

The Monetization Policy and Organizational Citizenship Behaviour in Nigeria: A Situation Analysis

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Abstract

Against the backdrop of political, social, industrial and economic malaise that confronted Nigeria as a State, the Obasanjo administration in 2003, came up with the monetization policy as part of deliberate effort to free the economy from identified bottlenecks and other impediments to economic growth, transformation and national development. How the policy has impacted on organizational citizenship behaviours of the employees affected remains unexplored, hence, this investigation. The questionnaire served as the chief instrument for the collection of data, the analyses of which were done using the Duncan method of analyzing relational variables. The findings in part indicate that the policy of monetization have not helped in curbing corrupt tendencies of the average public servant, that the policy is not positively linked and associated with organizational loyalty, and that the policy have not led to internalization and acceptance of organization rules and regulations, amongst others. With the hope that the policy will achieve the goals as envisioned, we recommend amongst others that the inputs of all major stakeholders be factored into the public policy process, there should be appropriate guidelines for policy implementation and that all public policies should be publicized and properly communicated to all those who are to be guided by it.

Key words: Monetization policy, citizenship behaviours, organizational loyalty, organization compliance and employee conscientiousness.

1. Introduction

Frantz Fanon (1925 – 1961) had in one of his treatise written to say that every nation out of relative obscurity must discover its mission with the hope of fulfilling it. For this and many other reasons, nations (countries) are known to have formulated and implemented different diverse policies aimed at improving economic growth and development, enhancing efficiency of operations and optimizing the use of available resources amongst others. One of such policies enunciated in Nigeria that undoubtedly generated and is still generating lots of interest and concern is the monetization policy. The foundation for the monetization policy was laid by colonial administration. Occasioned by the insufficient number of British personnel for implementation of colonial policies, efforts were made to cater for the well-being of available britons through the provision of certain largesse and perquisites of office. Orji (2009), cited Talba (2004) to posit that for the larger interest of the British colonial service, expatriate British civil servants were moved from one colony to another, and in a bid to ensure their retention and commitment to the service, residential accommodation/apartments were provided, furnished and maintained for these group of colonial personnel. This was in addition to other costs (utility, electricity, vehicle maintenance etc) borne by government.

Upon independence and on the heels of the Nigerianization policy, indigenous people came to occupy the upper echelons of the civil/public service. With the dominance of policy making positions by Nigerians and without concrete efforts to re-orient the emergent class, certain aspects of the structure of the conditions of service, provided loopholes for exploitation. Over the years, the practice culminated in the wastage of resources due partly to bloated bureaucracy, corruption and mismanagement.

2. Statement of Problems

Several articles have been written just as there are several other studies regarding the policy of monetization in Nigeria since its introduction a decade ago. Eke (2007) believes the policy as well as the presidential directive for the states to adopt the policy were impressive but disappointedly lacked implementation guidelines. Saka (2011) had investigated the long term effects of monetization on the Nigerian economy, with a conclusion that the policy is sensitive to the gross domestic product. Generally, policies, their nature and type notwithstanding, have the possibility of evoking reactions from the public as well as organizational participants which may have consequences of disquieting dimensions. Whereas the monetization policy focuses on reducing the cost of running the government, it did not estimate the effects of such a policy on organizational citizenship behaviour, which ultimately affects employee commitment, organizational effectiveness, and the espoused transformation agenda of the Jonathan regime.

3. Objective of the Study

Generally, this study seeks to examine the effects of the monetization policy on organizational citizenship behaviour. Specifically, however, we seek to:

- i) examine the impact of the monetization policy on organizational loyalty
- ii) determine the effects of monetization policy on organizational compliance.
- iii) examine the influence of policy of monetization on conscientiousness.

4. Literature Review

To Amuwo (1991), monetization is the conversion of benefits previously available in kinds to public officers into cash payments, a view supported by Mobolaji (2003) who views the policy as government initiative involving systematic cash payments for benefits previously available in kinds to public officers. He maintains that monetization is rewards other than wages received by employees from employers in monetary value. These benefits include but not limited to medical and dental insurance, vacation and sick leaves,

accommodation, furniture and utility allowance, meal subsidy and entertainments, motor vehicle allowance etc - these benefits the author reasons represent additional compensation to the employee beyond wage. It is expected therefore, that a source of additional compensation should add to the productivity level of the employee(s) concerned. However, whether the policy has contributed to increases in productivity, remain debatable.

