

Impact of Anti-Corruption Policies on E-Governance in Nigerian Public Service

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Article DOI:

10.48028/iiprds/ijsrhlir.v9.i1.15

Keywords:

E-governance, Public
service, Corruption,
Policies, Service
delivery and
Nigeria.

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Abstract

The research focused on the effectiveness of the Nigerian anti-corruption measures on the e-governance of the Nigerian Public service and the public sector basically. The study, which relied on documentary sources for data collection, examined the different anti-corruption policies in Nigeria and their effect on e-governance in the Nigerian Public Service and the Public Sector and it concluded that the policies in force have created more ways to prevent, detect, and arrest corruption through the effectiveness of cashless policy, Treasury Single Account (TSA), Integrated Personnel Payroll Information System (IPPIS), Government Integrated Financial and Management Information System (GIFMIS), Biometric Verification Number (BVN), e-Naira, the SERVICOM and Freedom of Information Acts among others. Relying on the commonalities among the various anti-corruption policies, the findings pointed out that the anti-corruption policies, if properly applied, could lead to a dramatic decrease or even a total elimination of the corrupt practices in the Nigerian Public sector, facilitated by the public scrutiny of governmental activities, reporting of corrupt practices by public officials, promoting transparency and accountability in public service, and facilitating advocacy and citizens participation in public policy formulation and evaluation. The researchers suggested that politicians should not meddle with the bureaucratic principles governing the operation of the public service that are put in place to prevent godfatherism, favoritism, and nepotism in the public sector management. Moreover, a suggestion was made that a robust institutional framework that assures independence of the anti-corruption agencies should be established for the efficient and effective execution of anti-corruption policies in the country.

Background to the Study

Corruption is the major socio-economic problem that Nigeria grapples with today. The nation is counted among the corrupt countries on earth. The people are very much against corruption in the public service sector and among those who hold offices in the public sector who are involved in corrupt practices. In the words of Achebe, (2013), Nigeria's suffering from corruption has been overwhelming and devastating. Defunct practices still rampant in Nigeria have severely stopped the nation from reaching its full potential socio-economically leading to poverty, etc. The citizens living in poverty are complaining about the little salaries that they earn as they can hardly take home what they should as wages. Transparency International reports (2013) that different Nigerian administrations have badly mismanaged substantial revenues due to corruption. The main causes of corruption in the public sector are high tolerance for illegal enrichment, a few people owning the majority of economic power and wealth, and the mixing of political and economic interests along with the country's total dependence on oil for revenue (Imam et al, 2010). It is also a factor that slows down the processes of democracy and good governance in Nigeria. Insecurity is also a result of corruption in the country and thousands of deaths can be attributed to it due to poor healthcare services, lack of proper roads and transport system, and poor security and social services in general. It is evil that is widespread in Nigeria because there are no solid institutional and legal frameworks to handle it (Durojaiye, 2010).

The international community has been continuously drawing attention to the impact of corruption on the socio-economic development of the country. Numerous instruments have been developed and adopted internationally and regionally to combat corruption. One such is the United Nations (UN) that works in this area (UN 2003). In Africa, the African Union has also ratified a treaty for the eradication of corruption (African Union, 2006). A plethora of institutions, laws, and policies in Nigeria target the corruption issue. Though laws that address corruption are considerable, and institutions exist along with various policies, still corruption remains an evil of astonishing dimensions which has crept into the public sector in particular and the country in general.

Various means have evolved in the war against corruption in Nigeria as query people such as Danfulani (2013) can assist in offering the different dimensions from which the problem has been viewed. On the one hand, the government has initiated the establishment of anti-corruption public bodies like the Economic and Financial Crimes Commission (EFCC) and its counterpart, the Independent Corrupt Practices Commission (ICPC), along with the implementation of extensive campaigns against corruption conducted by these and other governmental agencies, non-governmental organizations, religious places like churches and mosques, etc.; on the other hand, though the government has taken a number of steps, corruption still exists in the public service and public sector in Nigeria.

The Corruption Perception Index (CPI), which gauges the perceived level of public sector corruption in different countries and regions around the world, reveals that a number of

African nations including Nigeria have consistently occupied a very unfavorable position-with regard to corruption- on the list of the most corrupt countries in the world (Transparency International, 2013). Consequently, this situation raises a question mark over the continued significance of the anti-corruption agencies such as the Economic and Financial Crimes Commission (EFCC) 2002, Independent Corrupt Practices and other related offences Commission (ICPC) 2000, and Code of Conduct Bureau (CCB), among others, the Budget Monitoring and Price Intelligence Unit (BMPIU) (2003), and the Extractive Industries Transparency Initiatives (EITI) (2003) and the number of corruption cases being prosecuted by these agencies (Ogungbamila, 2014). However, it was from the experience that anti-corruption policy initiatives came up to increase the transparency in the conduct of government businesses (Danfulani, 2013).

