done in a semi-structured manner to allow flexibility in responses to avoid missing salient points that a fully structured interview may overlook. All interviews were conducted through Zoom or Google Meet (based on an interviewee's preference). The interview questions were based on organisational values, how inclusive opportunities for incentives and career growth were for all employees, team effectiveness, bureaucratic ethics, ease of doing business and organisational values, and conflict of interests.

3.5 Reflexivity

Reflexivity involves examining oneself, having self-awareness of potential imbalances and making conscious efforts to mitigate such to avoid bias in judgement that may affect the outcome of the research. Edwards and Holland (2013) reminded researchers to be conscious of their own power and emotional responses while interviewing study participants. Being self-aware of any power imbalances will enhance the quality of the data as the researcher will make more efforts to balance it.

In this study, the foremost thing done was not to interview any employee from my previous workplace as part of the study participants in the category of persons the agencies do business with. This decision was to prevent any form of bias in the study findings. Another step taken, was to have different study participants different from those who filled the survey. This I did by first asking the interviewees if they filled the survey. The sampling techniques may have involved a level of bias with some of the participants from the snowballing technique because they may have invited only their friends or this in their clique. This may also be the reason why there were more females that participated in the survey. It may have been the reason why there were no study participants from the north-west.

3.6 Data Analysis Methods

3.6.1 Qualitative data analysis methods

This study used thematic analysis to identify and analyse recurring themes in the qualitative data collected. This is important for content analysis that categorises textual information provided by the study participants. To broaden the data analysis, template analysis also provided the study the opportunity to categorise qualitative data systematically using texts as in an interview to report the findings (Brooks and King, 2014). The interview used these methods to understand the social inclusion measures that principals in the public sector provided for agents to motivate and increase their performance and the common barriers. All the names used in the interview are fictitious to protect the privacy and identity of study participants.

3.6.2 Quantitative data analysis methods

For the quantitative data analysis, this study used descriptive statistics summarised the data using mean, median and standard deviation. Visualisation is used for processing data in an image form as an analysis to visually report data collected (Xu et. al, 2023, p.611).

Quantitative data answered the what and how 'much' in the research questions by summarising basic features of participant choices. Statistical data were analysed using Microsoft Excel as analytical tools. The insights from both methods were integrated in providing holistic answers to the research questions.

3.7 Chapter Conclusion

In this chapter, the study focused on research methodology by enumerating and discussing the study area, research methods used, sampling techniques, data collection methods, reflexivity, data analysis methods and study limitations. The study area focused on the two agencies used in the study. The study used a mixed method approach by combining qualitative and quantitative data. The sampling techniques used in the study were personal contacts from networks, gate keepers, and snowballing sampling. Survey and key informant interviews were used as data collection methods. Reflexivity examined the power relations between the researcher and the study participants and any bias that may have affected the study. Thematic and content analyses, and template analysis were used to report findings from qualitative data while descriptive statistics and visualisation were used for quantitative data.

Chapter 4 Findings of the Study

4.1 Introduction

The study through this chapter summarises the findings of the data collected from the public sector employees in Nigeria Export Processing Zones Authority (NEPZA) and Nigerian Investment Promotion Commission (NIPC) as a case study of the Nigerian public sector organisations. It is relevant to outline some specific details of the participants and how it contributed to the study and report the findings. The aim is to discover how the study findings addressed the objectives of the study in answering to the research questions.

4.2 Socio-demographics of Study Participants

Socio-demographics is important in studying direct effects of relationships between the leadership and their members (employees) on work ethics and behaviour (Almaghaslah, 2017). The socio-demographics used in this study include: gender, age, marital status, highest level of education, region, duration of employment and level in employment respectively. The reason was to understand how these diversities reflect on the findings of the study and see how they can contribute to finding holistic approaches in solving the research puzzle.

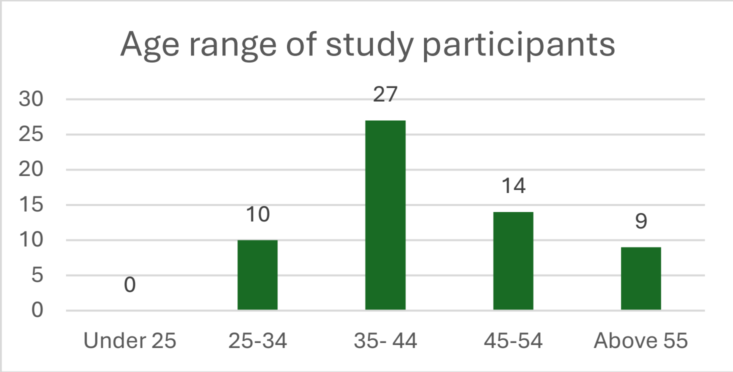
The socio-demographics of the study participants were divided into the survey group and the interview group respectively.

4.2.1 Survey

a. Gender: Gender is still a sensitive topic in Nigeria due to strong cultural and religious inclinations. Non-conforming and non-binary gender are still not frequently discussed especially in the north, the study area. The number of participants in the survey from the two agencies were 60 persons: 34 females and 26 males. Gender as used in the study represents biological assignment at birth not roles. Sex is a delicate topic in northern Nigeria which is still sensitive to some aspects of language used for description of persons (Abdul et. al, 2012). To encourage all to participate in the study irrespective of their personal identities, the researcher opted for gender which is more acceptable. There was also provision for those who do not wish to say to make the process more inclusive for all. Having more female participants may not reflect having more female employees in the agencies. It may be due to the snowballing sample technique used in the study.

b. Age: The participants were grouped by age range to make the process easy for all participants as follows:

Figure 4.2: Age of study participants.

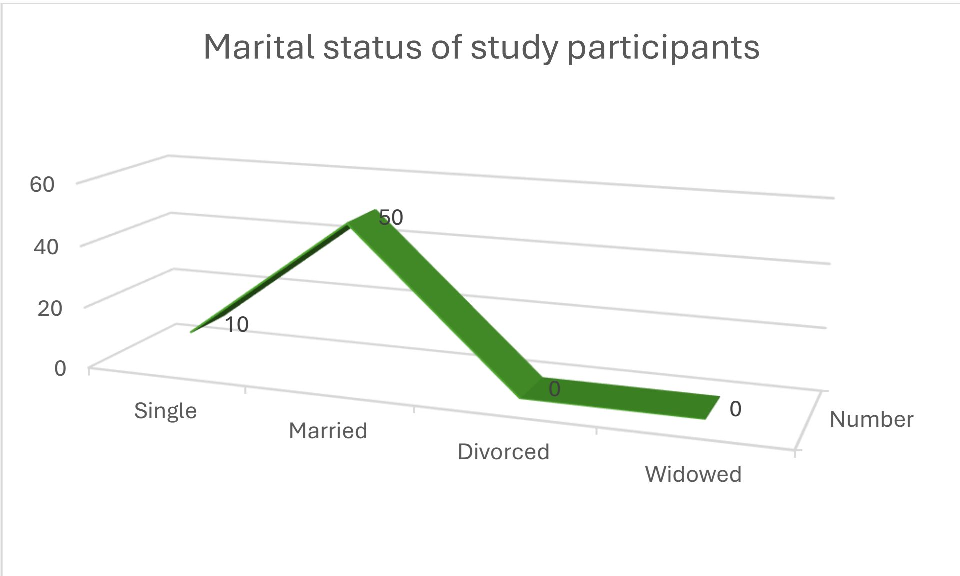


Source: Field work (2024)

The above figure is a cluster of columns used here to compare the value (age) of the study participants across a few cluster. The highest number of participants in this study were within the age range of 35-44 while the lowest is above 55. There was no recorded participant in this study that was below 25.

c. Marital Status: This was necessary to distribute social status value among study participants. It is also an important identify factor in the study.