Monetization of fringe benefits entails in the words of Chukwu (2006), the use of cash to settle non-cash benefits i.e. the conversion of hitherto, non-cash benefits to cash, consequently, they cease to appear in the overhead cost of government. Eke (2007) provides a more academic and illuminating definition by stating that in the truest sense, monetization is the actual quantification and payments for welfare packages in monetary equivalents. He continues by stating that monetization of fringe benefits refers to the actual quantification of in-kind, non-wage benefits of workers in monetary terms in proportional estimates of percentage value to salary grade level i.e. non-wage benefits are calculated in proportional monetary terms to wages. This definition accordingly makes a case for a universal, non-selective application of the monetization policy. Saka (2011), describes monetization as a monetary policy which means that benefits being enjoyed by public servants would be paid enbloc just as Bakare (2011), opines that monetization is an approach to the remuneration of public officers in Nigeria so that benefits which were formerly paid in kinds be converted to cash by the salary and wages commission. No matter the language employed, the message of the policy is that non-wage benefits hitherto, enjoyed by public/civil servants will now be paid in cash.

The monetization policy though of recent origin in Nigeria has attracted a lot of accolades as well as condemnations from writers and commentators. Ekaette, (2003), Chukwu, (2006), Eke, (2007), Bakare, (2011), and a host of others agree that the monetization policy sought to minimize waste, misuse and abuse of public facilities as well as other associated costs of running government exacerbated by submissions of spurious bills, high cost of maintenance, outright money laundering and the near absence of accountability and probity. It was in this regard that Mimiko (2003) submitted that the monetization policy was precipitate of government concern with the continued escalation of the cost of running the machinery of government as a result of the huge bureaucracy with which the economy is delivered.

Focusing on the 2003 – 2005 federal budgets where 31%, 36% and 36% respectively of the entire recurrent expenditure of the federal government was allocated to workers emoluments, Chukwu (2006) observed that such allocation was unreasonably high and is capable of denying the country some developmental infrastructure. Citing the NEEDS documents (2004), the author maintains that the monetization policy will reduce the incentive to corruption, help prepare public servants for life after retirement and prevent them from suffering a sharp drop in their standard of living. However, he admits even if inadvertently, that the policy will lead to unemployment and an unprecedented pressure on the housing sector.

For Chijioke (2007), an apologist of the monetization policy, one major aspect of the policy, which has excited civil servants, is the opportunity it has provided for them to buy off from government, the houses they currently occupy. Speaking further, he avers that the monetization policy was given effect through the passage of an Act: the certain political, public and judicial office holders (salaries and allowances, etc) Act 2003, by the National Assembly. Drawing from the Act, the National Salaries, Incomes and Wages Commission issued a circular spelling out the provisions, as they affect federal civil servants, with effect from 1st October, 2003. Under the policy, services now monetized include residential accommodation, furniture allowance, leave grant, meal subsidy, duty tour allowances, motor vehicle loan, fueling/maintenance of official vehicles and transport allowance. Arising from the monetization of fringe

benefits a total of 7,487 government official vehicles are being disposed of through outright sale to civil servants. The implementation of the policy has led to in his opinion

- i) more frugal use of government utilities.
- ii) Curbing of the excesses of public officers in the use of government amenities,
- iii) Equity in the receipt of government welfare benefits by civil servants,
- iv) Elimination of all hidden costs of running the system,
- v) Enhancement of the remunerations of civil servants and political office holders to enable them provide themselves the prerequisites now monetized,
- vi) Improved culture of prudence in managing resources; and
- vii) Opportunity for civil servants to own their homes. The policy has been implemented in almost all government Ministries, Parastatals and Agencies. In this regard, a total of 20,452 government vehicles will be disposed of across the 444 Parastatals /Agencies.