Attah (2020) has Adeyemo's view that the very aim of applying anti-corruption policy initiatives in government dealings is to foster good governance which is marked by fairness and justice, involvement of the citizens in the decision-making process, as well as the transparency and accountability of the public officials in all sectors of the economy. According to Danfilani (2018), e-governance implies the shift that is driven by a revolution in ICT through the application of digital technologies as illustrated in the use of internet, personal computers, mobile phones, and numerous other electronic gadgets/applications. The advent of these devices has easily and quickly facilitated the exchange of information and services between the government and the public. As pointed out by Oye (2013), the e-governance system has done a great deal to combat corruption by digitalizing traces of transactions which helps incriminate the perpetrator thus raising accountability; making regulations public and lessening interaction in which most corrupt practices occur thus increasing transparency. Mobile phones are one

Conceptual Definitions

Electronic Governance

E-governance evolved from a revolutionary development in Information and Communication Technology which manifested in digital technology such as personal computers, the internet, mobile phones, and several types of electronic applications. The coming together of these technologies made the communication of information, its access, and delivery all easier. This brought about a lot of good things among which are the connection between the citizens and the government, a government that was more efficient and stronger, the reduction of the cost of governance and transactions, and the promotion of transparency.

E-Governance means using Information and Communications Technology in public service delivery. It requires the application of ICT in all administrative functions, like human resources management, finance, budget, program and project management, health, education, welfare services, infrastructure, policy-making, etc. This has been supported by Ojo (2019) who highlighted that the very shift from governance to e-governance has been seen as a powerful tool in making transparency, accountability and effective service delivery in the public sector. Furthermore, it is the usage of ICT to

government processes in order to reach simple, ethical, accountable, responsive, and transparent governance (Onah, 2021). Additionally, it was pointed out that there is a huge amount of digital information that is being exchanged in numerous ways with the aim of creating value, and communication networks are growing so that the interaction can cover the entire planet without being hindered by time or place (Dawes, 2010). This indicates that through ICT, the world has transformed into a single village.

ICT stands for technologies that give people access to information via telecommunications. It is the internet, intranet, cell phones, and computers among others that allow the access to, storage of, and transmission of information. Coleman (2008) as quoted in Eme et al. (2007) stated that E-governance represents the digital coding, processing, storage, and circulation of data concerning the three critical aspects of governing societies: the representation and regulation of social actors; delivery of public services; and generation and circulation of official communication. This further highlights the necessity of e-governance. Another way of looking at it is that e-governance is the application of electronic means in the interaction between the public and the government, the latter and businesses, and within the government itself to make democratic government and business aspects of the government easier and better (Bacus, 2001) claims that this interaction will be increasingly important if the fight against corruption is to be sustained, as the public, businesses and even the international community will have access to pertinent information.

It is often referred to as the communication from the government to the public and vice versa using electronic channels (Baidyabati, 2012). Crowley, 2008) as quoted in (Ojo, 2013) also supports the fact that e-governance is the ICT use for the planning, implementation, and monitoring of government's programs, projects, and activities. Authors have come to the same conclusion regarding the need for e-governance, as well as the role of ICT. Each of the definitions put forward has been a source of insight and has emphasized the importance of ICT in e-governance.

Corruption

Corruption, according to the Dictionary, is “the act of corrupting or impairing integrity, virtue, or moral principle, state of being corrupted or debased, loss of purity.” Corruption was further characterized by another dictionary entry as 'the seeking of bribe, departure from what is pure/correct, destruction of data by manipulation of parts of it.' To the dictionary description of corruption, embezzlement, pilferage, theft, fraud, commercial crime, etc. are all family members of corruption. It is the misuse of public office for private profit. It is everywhere - in public, private, corporate, and individual sectors.

Moreover, Rotimi et al (2017) argue that corruption embraces 'bribery, smuggling, fraud, illegal payments, money laundering, drug trafficking, falsification of documents and records, window dressing, false declaration, evasion, under-payment, deceit, forgery, concealment, aiding and abetting of any kind to the detriment of another person, community, society or nation.' It implies that corruption cannot exist in isolation without

affecting the government negatively. Raab & Gertrude (2013) have suggested that corruption is a social problem as it causes a considerable number of people to be discontented and, moreover, has the potential of disturbing the peace in the community.

According to the World Bank, as cited in Okoduwa (2016), corruption is defined as follows: The misuse of public power for personal gains. Public power is misused for personal gain when an officer takes, feels entitled to, or demands a bribe. Public power is also being misused when private agents offer bribes in a very aggressive manner to circumvent public authorities and processes for competitive advantage and profit. Public office can be abused for personal gain even if no bribery occurs, through patronage and nepotism, the theft of state assets, or the diversion of state revenue.