Figure 4.2.1: Marital status of study participants.

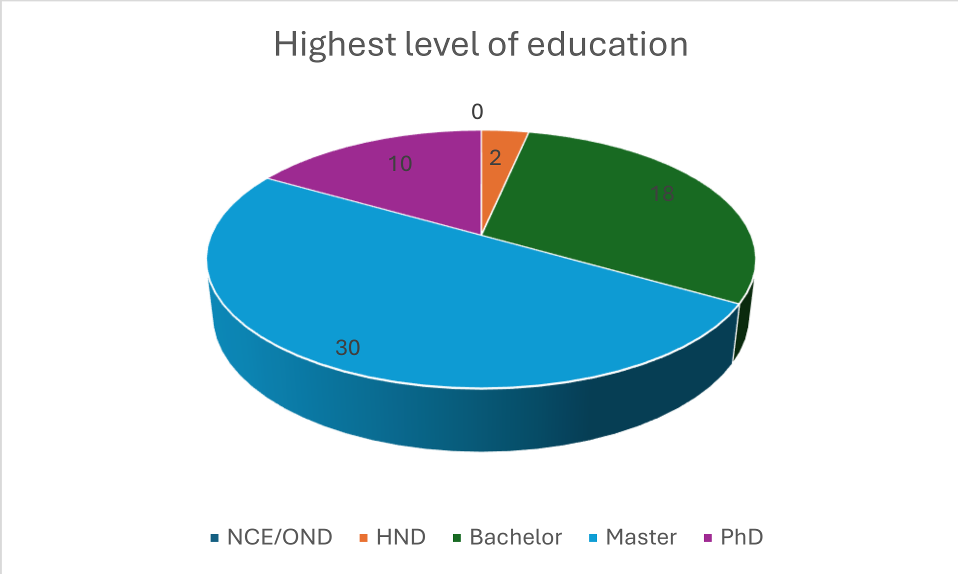


Source: Field work (2024)

The above figure compared the two most prominent marital status of the study participants as 10 single and 50 married participants respectively. There was no divorced or widowed participant in the study.

d: Level of education: The study participants are well educated which may have significant effects on qualification to work in the agencies or not.

Figure 4.2.2: Highest level of education of study participants.

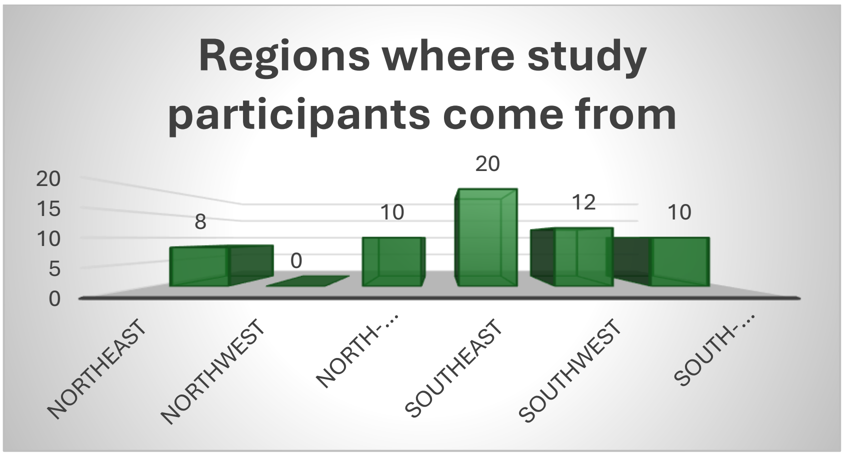


Source: Field Work (2024)

The above figure shows the proportion of a whole and the number that relates to a larger sum. In this case, 30 participants had master's degree as their highest educational qualification while 2 participants are Higher National Diploma (HND) graduates. There is no study participant who is an NCE/OND holder. 50 percent of the study participants have master's degrees.

e. Region: Region as used in the study forms part of the participants' identities that determines how inclusive or not the social measures used in motivating employees in the Nigerian public sector.

Figure 4.2.3: Regions where study participants come from.



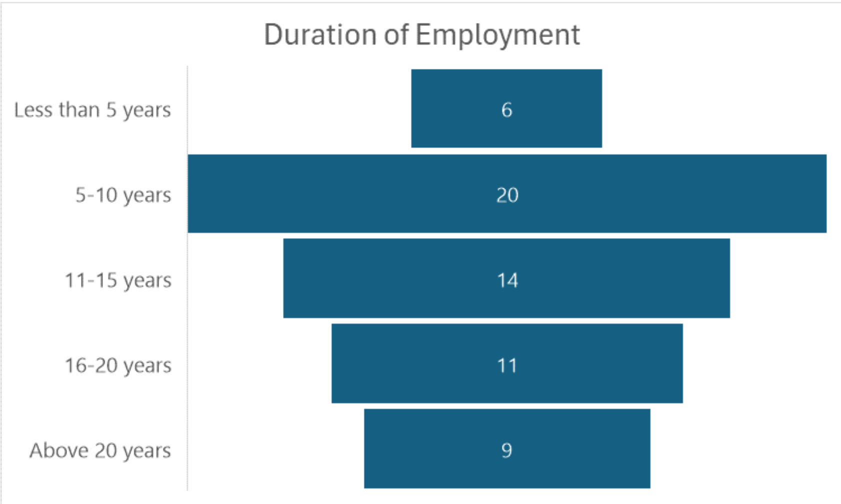
Source: Field work (2024)

The above figure shows the regions in Nigeria where the study participants come from. In as much as all the employees in these public sector organisations that were part of this study were in the Abuja offices, yet they originated from different regions in the country. 20

participants were from the southeast while 8 were from the northeast. There was no participant from the northwest. Other regions had 10 participants from the north-central and south-south respectively while the southwest had 12 participants. This does not depict the number of employees from different regions in the agencies. It only shows the study participants aimed at making sure that the study had inclusive representation.

f. Duration of employment in the agencies: This is a necessary part of this study to show the categorisation of the employees by how long they have been in the system to understand the workings of the organisation.

Figure 4.2.4: Duration of Employment.

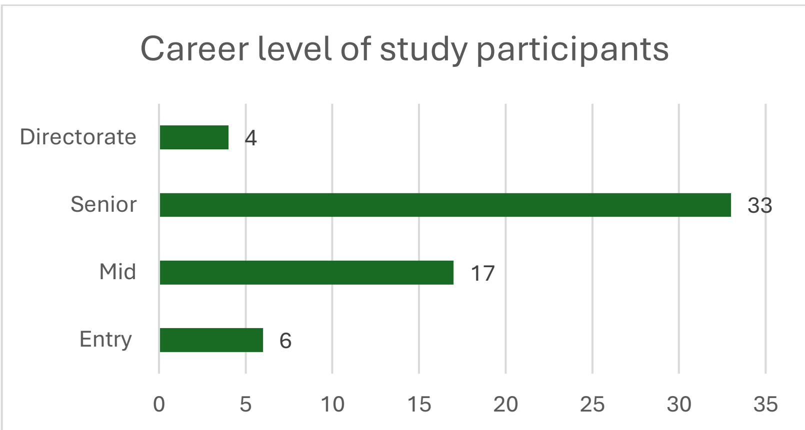


Source: Field work (2024)

The above figure shows that the number of study participants increased more at the second phase of their career and continued to decrease as the number of duration of employment increased. This funnel chart was used to show stages in the process of the study participants and progressively decreasing proportion of the number of years in service.

g. Career levels of study participants: The study had multiple principals (government and leadership) and multiple agents (all employees, and entry and mid-level employees).