All that glitter they say is not gold. If the monetization policy offers the goodies as suggested, while the number of industrial disputes that greeted its introduction say in Ebonyi, Enugu, Adamawa, Benue and Kogi States between 2004 and 2006? Ekes' (2007) verdict is that the policy of monetization of fringe benefits of civil and other public servants was a logical fallout of the salaries/allowances Act of 2002. To him, the approval of Mr. President and directives to states to take a cue and adopt the policy was impressive, but disappointingly lacked implementation guidelines. We infer from this conclusion that the best of policies and programmes not supported by appropriate guidelines for implementation may be doomed to failure.

Writing on the economic implications of the monetization policy in Nigeria, Bakare (2011) believes that the policy did not contribute to an increase in gross domestic output, that the positive benefits of the policy are disputable, that the policy did not fulfill its goals and targets, therefore, the monetization policy is a failure. Saka (2011) investigated the long run effects of monetization on the Nigerian economy. Adopting an econometric model, he submits among others that the monetization policy is sensitive to the Gross Domestic Product (GDP) and suggests that there exist substitution between lowering the morale of workers not paid monetization and real GDP in Nigeria. Where therefore, workers interest were not taken into due consideration in the execution of the policy, public servants might feel short-changed, he concludes.

Meanwhile, Organizational Citizenship Behaviour (OCB) is believed to have its roots in psychology. Today, however, it has gained currency and acceptability in most contemporary literature in organizational behaviour and management. Just as is the case with most constructs in the social and management sciences, organizational citizenship behaviour has been subjected to varying definitions/descriptions. Organizational citizenship behaviour in the words of Deluga (1998), are construed to mean those spontaneous acts that go beyond prescribed job requirements (in-role-behaviours whereby the subordinate carry out non-obligatory role behaviours. Materson and Stamper (2003) are of the view that organizational citizenship behaviour refers to the idea of doing more than is expected. These out of role activities according to them are important because they are often cited by customers or clients when praising exemplary services or switching service providers. On their part, Kreitner and Kinicki (2004), see organizational citizenship behaviour as part of social exchange "currency" that involves going above and beyond what is expected (for instance, voluntarily working late to finish an important project, being punctual, helping others) – in short, being a good citizen. Robbins (2005) cited Organ (1988), to say that organizational citizenship behaviour is discretionary behaviour that is not part of employees' formal job requirements, but that nevertheless promotes effective functioning of the organization.

From this retinue of definition/descriptions, we infer that organizational citizenship behaviours are actions and/or behaviours of employees in organizations that are, spontaneous, not premeditated but possibly done in anticipation of other pecuniary benefits. Generally, these behaviours are indicative of employees'

concerns and support for and active interests in the affairs of the organization. Most often, organizational citizenship behaviour is an enhancer of organizational performance (Organ, et al, 2006), and in the views of Okafor (2013) may represent a possible consummate approach to being civil or polite to others in an organization. Other positive attributes or correlates of organizational behaviour as identified by mainstream literature on the subject include that it helps in image laundering, increases job dedication, enhances co-worker productivity, has the capability of spreading best practices as well as shoring-up customer patronage.

Lack of consensus is not limited to definitions of organizational citizenship behaviour but also extends to the dimensionality. While authors like Smith et al (1983), bifurcates organizational citizenship behaviour into two namely organizational participation and protecting the organization, Podsakoff et al (1996) identifies five dimensions to include altruism, courtesy, conscientiousness, sportsmanship and civic virtue. Therefore, for any behaviour or action of an employee to be included in the domain of organizational citizenship behaviour, such action should demonstrate selflessness, civility, sportsmanship and should be predicated on moral conscience. In their review of theoretical and empirical literature on organizational citizenship behaviour, Podsakoff and his associates (2000) found almost thirty (30) different forms of citizenship behaviour but because there were observed citizenship behaviour constructs overlaps, organized them into seven (7) which included organizational loyalty, organizational compliance and employee conscientiousness.

Organizational Loyalty: In the opinions of Podsakoff et al, (2000) and Modassir and Singh (2008), organizational loyalty entails promoting the organization to outsiders, protecting and defending it against external threats, and remaining committed to it even under adverse conditions. It consists of loyalty boosterism – the promotion of the organizational image to outsiders, identification with and allegiance to organizational leaders and the organization as a whole, transcending the parochial interests of individual, work groups, and department. Representative behaviours include defending the organization against threats, contributing to its good reputation and cooperating with others to serve the interests of the whole, spreading goodwill – i.e. the means by which organizational members voluntarily contribute to organizational effectiveness through efforts to represent their organization to wider communities in a beneficial light, and endorsing, supporting and defending organizational objective – i.e. the concern for unit objectives, staying with the organization during hard times and representing the organization favourably to outsiders.