The corruption in Nigeria is systemic. The term "systemic" fits best Nigeria's corruption as it is unending, though its statistically non-different position among the bottom five most corrupt countries assessed every year since 1999 (Transparency International, 2013) has been insignificant from a global perspective.

The political patronage, lack of transparency and accountability, monitoring and auditing of government works and services, low level of professionalism of the bureaucracy, and a weak separation between civil society and politics are among the most important factors driving corruption in public sector. Corruption in public sector is a serious problem in Nigeria and, due to the use of traditional paper-based purchasing systems, there is a potential to escape the law for obtaining contracts. There are cases when contracts and tenders are assigned because of misuse of power and political meddling; government officials are quietly involved and using their official power for private benefits. Party members are also involved and have influenced the public procurement process for their advantage. Corruption not only flourished in the government and oil sector of Nigeria but also crippled the country as a whole.

Policy

Policy is the most important part of public administration. Policies are nothing but the decisions specifying the expected activities, their timing and manner of doing them. According to Dimock & Dimock (1936) policy refers to the purposely recognized and set rules that guide the administrators in their decision-making. Ogbeide (1995) looks at it as the move to follow the rules but there is no restriction. He asserts that it is the choice of actions or plans dictated by the government and its officials to find solutions or cope with social problems in a given society. In the same light, Dror (1967) considers it as a normative procedure that should be strictly followed in the process of making decisions about the main issue. Policies in this paper, therefore, are seen as the rules or directives that facilitate the attainment of the desired administrative results.

Public Service Delivery

The manner in which the government delivers public services could be considered as a way of gaining the citizens' favor and consequently a step towards establishing a good

governance in the society. According to Kayode et al. (2013), services can be both tangible and intangible. Johns (2019) maintained that the main concern with the services is that they are intangible and the customer gets to experience the activity as an output. The present research also considers service delivery to be an intangible issue. The reason for this is that the public service delivery has to do with a triangle of relationships between the policy makers (the principal), service providers (the agents), and the people (Carison et al., 2015). The list of public services given by the authorities to the people varies from one country to another, but ideally, it covers education, health, water, sanitation, roads, electricity, communication, police, etc.

Service delivery has been put in a customer's perspective by Edvardsson (2018) while through Johns (2019), it is not only viewed from the customers' perspective but also from the providers' side. The marketing literature has associated service delivery with the quality assessment made by a customer (Eshgi et al., 2018). However, it is important to note that quality can never be confined to one area and it is, in fact, the most desired in all types of service delivery being provided to customers/consumers/citizens. With the time when man accepted the concept of the organization of state that required social contract, division of labor and function surfaced, (Mbachu, 2018). Ever since, Public Administration has been creating a management bridge between the state and the public, by ensuring that taxpayers' needs are met quickly. Public Administration literally takes the role of implementing policies and programs that are aimed at delivering essential welfare services which can improve the quality of life for the public. The public is the term for the citizens of a specific polity at a specific time, (Jones, 2010).

The idea of public service automatically leads to government's participation in service delivery without profit being the goal. The similarity between public service and public administration is that both refer to the same; public will be through public policies' implementation, public laws' enforcement and public welfare realization, (Ogunna, 2016). Public services are the services rendered by governments (local, municipal, or larger scale) to the public. A need for services which no individual can or will pay for but which are beneficial to all by their mere existence is one reason for taxation, (Answers, 2016). It is not possible to lay too much stress on the importance of public service delivery because of its form as a nation-building resource; it gathers people in de facto political units and it makes the state visible to its citizens, frequently being the primary tangible link between government and their people. Public services carry and diffuse the values of the new nations and contribute to the bonding between the state and citizens, (Walle, & Scott, 2019). Thus, it is of utmost importance to determine the most effective and efficient way of discharging the responsibility. The implication here is that there is a need for a cost-effective, quality, and timely delivery strategy which will not only satisfy the present needs but also the future ones of the public. This gives rise to the case for a nation being in the hunt for the right technologies and how to use them for timely delivery of the three-fold responsibility of providing the services (Walle, & Scott, 2019).