Figure 4.2.5: Career level of study participants.



Source: Field work (2024)

The above figure is a clustered bar used to compare values across a few. In this case, it is used to compare the career level of study participants which shows that senior level participants were the highest in this study (33 participants). On the other hand, the directorate level were 4. This may be due to lack of tech savviness in the directors.

4.2.2. Interviews

The key informant study participants were 17 drawn from different departments in NEPZA and NIPC and they people doing business with them. They were 6 from current employees from each agency, 2 retired employees from each agency, 2 people who do business with each of the agency, and 1 person who does business with both agencies.

One of the participants is a pioneer staff of one of the agencies used in this study and was quite helpful in providing foundational details that were relevant to this study. Involving retired employees of both agencies was aimed at having depth on organisational knowledge. They also assisted in recruiting others in the snowballing sampling technique. The need for knowledge retention and transfer in organisations are becoming scarce due to the retirement of baby boomers (Burmeister and Deller, 2016). Therefore the findings from this study hope to assist the 'Gen Zs' and prospective employees in these agencies understand the social inclusion measures in motivating the employees in both agencies.

The key informant interview participants from the two agencies used in the study were as follows:

Table 4.2.2 Distribution of study participants by department.

Organization	Department	Number
NIPC	Policy advocacy	1
NIPC	Investment promotion	1
NIPC	Human resources	2
NIPC	Finance and accounts	1
NIPC	Strategic services	1
NEPZA	Finance and accounts	1
NEPZA	Monitoring and compliance	1
NEPZA	Investment promotion & investors services	1
NEPZA	Corporate services	3

Source: Field work (2024)

In the above table, more participants were drawn from the human resources department which is called corporate services in NEPZA. The investment promotion department also featured one participant respectively in the two organisations.

For reasons yet to be established, there was no participant from the Northwest region in both survey and key informant interviews.

4.3 Available Social Inclusion Measures in Motivating Employees in the Nigerian Public Sector

The following social inclusion measures were identified as existing in motivating the employees in the Nigerian public sector.

4.3.1 Inclusive policies

Policies that are inclusive are designed to enable all involved including the underrepresented groups to have equal opportunities to feel valued. Inclusive policies recognise and appreciate cultural diversities without giving room for mediocrity. Another important factor in inclusive policies is being responsive in their design to individuals' identities.

The Nigerian public sector is a diverse workforce hence the need for inclusion in protecting the interests of different groups and prevent any form of marginalisation. Ashikali, Groeneveld and Kuipers (2020) argue that an inclusive leadership is necessary to support a diverse workforce so that the workers feel appreciated and participate fully in the team. The principal has to provide inclusive policies that cater to the needs of the agents which makes them both satisfied and strengthens their relationships because everyone is holding up their own ends of the bargain and doing well. But this cannot happen overnight, it involves a conscious effort towards making the motivation packages socially inclusive.

Among the policies on inclusion in the public sector, one stood out as identified by responses from the study participants. A key inclusion policy operating in these organisations put in place by their principals (the government) to motivate the agents is the federal character principle which is sometimes referred as the quota system. The quota system has been in existence in Nigeria before independence but the federal character principle started with the 1979 constitution and has a broader scope (Joshua, Loromeke and Olanrewaju, 2014). The quota system was used to distribute opportunities especially in admission into the federal unity schools and universities where the less advantaged states had lower cut off marks than others while federal character principle distributes opportunities equally among all who are qualified (Ibhade and Mukoro, 2023; Joshua, Loromeke and Olanrewaju, 2014). The Federal Character Principle "aims to maintain fair distributions of political and bureaucratic positions in the public sector at the federal, state and local government dimensions" (Ibhade and Mukoro, 2023, p. 65).

The federal character principle policy became necessary due to the diversities of ethnicity and other identities found in Nigeria, therefore this policy makes sure that no one is left behind (FCC, 1995). Nigeria with 36 states including the Federal Capital Territory having over 250 ethnic groups needs to protect the interests of all groups through an inclusive policy. This study categorised the states into geo-political zones to make it easier for understanding regions and its impact on the study. By law, all employments, appointments, promotions with other incentives are meant to be evenly distributed under the monitoring watch of the Federal Character Commission (FCC,1995) Act.

Buchanan (1996) argue that bureaucratic organisations with their distinctive ethical principles come with a cost which is agency risk. This agency risk if not properly handled are likely to affect intrinsic motivation of employees in the public sector. Through the study findings, the federal character principle sometimes undermines motivation of employees due to its stringent conditions that could trigger agency risks. A study participant said,

> *"I was due for promotion from deputy director to director. I wrote the promotion exams and passed. I also passed the interviewed. However, I was not promoted because in my organisation at that time has a director from the same state with me. The promotion was given to someone else that the state of origin had no director yet. It was a difficult moment for me. If I did not pass the examination, I would not be*

bothered. Passing the exams and not promoted made me feel like I was robbed of my inheritance" (Musa, interviewed on August 15, 2024).

The above example questions how this person will be motivated to perform better in discharging their duties. The federal character principle has its merits and demerits. This is a typical example of the demerits that can hinder performance. At this point, this individual is close to retirement and may decide to just come to work and carry out normal duties without putting extra efforts which may pose an agency risk.

Another example of the issue with federal character principle from another study participant is:

"I was due to be posted to head a place but was not given because of marriage and state of origin issues. I am a woman from Delta State married to a man from Edo State. Although I bear my husband's surname, FCSC still regard me as from Delta State even though we are from the south-south region. I can only get an appointment from my home state not from my husband's place. When this position was open, I was not given because somebody from my home state has received the position before me even though nobody from Edo State has received it. I was not counted as somebody from Edo State and I wondered why I bear my husband's name but cannot be treated as a part of his state" (Mary, interviewed August 22, 2024).

The federal character principle is a good inclusive policy targeted at full representation of all diverse groups. However, the study finding shows that there is a need to have an additional policy to accommodate these two cases and others that are affected by some stringent sections of the policy. Our world is a dynamic one, no standalone policy or intervention can achieve inclusion (UNESCO, 2015, p.7). A policy cannot address all issues, additions come as the need arises.

This is a public sector issue that affects both employees in NEPZA and NIPC respectively as part of the ethics of the bureaucratic organisations. This Buchanan (1996) suggests that limiting hierarchical organisational structures can reduce agency risks. Due to the unavailability of hierarchical positions in these agencies, other inclusive policies can be in place to curb these kinds of challenges to strengthen the principal-agent relationship in these agencies.

4.3.2 Training and Development Programmes

Training is targeted at developing new capacity and improving one's performance and possible higher responsibilities in the future while development is focused on specific objectives to improve employee performance and organisational effectiveness (Rani and Garg, 2014). Every public sector employee in Nigeria is expected to undergo capacity building to be re-trained at least once in a year (FCSC, 2009). The Public Service Rule (2009) mandates every employee of the public service to undergo training in areas identified during appraisal as deficient in other to improve performance. A supervisor needs to be sensitive enough to identify these gaps and request through the human resources department for a training to fill up the gap.

8 out of the 14 key informant interview participants form NEPZA and NIPC admitted to have attended development programmes abroad while all the 14 admitted to been sponsored by their agencies for training programmes almost annually. One of the human resources participant said:

"Through the returned performance appraisal forms, we identify the training needs of our employees before getting the consultants involved based on the availability of funds. We also encourage self-development and professional certification courses." (Bob, interviewed August 25, 2024).