Organizational Compliance: This dimension appears to capture a person's internalization and acceptance of the organization's rules, regulations, and procedures, which results in a scrupulous adherence to them, even when no one observes or monitors compliance. The behaviour (e.g., punctuality, not wasting time) seems to represent something akin to compliance with internalized norms, defining what a "good employee ought to do. Other sub-components of organizational compliance may include but not limited to organizational obedience; with an orientation on the part of employees to recognize, accept and subscribe to the desirability of the structure, rules and regulations of the organization. Implicit in this is that employees inadvertently adhere to rules and procedures devised to maintain order. A demonstration of organization compliance will manifest for instance in complying with organizational value, and policies, meeting deadlines, job dedication as well as punctuality in attendance.

Employee Conscientiousness: This refers to self-discipline, carefulness, deliberation and need for achievement. Organ (1988) states that it is discretionary behaviours that goes well beyond the minimum role requirements of the organization like working extra long hours more than is required, returning phone calls from the home office promptly and never bending the rules. According to Yen & Neihoff (2004),

conscientiousness is believed to be the mindfulness that a person never forgets to be a part of a system (organization) and that more conscientious employees will stay informed with up-to-date knowledge about products or services. For Dickinson (2009) and Wan (2009) conscientiousness is a pattern of going well beyond the minimum required levels of attendance, housekeeping, conserving resources, and related matters of internal maintenance, while, Mehboob and Bhutto (2012) stressed that conscientiousness refers to going beyond the minimal requirements of a task level such as attendance, housekeeping, punctuality, keeping the work place clean and so on.

Meanwhile, authors like Materson and Stamper (2003), Krietner and Kinicki (2004) amongst others have identified certain practices as likely predictors of organizational citizenship behaviour. Commonly associated with citizenship behaviour is job satisfaction, perceived supervisor fairness, leadership support, interpersonal trust between supervisor and subordinate, and workers participation in decision making/management (wpm). A litany of possible correlates of organizational citizenship behaviour, one may say. However, the list does not include the import of policies on organizational citizenship behaviour in general and how the policy of monetisation may relate to organizational citizenship behaviour in particular. Given these description; can one say that the average public servant in Nigeria will willingly subscribe to organizational compliance, unquestionable organizational loyalty and a demonstrated level of conscientiousness?

5. Methodology:

The survey design was adopted in this investigation due to variability of the units. It is also a cross-sectional study that sought after the opinions, perceptions and reactions of the respondents relating to the monetization policy and citizenship behaviours' constructs of organizational loyalty, organizational compliance and employee conscientiousness.

To ensure face, content and construct validity, a seventeen (17) item questionnaire was articulated and administered to one hundred and ninety-six (196) members of staff who were affected by the monetization policy. These one hundred and ninety-six (196) were part of the randomly selected two hundred and thirteen (213) civil servants who returned their completed copies of the questionnaires. Using the Statistical Package for Social Sciences (SPSS), particularly focusing on the Duncan method of analyzing relational variables, the descriptive mode of analyses is made use of. The SPSS – Duncan analysis established the post hoc tests and homogeneous subsets of the results obtained thus, allowing for within and group relationships of the variables to be established. The F-statistic, however, was used to establish the significance of the results obtained.