A training consultant doing business with the agencies corroborated this:

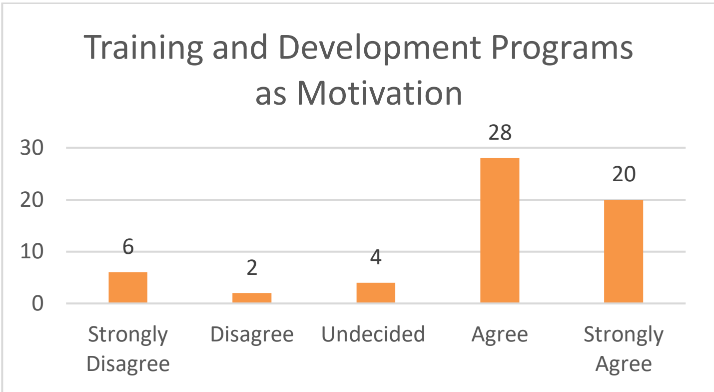
Our training proposal states the areas we feel they need to improve their capacity based on our assessment and observation during previous training and current trends in capacity development. We often discuss with the human resources team on the type of training to give them but they haven't given a go ahead with diversity training. They need it to learn how to work together instead of in cliques (Mr Y, interviewed on August 24, 2024).

Training and development programmes are a part of civil service requirement for all employees in the Nigerian public sector (Public Service Rule, 2009). NEPZA and NIPC have invested in training and development programmes for their employees. It was through these programmes I came to know about the agencies and the interest to research on them followed suit. Most of those interviewed that do business with these agencies at one time or another have been contracted to train their employees in different capacities.

Huckel (2021) argued that strengthening the strengths is one of the ways organisations in island of excellence thrive above others. As an avenue for strengthening the strengths, it is imperative for line managers and the human resources department to identify the training and development gaps in an organisation. Filling these gaps through adequate training and relevant development programmes builds commitment and enhances the principal-agent relationship.

Notwithstanding, training and development programmes are part of the public service motivation and should be treated as an important condition for agency autonomy to improve organisational performance (Yu, 2021; Gailmard, 2010). The employees of both agencies agreed that they benefit from training and development programmes sponsored by their agencies. The survey showed how acceptable these training and development programmes were to the employees in the figure below:

Figure 4.3.2: Training and Development Programmes as motivation



Source: Fieldwork (2024)

The figure above showed that the largest response was 28 (those who agree that training and development programmes are motivation that increases performance and the lowest responses were 2 who disagreed. It is not wrong to say that those who agree to this statement are more than those who disagreed with a huge gap. The mean as 12, median as 6 and range as 26 while the standard deviation is 11.4 as shown below:

Steps

$$s = \sqrt{\frac{1}{N-1}\sum_{i=1}^{N}(x_i - \overline{x})^2},$$

$s^2 = \underline{\quad \Sigma(x_i - \bar{x})^2}$

N - 1

$$= \frac{(6 - 12)^2 + \ldots + (20 - 12)^2}{5 - 1}$$

$$= \frac{520}{4}$$

$$= 130$$

$$s = \sqrt{130}$$

$$= 11.401754250991$$

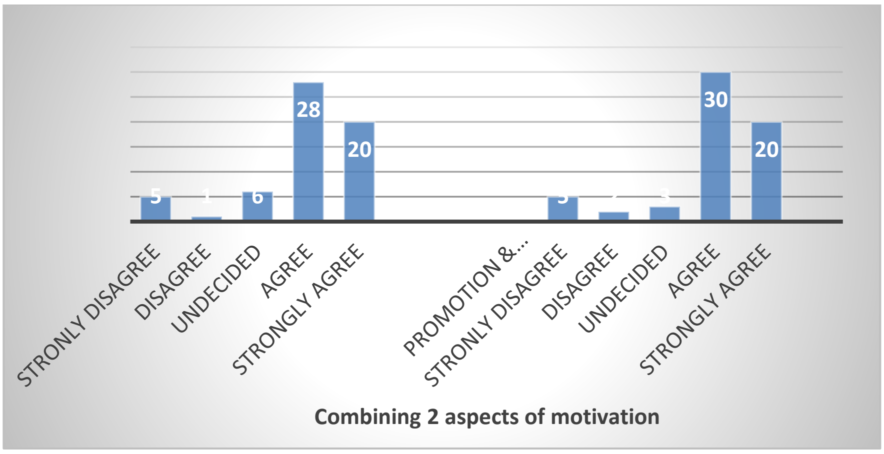
To grow a socially inclusive organisation, NEPZA and NIPC need to invest more in training and development programmes that will keep motivating employees to perform so that the principal would be happy with the outcome of the agent's output.

4.3.3 Promotion, and Financial and Non-Financial Incentive

Promotion and incentives are extrinsic motivational measures adopted by the principal to enhance the agent's performance in the public sector. The Public Service Rule (2009) states that a public service employee is due for promotion every 3 years until level 17. Esione, Osita and Ngige (2020) argue that financial and non-financial rewards are significant in making it easier for employees to meet their personal needs while giving their best to see their organisation succeed. It impacts on individual performance in the public sector. The conditions of service (NEPZA 1992; NIPC, 1995) provides incentives to employees in these organisations in line with the demands of new public management (Batley, 2004). All incentives including remuneration are benefits meant for every employee in the public sector not for a selected few.

For this study, I combined data from responses on job security, promotion and incentives as motivation to understand how employees in NEPZA and NIPC react to and accept these inclusive motivational package. Using the figure below to report my finding as follows:

Figure 4.3.3: combining job security, promotion and incentives as motivation



Source: Field Work (2024)

From the figure above, I compared the two data because they are aspects of motivation that the participants found interesting. They are similar variables that have the same components. 28 people agreed that job security is a motivator while 30 agreed that promotion and other incentives are motivators; 1 person disagreed on job security as a motivator and 2 persons disagreed that promotion and other incentives are motivators. 80 percent favoured job security as a motivator while 83.33 percent are motivated by promotion and other incentives. In summary, 81.67 percent survey participants are extrinsically motivated.

Obasan (2012) argues that effective compensation can enhance organisational outcomes using Nigeria as a case study. Compensation is a strategy for renumeration, bonuses and all other incentives. A well-designed compensation plan, one that is realistic to the current economy should align employees interest and the agency's goals.

Recognising excellence at work is mostly spontaneous and verbally communicated. Beneficiaries do not often beg for it and mostly come as surprise. This is a strong driver of island of excellence. From the interview, a participant said, *"One of the ways my boss appreciates my work is giving me more work. He encourages me to learn as much as possible on the job because I may not know when I need such an expertise in the future" (Natasha, interviewed July 23, 2024).*

This example is not the same as overworking an employee. This is also a form of on-the-job-training for this employee. The gains she has received so far, has prepared her adequately for future responsibility. In addition, she gets internal satisfaction and intrinsically motivated to do more.

Beneficiaries of an award or reward by their organisations strive to give their best in terms of productivity. Some participants have these to say,

"I was one of the best in my last promotion exam which made my organisation sponsor me for a training in Morocco. It was a turning point in my life that encouraged me to work harder. The exposure it gave me has improved my skills and enhanced my performance at work" (Doreen, interviewed August 25, 2024).

"My organisation used to give commendation letter to outstanding staff sometimes every year. This was stopped during the tenure of the previous head of service. Since the leadership of my organisation cannot disobey the head of service of the federation, it was stopped. It was not money but it motivated the staff to do more" (Bob, interviewed August 25, 2024).

From the above comments, the interviewees agreed that reward encourages promotion in their organisation.