6. Results

The presentation and breakdown of the results are as contained in tables 1-10

Table 1: General Summary

LIKERT MEANS	LOYALTY	COMPLIANCE	CONSCIENTIOUSNESS
Q1	2.81	2.94	4.12
Q2	2.64	2.89	3.96
Q3	3.29	2.7	3.72
Q4	3.68		3.26
Q5	3.8		
Q6	2.89		
Q7	2.89		

Table 2: Descriptive Statistics Relating to Organizational Loyalty

	N	Mean	Std. Deviation	Std. Error	95% Confidence Interval for Mean		Minimum	Maximum
					Lower Bound	Upper Bound		
1.00	7	37.7143	29.61821	11.19463	10.3220	65.1066	14.00	84.00
2.00	7	32.7143	14.60267	5.51929	19.2091	46.2195	11.00	53.00
3.00	7	66.4286	34.04339	12.86719	34.9437	97.9135	13.00	121.00
4.00	7	38.1429	17.26681	6.52624	22.1737	54.1120	11.00	61.00
5.00	7	21.0000	9.76388	3.69040	11.9699	30.0301	12.00	41.00
Total	35	39.2000	26.39274	4.46119	30.1338	48.2662	11.00	121.00

Table 3: Analysis of Variance (ANOVA) with Respect to Organizational Loyalty

	Sum of Squares	df	Mean Square	F	Sig.
Between Groups	7826.171	4	1956.543	3.702	.015
Within Groups	15857.429	30	528.581		
Total	23683.600	34			

Table 4: Post Hoc Test of Organizational LoyaltyDuncan^a

NUM Loyalty	N	Subset for alpha = 0.05	
		1	2
5.00	7	21.0000	
2.00	7	32.7143	
1.00	7	37.7143	
4.00	7	38.1429	
3.00	7		66.4286
Sig.		.213	1.000

Means for groups in homogeneous subsets are displayed.

a. Uses Harmonic Mean Sample Size = 7.000.

Table 5: Descriptive Statistics Relating to Organizational Compliance

	N	Mean	Std. Deviation	Std. Error	95% Confidence Interval for Mean		Minimum	Maximum
					Lower Bound	Upper Bound		
1.00	3	16.6667	9.29157	5.36449	-6.4149	39.7482	9.00	27.00
2.00	3	23.6667	5.03322	2.90593	11.1634	36.1699	19.00	29.00
3.00	3	86.0000	24.26932	14.01190	25.7117	146.2883	66.00	113.00
4.00	3	51.6667	5.50757	3.17980	37.9851	65.3482	48.00	58.00
5.00	3	18.0000	14.17745	8.18535	-17.2187	53.2187	2.00	29.00
Total	15	39.2000	29.87641	7.71406	22.6550	55.7450	2.00	113.00

Table 6: Analysis of Variance Regarding Organizational Compliance

	Sum of Squares	df	Mean Square	F	Sig.
Between Groups	10632.400	4	2658.100	14.260	.000
Within Groups	1864.000	10	186.400		
Total	12496.400	14			

Table 7: Post Hoc Test of Organizational ComplianceDuncan^a

NUM Compliance	N	Subset for alpha = 0.05		
		1	2	3
1.00	3	16.6667		
5.00	3	18.0000		
2.00	3	23.6667		
4.00	3		51.6667	
3.00	3			86.0000
Sig.		.562	1.000	1.000

Means for groups in homogeneous subsets are displayed.

a. Uses Harmonic Mean Sample Size = 3.000.

Table 8: Descriptive Statistics with Respect to Employee Conscientiousness

	N	Mean	Std. Deviation	Std. Error	95% Confidence Interval for Mean		Minimum	Maximum
					Lower Bound	Upper Bound		
1.00	4	67.5000	26.86385	13.43193	24.7536	110.2464	32.00	94.00
2.00	4	54.2500	11.47098	5.73549	35.9971	72.5029	39.00	66.00
3.00	4	41.5000	22.06808	11.03404	6.3848	76.6152	21.00	72.00
4.00	4	25.7500	18.28251	9.14125	-3.3415	54.8415	14.00	53.00
5.00	4	7.2500	6.39661	3.19831	-2.9284	17.4284	.00	14.00
Total	20	39.2500	27.22591	6.08790	26.5079	51.9921	.00	94.00

Table 9: ANOVA for Employee Conscientiousness

	Sum of Squares	df	Mean Square	F	Sig.
Between Groups	8937.500	4	2234.375	6.513	.003
Within Groups	5146.250	15	343.083		
Total	14083.750	19			

Table 10: Post Hoc Test for Employee ConscientiousnessDuncan^a

NUM Conscience	N	Subset for alpha = 0.05		
		1	2	3
5.00	4	7.2500		
4.00	4	25.7500	25.7500	
3.00	4		41.5000	41.5000
2.00	4		54.2500	54.2500
1.00	4			67.5000
Sig.		.178	.056	.078

Means for groups in homogeneous subsets are displayed.

a. Uses Harmonic Mean Sample Size = 4.000.