4.3.4 Supportive Leadership

Supportive leadership is a style of management that provides necessary tools and resources to employees until they have attained a level of autonomy. In a principal-agent relationship, the leadership plays a key role in providing support to the agent(s) to foster cooperation and enhance productivity. Leadership support comes in many forms; physical, resources, emotional as long as it is aimed at assisting the employees to perform better for the good of the organisation. Supportive leaders motivate employees by providing coaching and mentorship needed to attain the next level in their career. Support from the leadership should be inclusive without leaving anybody behind because of their identities.

Mustapha, Noor & Mutalib (2019) argue that social support employees receive from colleagues, managers and their organisation provides the relevant encouragement and resources public employees need to stay motivated and excel in their careers. Social inclusion provides support to public servants and impacts their motivation through providing emotional and useful informational support to them. Support enhances the sense of worth, recognition and confidence in their professional development.

This study found supportive leadership as one of the inclusive motivation provisions employees enjoy in NEPZA and NIPC. An interview participant showed how he provided support to a team member in the entry level by coaching and mentoring him to be better:

"A young man was posted to my unit who had his education and training on IT skills abroad. He knew the job but was slow in meeting deadlines. This was largely because he came late to work often. I took it upon myself to find out what was wrong, I discovered he had passion for disc jockey (DJ). He goes to a club to perform every night and comes home very early in the morning. He sleeps till 9am and gets to the office

between 11am and 12noon. I started coaching him and he did better and got promoted before leaving my unit. He also continued his DJ duties only on weekends and worked weekdays" (Golibe, interviewed on August 12-13, 2024).

A follow up question got the response below:

"As a pioneer staff of …, we usually open our team meeting with a charge while at the same time giving opportunity to entertain questions that will enhance productivity. Gradually, those who worked directly under most of us then, learnt a thing or two" (Golibe, interviewed on August 12-13, 2024).

Another participant had this to say about her supervisor's support:

> *My line manager is very supportive to those in his team. Going by civil service rules, we are supposed to be paid for overtime which should not be more than 45 hours in a month but certain periods we work overtime more than 45 hours in a month. My boss is kind hearted and often supports outstanding team members with his personal money for transportation to show that he recognises our sacrifice and to encourage us (Anita, interviewed July 28, 2024).*

The above examples showed how important supportive leadership is to entry-level and to an extent mid-level employees to nudge them to perform better. Organisational values and ethics are transferred when the leadership supports the other staff until they are able to stand by themselves. Aunin et al (2024) argue that supportive leadership style enhances the principal-agent relationship by the principal inspiring and motivating agents to align their personal goals with the organisation by fostering a shared purpose and collaboration. Organisations referred as island of excellence perform great at supportive leadership. Some of those interviewed collaborated this by recounting how their line managers have provided support to them at various times until they were able to stand by themselves in their new role.

4.4 Chapter Conclusion

In this chapter, the study discussed the research findings by introducing the expectations from the chapter before discussing the socio-demographics of the study participants according to the survey and interviews respectively. Finally, this chapter discussed the key themes in the research findings that addressed the first research question.

Chapter 5 Barriers and Available Processes to Remove the Barriers to Social Inclusion Measures in Motivating the Nigerian Public Sector Employees

5.1 Introduction

The importance of social inclusion measures in the public sector motivation strategies is key to adequate organisational growth. An organisation needs individuals to thrive therefore needs to incorporate strategies that are sustainable in other to boost employees morale and improve productivity. It is worthy to note that there are barriers to social inclusion measures but the good news is that these barriers are surmountable if the principals have the right information and are willing to include the agents in making decisions to mitigate them.

5.2 Barriers to Social Inclusion Measures in Motivating Employees in the Nigerian Public Sector

There are many barriers to social inclusion measures by the principal in motivating the agents in the Nigerian public sector. This study found some barriers to social inclusion measures discussed in the previous chapter prevalent in both NEPZA and NIPC. The categorisation of the identified barriers to social inclusion measures to motivate employees in the public sector are listed below.

5.2.1 Inclusive policies may cause structural inequalities

Structural inequalities exist when formal rules and regulations that were targeted at improving systems become detrimental in the long run due to dynamic changes in the society (Grindstaff, 2022). Inclusive policies like the federal character principle may start as necessary to promote equality for all irrespective of their backgrounds and may unintentionally lead to structural inequalities in the principal-agent relationship.

Information asymmetry may happen in the process when the agent has more information of a task usually from doing the task over a period of time than the principal. It may lead to hoarding information when the agent feels cheated out of something that they qualify for like the example of promotion in the findings. Then information asymmetry may create a power imbalance where the agents have the right information but not willing to share due to stringent measures imposed by the principal in the policies that may have affected the agent's interest (Broadbent, Dietrich and Laughlin, 1996). Here, the principal is at a disadvantage because of gap created by lack of information on what to do hence the power imbalance. This happens when the principal lack adequate information to understand changes in the organisation which may lead the agent to resist such demands by the principal to share the information when it becomes detrimental to them. The principal leaves the agent no choice because they want to assert power which may lead to value conflict. Value conflict may happen when the trust between the principal and the agent becomes questionable.

The principles of Weberian bureaucracy acknowledges the important role that bureaucracy play in implementing and executing public policies by recognising hierarchy of authority, standard procedure, division of labour and qualification-based hiring (Mazzucato, 2011). Notwithstanding the above listed, it is important to understand the dynamics of the times we live in; what is acceptable today may become obsolete in the near future. The leadership of the public sector and policies makers should be flexible to adapt to changes. This may lead the agent to act inappropriately when not being monitored (Rubakula, 2014).

On the other hand, the principal holds the key to contractual incentives in the principal-agent relationship but this cannot be inclusive to the needs of the agents unless the agent makes some inputs (Roach, 2016). The principal needs to maintain a healthy balance between what the agent wants and what the principal can provide so that the agent will not lose focus on the organisational objectives.

5.2.2 Unequal distribution of resources and opportunities may lead to feeling undervalued

Social inclusion cannot be discussed without including finance, other resources and opportunities. Unequal distribution of resources and opportunities leave some persons behind when the winner (those with more opportunities) takes it all. Inequitable distribution of opportunities and resources is a major setback to inclusion because it benefits those with better chances and demotivates others (Grindstaff, 2022).

In a principal-agent relationship, actors are motivated by relational self-interest (intrinsic and extrinsic motivation) which calls for concerns on how the principal manages the self-interest of those empowered to act for them (Batley, 2004). When the management plays the role of the principal, they tend to also protect their interest which may lead to unequal distribution of resources and opportunities because they want to be partakes forcing the entry and mid-level staff feel undervalued. For instance, excerpts from the interview as follows:

> *"Directors are not usually in class from the beginning to the end of the training period. They are mostly too busy to participate fully. They come late and leave early for training targeted at capacity development. I think stipend (estacode) is the driving force not the quest for knowledge. This makes some of the other participants to leave when they like" (Mr Z, interviewed on August 23, 2024).*

> *"We observed some of their top management do not stay through the training programs they come maybe the first day or the last day to collect certificate and some do not come all and claim they are busy in the office" (Mr X, interviewed on August 24, 2024).*

From the above instances, training opportunities are for self-development and in turn for organisational good. Participation by proxy (with or without representation) should be discouraged because it does not bring the supposed benefit to the organisation. These examples happen when the training and development packages are not inclusive due to those at the management level reserving the juicy spots for themselves. Also the director who do not participate fully in the training programmes go contrary to the ethics of their agencies. This causes lack of representation and may lead to some departments having more developed skills than the others making them feel less valued.

Compensation satisfaction is important in Nigeria due to worsening economic crisis in the country and may hinder performance. Financial renumeration is poor in the Nigerian public sector compared to what other African countries earn. Agency autonomy is directed towards attaining the goals stated in the contract (recruitment) (Yu, 2021) only if there is an enabling ground that satisfies the expectations of the employee when they earn with can make them satisfied. Below is a sample of the minimum wage of some countries in Africa.

Table 5.2.2: Minimum Wage in Africa

Country	Minimum Wage ($)
Seychelles	456
Morocco	315
South Africa	242
Mauritius	240
Equatorial Guinea	224
Nigeria	42.35

Source: BusinessDay (2024)

5.2.3 Socio-cultural differences in a diverse group makes them susceptible to prejudice

Inclusive workplace policies sometimes overlook cultural differences that can affect principal-agent relationship. This is associated with barriers to effective communication and collaboration among co-workers in an organisation. Unaddressed cultural differences in a diverse group may lead to prejudices and stereotypes. Kolawole, Abolaji and Olagoke (2015) argue that interplay of cultural factors obstruct social inclusion because those less open to embrace other cultures may stay away from open communication and collaboration from others not from their region. This is prevalent in a place like Nigeria where differences in gender, religion, ethnicity and language may cause this barrier.

Exclusion based on identity, stereotyping and different biases contribute to socio-cultural factors posing barriers to inclusion (Grindstaff, 2022). Sometimes, multiple ethnicities and other identities like Nigeria encounter different cultural expectations that require sensitivity to manage and adapt to it. The study participants came from 5 out of the 6 geo-political zones in Nigeria that required the research to make the data collection more inclusive for everyone. Some of the interview participants had these to say about stereotype and bias:

> *"One of my directors told me that he doesn't like working with people from my tribe and that we are full of eye service" (Bob, interviewed August 25, 2024).*

> *"My supervisor said men in her team question every decision she takes and argue a lot that is why she avoids meetings (Gana, interviewed on" August 19, 2024).*

> *"I am the only person …. (from my faith) in my shared office space, sometimes they look at me in a funny way because of my religion" (A interviewed on August 18, 2024).*

The above examples are how socio-cultural differences in a diverse group makes them susceptible to prejudice which pose barriers to social inclusion in the public sector.

Gender is also a common factor here as seen in the previous chapter where someone got denied of a position she was qualified for because of marriage. Excluding competency because of significant identity barriers contributed a lot to gendered inequalities. The principal should recognise the importance of understanding these barriers and effective ways to mitigate them.

To enjoy a socially inclusive measures in motivation, it is necessary to acknowledge local contexts and identify the specific challenges faced by the public sector employees

(Macchiavello, 2008). This would enhance the development of effective motivational strategies that address the needs of all the groups and in turn creates a supportive organisation. This is necessary to curb developmental failures that cultural barriers may cause these agencies and their employees.

5.2.4 Inability of institutions to understand the existence of these barriers delays solving them

Institutions through their policies and practices can make or mar employees performance due to their contributions in promoting or not a more inclusive workplace culture. A lack of understanding of these barriers makes it more difficult to solve the problems that will arise due to organisational negligence (Grindstaff, 2022). Neglecting these barriers are likely to lead to worsening situations of exclusion in the public sector.

Leadership influences employees through financial motivation which is extrinsic in nature (Aljumah, 2023). Some leaders perfect effective communication in influencing the outcome of the performance of those in their team but this has more effects if the influence comes as a reward. It is important to create avenues to influence performance by organisations to more institutional practices that will promote an inclusive organisational culture.

It is necessary to make public servants understand organisational objectives and duties assigned to them. Some of the study participants complained of doing work outside assigned task like running personal errands for their line managers. This should be discouraged as principals need to separate official duties from personal duties so as not to wear out the agents and get them demotivated.

Another participant said, *"Sometimes, my supervisor sees that I have work I am employed to do but still gives me a part of his job to do and adding extra burden to me. This affects my performance as my own work suffers causes me to miss out on some incentives due for my team. They will rather replace my name with those in their clique" (Emmanuel, interviewed August 22, 2024).*

From the above, this is a case of overusing an employee and the boss does not understand that this may harm the potentials of such individual including leading to some health challenges. This is different from challenging an employee to learn on the job. Overuse undermines capabilities of such individuals and when they are not in the office, there may not be a competent person to handle their responsibilities.

These barriers can be fixed and should be done in record time to minimise escalations that lead to reproduction of inequalities through the negligence of institutional practices (Tilly, 2000). Principals as managers need to champion this so that the government and policy makers can do better at putting social inclusion measures in every motivational package subsequently.

5.3 Available processes to remove these barriers

The Public Service Rules (2009) provided available processed to remove these barriers identified in the previous section. Some of the human resources interview participants provided the examples of some cases and how they were addressed. One participant said,

> *"One of my friends was transferred unduly because of her reaction to how she was marginalised because of denial of financial incentive. She wrote a petition to the head of the agency, then to the supervising minster" (Alheri, interviewed on August 18, 2024).*

> *"The process stated in the public service rule is not easy o. You have to write first write to the CEO and if it is not addressed to your satisfaction, you need to write to the supervisory minister through your CEO and wait for the minister to investigate and give feedback. After this, you can still report if not satisfied to the head of the civil service of the federation but it still has to be through your CEO. If you fail to go through your CEO, you can be queried." (Silver, interviewed August 20, 2024).*

The above responses show how difficult the report chain is. This left me wondering what if the person who caused these barriers is the CEO and the petitions keeps landing on their desk. It made me check through the public service rules (2009) and I discovered that the policy supports:

Review policies or get new ones: Public service policies are often reviewed over a period based on need. The principals need to address the needs of the agents by filling the identified policy gaps or make new policies to accommodate their grievances.

Advocate for change: It supports innovative changes that can enhance productivity. Change is dynamic therefore public sector employees should not be suppressed when they yearn for changes. Changes should be treated as important and addressed in a timely manner.

Go to court to test judicial provisions on the agents rights as provided by the principal in the contract: Supports taking legal actions to settle exclusions, marginalisation and all forms of barrier in accessing employee benefits. In Nigeria, the industrial court and regular court (high court) are always ready to judge these cases.

Resign: Supports individuals who may wish to resign from active service not necessarily as a result of marginalisation after following due process as provided by law. When it is unbearable and other options exhausted, resign and start a business, create your own wealth or apply for employment in the private sector where extrinsic motivation is higher and better organised and tracked.

5.4 Chapter Conclusion

In this chapter, the study opened with an introduction on why the chapter is relevant and what it would contain. Also discussed are barriers to social inclusion that hinder performance and available processes to remove them which provided answers to two and three of the research questions.

Chapter 6 Conclusion, Recommendations and Further Research Suggestions

6.1 Summary

This chapter summarises how the findings answered the research questions. It provides relevant recommendations on what to do going forward. It also discusses the study limitations and suggestions on future studies.

The research questions were:

1. What are the available social inclusion measures the employers use to motivate employees in the Nigerian public sector?
2. What are the barriers to the social inclusion measures in motivating employees in the Nigerian public sector?
3. What are the processes available to remove these barriers to strengthen the principal-agent relationship in the Nigerian public sector?

There are existing social measures put in place for the Nigerian public service employees by their employer to manage diversities in the workplace. These measures were built into motivational strategies provided by the government to boost the morale of the workers and enhance productivity. These social inclusion measures identified were: inclusive policies referencing the federal character principle, training and development programmes for all employees irrespective or background and positions, supportive leadership that assists all staff especially entry and mid-level employees to find their feet, promotion, financial and non-financial incentives available to all employees as and when due. The focus agencies used as case study in this study showed that these social inclusion measures are functional in both organisations at the moment, achieving their aim to an extent though with some challenges yet, they can be fixed to make them better.