SA = 5; A = 4; SD = 3; D = 2; N = 1

7. Discussion

The monetization policy is not positively linked and associated with organizational loyalty. Organizational loyalty in part will demand behaviours that entails endorsing, supporting and defending organizational objectives. The views as expressed by a good percentage of the respondents that the policy of

monetization is not helping to boost nor associated with organizational loyalty, will mean that the attainment of organizational objectives *visa-vis* Nigerian public service will be negatively affected.

It is also discovered from the analyses of the responses that the policy of monetization has not helped in curbing the corrupt tendencies of organizational participants. These corrupt behaviours manifest in the inflation of contracts, over invoicing, receiving of “kick-backs” for carrying out legitimate official duties, extortion of money as a pre-condition for employing people into the service amongst others. However, there is ample evidence to suggest an improvement in the culture of prudence of managing resources resulting from increasing interest in and care for organization properties. The evolving interest in organization property and associated prudent management of resources may stem from the fact that the employees are given the “first right of purchase” of the existing property (ies) that are to be monetized.

The implementation of the policy of monetization have not necessarily led to the internationalization and acceptance of organization rules and regulations by organization members and the scrupulous adherence to them. Non internalization of rules may result in duties being carried out in line with individual whims and caprices and not in consonance with laid down principles. This may have grave implications for citizenship behaviour and organization effectiveness.

Generally, the policy of monetization as attested to by one hundred and twenty one (121 or 61.7%) of the respondents, has so far failed to improve organizational citizenship behaviours. Part of the import of this is that organizational members will not necessarily be involved in behaviours that are not part of their official designs with possible negative implications for public service growth, efficiency and delivery in Nigeria.

8. Conclusion and Recommendations

A summary of our analyses as well as observable evidence show that a decade of implementation of the policy of monetization is yet to produce organizational citizenship behaviours requisite for best practices and organization efficiency especially as it relates to the public service in Nigeria. Based on the fact that organizational citizenship behaviour have links with customer patronage, has the capability of spreading best practices, and is capable of enhancing co-worker productivity, we make the following suggestions with the hope that the policy will attain a significant percentage of its intended objectives.

- 1) The inputs of all major stakeholders be factored into a public policy process. Consultations, dialogue and workers participation in management are known to have produced positive results. Their employment and deployment can help in reducing the spate of industrial unrests with their associated economic, social and psychic costs.
- 2) A corollary to the above is that sufficient and adequate intelligence gathering should precede all public policies especially those that have the potency of destabilizing the socio-economic cum political conditions of the State.
- 3) There should be a test-run of some of the policies in selected States and Local Government Areas before their wholesale and universal application. This may prove to be costly and time consuming. However, the public outcry, sometimes deliberate destruction of properties, industrial actions, loss of man-hours, dive in productivity etc that go with certain policies considered to be obnoxious, may prove to be more devastating both in terms of costs and time, than the cost of the test run of some of these polices. A test run may help in identifying and removing some grey areas before the universal application of such a policy or policies.
- 4) There should be appropriate guidelines for policy implementation. These guidelines should be specific and not coloured in ambiguity so as to avoid misinterpretation and misrepresentation, with possible

consequences of loss of or decline in job satisfaction and employee commitment. These guidelines should be specific in terms of time or period, the category of workers involved, the economic costs or implications and the like.

- 5) All public policies should be publicized and properly communicated to all those who are to be guided by it. Information and communication are proven indispensable allies to organization efficiency and excellence.
- 6) The monetization policy did not factor in the possibilities of distortions of facts and the general tendency to corruption and other sharp practices. And because every nation out of relative obscurity must discover their mission as to be able to fulfill it, (apologies to Frantz Fanon) through the instrumentality of policies, plans and practices, we suggest that the monetization policy be revisited so as to modify, strengthen and possibly amplify their contents and implementation. It is hoped that this will not only actualize the intended benefits of these policies but will also seek to improve workers' welfare, morale, organization citizenship behaviours and commitment.

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