There are barriers to social inclusion measures in motivating the employees in the Nigerian public sector. The study found out that inclusive policies sometimes cause structural inequalities due to changes in the future that were not taken into account previously. Another barrier showed in the study is that unequal distribution of resources and opportunities among the employees may lead to feeling undervalued by those marginalised. The study also found that socio-cultural differences in a diverse group makes them susceptible to prejudice where individual are force to join cliques which does not enhance organisational growth. Through this study, it was discovered the inability of institutions to understand the existence of these barriers delays solving them which is a leadership problem. The case study agencies are presently experiencing these barriers and the recommendations provided in this study is geared towards enhancing more inclusive measures that meet the motivation needs of their diverse groups.

From the study, there were available measures in removing these barriers and strengthening the relationship between the principal and the agent. The first measure the study noted in removing these barriers is usually to formally report to the head of the agency, the supervising minister, or the head of the civil service of the federation. The study also discovered that when employees feel that the leadership did not address the barrier, it can be filed at the courts (industrial or high court). Also, the study discovered that the individual seeking redress may choose to resign to seek employment else or start a business if they have exhausted previous options and not yet satisfied.

6.2 Going Forward

Inclusive motivation increases performance in the public sector by making employees feel appreciated and valued, show that their interest is protected and understand that they belong to the organisation. It is necessary to enhance motivation by making it more inclusive through having effective incentive structures available to all irrespective of their differences, public sector organisations can use their contextual influences to improve service delivery and achieve organisational goals (Macchiavello, 2008). Addressing these barriers requires a well-thought out plan and deliberate efforts to have a supportive and inclusive work environment.

The study recommends the following are to be strengthened to have more inclusive measures in motivating NIPC and NEPZA employees in managing the principal-agent relationship.

1. **Addressing inequalities**

Nigeria is a patriarchal society that places men before counting women (if they are counted at all). The example of whether a married woman is still from her place of birth or place of marriage is a solvable situation by choosing a side for her to identify with. Unfortunately, the patriarchal society may not see this as a problem because it counts women as less. There is need to understand histories on what happened in the past and how to address such to avoid recurring just like this example.

Addressing inequalities that cause prejudice as seen in the study is very important. Inequalities need to be addressed due the lasting effects it leaves on the marginalised groups. It involves tact and may not be a one-off solution. Both the government and leaders of these agencies and the employees should acknowledge and understand their biases towards each other.

Relationship is a contributing factor to why people feel marginalised or left behind. It gives room to compare how a group is treated better or less than others. Relating with others require having laid down procedures to carry everyone along so that people can have something to evaluate the kind of treatment they get. The procedures should be inclusive and flexible to accommodate future occurrences without making it compromising. Addressing inequities may lead to the review of existing policies or making new ones.

2. **Accountability checks**

Accountability appears in both agencies' values and this shows how important it is. Accountability checks should be from the principal to the agent and also from the agent to the principal. There should be clear channels in place to check how opportunities and resources evenly distributed including promotions and all incentives. The employees should be able to check how accountable their principal is to them on resource distribution including available opportunities like the training and development programmes.

The management team should be accountable to the employees on how they distribute what is due to them and the process transparent to prevent the feeling of being cheated. This can be done through regular accountability meetings or releasing documents showing how resources and opportunities are distributed among the employees. The employees on the other should give account to their employers how the utilise these available resources and opportunities. By doing so, trust will increase between them (principal and agent) and enhance their relationship.

Having accountability checks provides a place of mutual understanding of expectations and how best to deliver on their promises. There is a need for the government and the leadership of NEPZA and NIPC to have a variable means of appraising the work done by their employees to increase performance. The employees should also actively participate in lobbying their leaders and government to provide more inclusive motivational packages that accommodate modern realities or economic hardship in the country.

3. **Need for collaboration and diversity training**

From the study, we understand that public sector employees in NEPZA and NIPC have different diversities and different needs. Therefore, they need to understand that working together is better for organisational growth which enhances the chances of their agencies being an island of excellence. Collaboration among difference groups need to be encouraged by making the inclusive policies that promote co-operation.

Capacity building in NEPZA and NIPC should incorporate diversity courses in future training and development programmes to enhance relationships in their agencies and to provide an opportunity for equality. Diversity training will increase the understanding of their leadership on the existence of barriers and to include how to tackle such barriers.

6.3 Limitations and Further Research Recommendations

This study has contributed to knowledge on social inclusive measures in motivating public sector employees in Nigeria. The study focused on two agencies, NEPZA and NIPC as case study. However, to get to this point, the researcher encountered so challenges that posed limitations to the study.

The data analyses methods of thematic and descriptive statistics were adopted because of the limited sample size of the study which may be attributed to qualitative data collection used in the study. Further studies in the public sector should have more quantitative data to account for the large number of public sector employees for a better representation. In addition, other studies may address the effects of public sector motivation and impact on development outcomes using more agencies addressing different industry challenges.

Some of the study participants were concerned about privacy because of the arrest of an anonymous whistleblower, PIDOM Nigeria (99% Oppressed – the X social media account). He was a popular social media (X platform) investigative journalist who constantly reported the illegalities happening in many government institutions (Daramola, 2024). He had a lot of government classified documents which were sent by public sector employees who discovered the rot in the system and used his platform to inform the citizen. His arrest led to some persons who initially indicated interest to participate in the study to decline due to fear of how their contributions may or may not affect their jobs. Further studies may consider more anonymous means of data collection while researching on public sector.

The study is limited by the short time for the research and delay in accessing the study participants caused a 10-day nationwide "End bad governance" protest that began on August 1 and ended on August 10, 2024 (Peterside et.al, 2024). To address this, studies involving the public sector should last at least 6 months to give researchers better opportunities to sort things out with the participants.

Also, further studies on public sector motivation may explore how punishment can motivate employees to perform better.

6.4 Conclusion

Finally, in this study I attempted to provide answers to the research questions and evaluating the objectives of the study by aligning them with the research finding. Also, I used the existing literature to argue my points and showed how NEPZA and NIPC have social inclusion measures in motivating their employees to perform better even though there are some barriers. Despise these barriers, they have done well in putting their employees needs as important in the principal-agent relationship. This is what makes them an island of excellence in spite of the bureaucracies in their agencies (even with the NPM reforms), they are doing great compared to other agencies, but they can do more. Their major challenge is not having management control over all aspects of their employees due to other policies and procedures they must abide by as public sector agencies and the overall impact of the Nigerian "situation" they face. In spite of these circumstances, NIPC and NEPZA have high levels of motivations. Individuals in the agencies are self-motivated and the organisation tries in extrinsic motivated compared to other agencies.

List of Tables

Table 4.2.2 Distribution of study participants by department.

Organization	Department	Number
NIPC	Policy advocacy	1
NIPC	Investment promotion	1
NIPC	Human resources	2
NIPC	Finance and accounts	1
NIPC	Strategic services	1
NEPZA	Finance and accounts	1
NEPZA	Monitoring and compliance	1
NEPZA	Investment promotion & investors services	1
NEPZA	Corporate services	3

Source: Field work (2024)

Table 5.2.2: Minimum Wage in Africa

Country	Minimum Wage ($)
Seychelles	456
Morocco	315
South Africa	242
Mauritius	240
Equatorial Guinea	224
Nigeria	42.35

Source: BusinessDay (2024)

Figure 2 NEPZA Building

Source: Abuja Inquirer 2022.

Figure 2.1 NIPC Building

Source: Abuja Inquirer 2022.

Appendices

Appendix 1 Ethics Form

ISS Research Ethics Review Form
for RP research carried out by MA students[1]

Aim:
This Form aims to help you identify research ethics issues which may come up in the design and delivery of your Research Paper (RP). It builds on the session on Research Ethics session in course 3105 and subsequent discussions with your peers and RP supervisor/reader. We hope the form encourages you to reflect on the ethics issues which may arise.

The process:
The Ethics Review process consists of answering questions in the following two checklists: B1-Low-sensitivity and B2-High-sensitivity. Depending on the answer to these questions you might need to fill section **C-Statement of Research Ethics** too.

The background document "ISS Research Ethics Guidelines for MA Students" provides advice and detailed information on how to complete this form.

Step 1 - Fill checklists B1 and B2
Step 2 - After answering checklists B1 and B2, the process proceeds as follows:

- **If you answer 'yes' to one or more low-sensitivity questions (checklist B1):** please discuss the issues raised with your supervisor and include an overview of the risks, and actions you can take to mitigate them, in the final design of your RP. You can refer to the ISS Research Ethics Guidelines for MA Students for help with this.

- **If you answer 'yes' to one or more high-sensitivity questions (checklist B2)**, please complete section 'C' of the form below describing the risks you have identified and how you plan to mitigate against them. Discuss the material with your supervisor, in most cases the supervisor will provide approval for you to go ahead with your research and attach this form to the RP design when you upload it in canvas. If, after consultation with your supervisor, it is felt that additional reflection is needed, please submit this form (sections B1, B2, and C) to the Research Ethics Committee (REC) for review as follows:

  When submitting your form to the REC, please send the following to researchethics@iss.nl:
  1) the completed checklists B1 and B2 (or equivalent if dealing with an external ethics requirement)
  2) the completed form C 'Statement of Research Ethics'
  3) a copy of the RP design
  4) any accompanying documentation, for example, consent forms, Data Management Plans (DMP), ethics clearances from other institutions.

  Your application will be reviewed by a reviewer who is not part of your supervisory team. The REC aims to respond to ethics approval requests within a period of 15 working days.

Step 3 - Integrating the Ethics Review process into the RP:

- This Ethics Review Form needs to be added as an annex in your final RP Design document to be uploaded in the Canvas page for course 3105.

[1] This checklist and statement is adapted from the Institute of Development Studies (IDS) Research Ethics Committee and informed by the checklists of two Ethics Review Boards at EUR (ESHCC and ERIM) and the EU H2020 Guidance – How to complete your ethics self-assessment.

Project details, Checklists, and Approval Status

A) Project/Proposal details

1. Project/Proposal Title	Social Inclusion versus Efficient and Efficient Employees: An Example of the Nigerian Public Sector
2. Name of MA student (applicant)	Okwuchi Ihenacho
3. Email address of MA student	603876oi@student.eur.nl
4. Name of Supervisor	Dr Sunil Tankha
5. Email address of Supervisor	tankha@iss.nl
6. Country/countries where research will take place	Nigeria

7. Short description of the proposed research and the context in which it is carried out:

The proposed research is targeted at understanding the role of social inclusion measures in intrinsic and extrinsic motivation in boosting the morale of employees in Nigeria Export Processing Zones Authority and Nigerian Investment Promotion Commission respectively.

The method of data collection will involve survey (random sampling) and semi-structured interviews that require voluntary participation for employees (early career, mid-level and management level). In Nigeria, the public sector are free to voluntarily participate in a research.

B) Research checklist

The following checklist acts as a guide to help you think through what areas of research ethics you may need to address. For explanations and guidance please refer to the background document 'ISS Research Ethics Guidelines for MA students'. Please complete both sections (B1 and B2)

Please tick the appropriate box	**YES**	**NO**
B1: LOW-SENSITIVITY		
1. Does the research involve the collection and or processing of (primary or secondary) personal data (including personal data in the public domain)?	☐	☑
2. Does the research involve participants from whom voluntary informed consent needs to be sought?	☐	☑
3. Will financial or material incentives (other than reasonable expenses and compensation for time) be offered to participants?	☐	☑
4. Will the research require the co-operation of a gatekeeper for access to the groups, communities or individuals to be recruited (e.g., administrator for a private Facebook group, manager of an institutions, government official)?	☐	☑
5. Does the research include benefit-sharing measures for research which takes place with people who could be considered vulnerable? – please revise the background document (Guidelines) for more information.	☐	☑

If you have ticked 'yes' to any of the above boxes (1-5), please discuss with your supervisor and include more information in your RP design describing the issue raised and how you propose to deal with it during your research.

B2: HIGH SENSITIVITY	YES	NO
6. Does the research involve the collection or processing of ***sensitive*** (primary or secondary) personal data? (e.g. regarding racial or ethnic origin, political opinions, religious or philosophical beliefs, trade union membership, biometric data, data related to health or a person's sex life or sexual orientation)	☐	☑
7. Does the research involve participants for whom voluntary and informed consent may require special attention or who can be considered 'vulnerable'? (e.g., children (under 18), people with learning disabilities, undocumented migrants, patients, prisoners)?	☐	☑
8. Will it be necessary for participants to take part in the research without their knowledge and consent (covert observation of people in non-public places)?	☐	☑
9. Will the research be conducted in healthcare institutions, in healthcare settings, or will it involve the recruitment or study of patients or healthcare personnel?	☐	☑
10. Could the research induce psychological stress or anxiety or cause harm or negative consequences for research participants, researchers, or persons and institutions connected to them?	☐	☑
11. Could the situation in one or several of the countries where research is carried out put the researcher, individuals taking part in the research, or individuals connected to the researcher, at risk? Presence of an infectious disease such as COVID-19 is considered a risk – please provide information as outlined in the background document (Guidelines).	☐	☑
12. Does the research require ethical approval or research permission from a local institution or body?	☐	☑

If you have ticked 'Yes' to one of the above (5-11), please complete section 'C' below describing how you propose to mitigate the risks you have identified. After discussion with your supervisor, please submit the form to the Research Ethics Committee. In addition, if you have ticked 'Yes' to a question on any kind of personal data, please also complete the privacy questionnaire.

YOU ONLY NEED TO COMPLETE THIS SECTION IF YOU HAVE ANSWERED YES TO ONE OF THE QUESTIONS IN SECTION B2 ABOVE (Questions 5-11)

A) Statement of Research Ethics

Using the background document 'ISS Research Ethics Guidelines for MA students', please address how you are going to deal with the ethics concern identified, including prevention measure to avoid them from manifesting, mitigation strategies to reduce their impact, and preparedness and contingency planning if the risks manifest.

Please number each point to correspond with the relevant checklist question above. Expand this section as needed and add any additional documentation which might not be included in your RP design, such as consent forms.

[TO BE COMPLETED BY MA STUDENT AND DISCUSSED WITH THE SUPERVISOR. IF THE SUPERVISOR FINDS IT NECESSARY TO SEEK FURTHER REVIEW, THE STUDENT MUST SUBMIT THE FORM TO THE RESEARCH ETHICS COMMITTEE]

B) Approval from Research Ethics Committee

*To be completed by the Research Ethics Committee only if

Approved by Research Ethics Committee: .... **Date:** ....

Additional comments for consideration from Research Ethics Committee:

If the REC needs more information before approving, the REC secretary will be in touch with the MA student. If after requesting more information the REC still has concerns, the REC secretary will ask the supervisor to discuss these with the student. In the unlikely event that there is still no resolution, the REC will refer the application to the Institute Board.

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