The public service delivery channel is to be kept open if the beneficiaries are to enjoy the maximum benefit of such services. Moreover, one of the best ways of maintaining the channel and process of public service delivery is to make the project a government-citizens venture, (Ogunna, 2016). It is highly likely that the public or citizens' involvement in a project or service delivery responsibility that is beneficial to them will make it more forceful and effective as long as the government is fully committed to the realization of that project. The process of discharging a service to the public involves various arrangements; firstly, the production of such services and finally, the actual transmission of such services to the clientele, which could happen directly by government or its agents (Ogunna, 2016). In providing and delivering public service, government could partner with a private firm to provide services to the public while acting as the regulator. To illustrate, Nigeria is largely reaping the benefits of mobile telephone companies (MTN, GLO, Etisalat, etc.) services which are not directly provided by the government but that are being regulated by the government of Nigeria to ensure that quality and continuous service delivery to Nigeria is not compromised, (Ogunna, 2016). Service here means both tangible and intangible goods and services provided by the government for the sake of the well-being of the populace

Theoretical Framework

The theoretical framework upon which the study is based is the prebendalism theory. The Patron-Client relationship's characteristics in Nigeria, as portrayed by Richard (1996), is the most convincing reason for the existence of corruption in the country. The theory states, "state offices are seen as prebends which, upon acquiring, the office holders will use to sustain themselves plus their followers and relatives with their material benefit." The influence of prebendal politics is that it dominates the political realm in Nigeria. Thus, corruption gets free passage, and society suffers as a consequence. The patron-client or identity-politics system that permeates the Nigerian political scenario is very responsible for the corruption that is not only deep-rooted but also gets worse over time. Hence, the theory claims that only the rich and the powerful are involved in corrupt practices in Nigeria. It asserts that the offenders in such societies do not profit; rather, they are the other side of the coin, the ruling class, the poor who constantly eat little bits of their wealth, and the exposed ones who consciously or unconsciously blend in with the ruling class. Marx, the ideologue behind the materialist viewpoint, contends that society's manner of organizing production, distribution, and exchange of goods and services determines people's material condition and, more importantly, underpins the antagonistic relationship between the capitalistic class and the workers in every state. As pointed out, this theory is vital as it explicates the engagement of corruption by so many public servants in Nigeria.

Anti-Corruption Policies of E-Governance in Nigeria

(a) Treasury Single Account (TSA)

The TSA was established in 2004 in Nigeria as part of the Federal Government's Economic Reform and Governance Programme. The TSA stands for an integrated national bank account of all federal institutions to which a daily deposit of any government revenue is

required. This measure was intended to block all holes that were even slightly open in the collection of government revenue and to make sure that the revenues were very wisely used for the benefit of the people. The TSA is, thus, a consolidated view of government resources that are available in a pool for easy control and disbursement by a centralized authority. It introduces the principle of the unity of treasury in a bank from which all government receipts and payments are transacted (Ahmed in Eze, 2019). E-payment is the medium through which this entire policy is conducted. The policy reached its full realization in 2009 with the objective of ensuring “efficiency, effectiveness, transparency, openness, and accountability in the management of the country's financial resources”. The TSA governed by three principles, namely, unification and synchronization of the government treasury account, management of government cash resources assigned to the chief financial agents of government, and the effective consolidation of all government revenues as well as the total control of both budgetary and extra-budgetary expenditure (Olisa & Odita, 2019).

The Treasury Single Account (TSA) as characterized by Adeolu (2018) is an accounting system that the government uses that revenues, receipts, and income are normally paid into a single common account under the maintenance of the Central Bank of Nigeria. The purpose of any payment made from that account must characterize the department responsible for it, thus ensuring transparency and accountability and preventing the misuse of public funds.

(b) The Government Integrated Financial Management Information System (GIFMIS)

It is a key element in the broader ERGP initiative to adopt technology in combating corruption. The project was introduced to migrate the public sector resource management practices to the electronic era, hence, increasing transparency, accountability, and cost-effective public service delivery”. (Olisa, and Odita 2019).

The main target of GIFMIS is the computerized federal government financial information system in order to realize:

- i. Government control and monitoring of the total expenditure and accounts of MDAs at the highest level;
- ii. Understanding the entire costs of collection another activity;
- iii. Proving to society and stakeholders the transparency and accountability;
- iv. Power of getting information about the government's performance and cash flow;
- v. Long-term planning through a long-term expenditure framework (MTEF);
- vi. Internal control to recognize and stop possible frequent actions.
- vii. The access to information and financial operations”.

GIFMIS is responsible for covering every segment of government budgeting and its execution as well as bringing about the smooth and integrated collection of revenues in Federal Agencies like “the Federal Inland Revenue Services (FIRST), Customs, Nigerian National Petroleum Corporation (NNPC), and facilitating the timely remittance and transfer of funds to the TSA (Olisa and Oditta 2016).

(c) Cashless Policy

The cashless policy that the Central Bank of Nigeria (CBN) implemented in 2012 was to make the country's economy completely cashless and to the extent of the whole country which also would be possible through e-transactions. Lagos was the first to implement the policy in January 2012, the aim of which was not only to bring banking service costs down but also to create a modern Nigeria and put it among the top 20 economies in the world by 2020, i.e. vision 20-2020. The policy is expected to cut down on cash usage and thus help in the effective control of inflation resulting in growth of economy. It also aims at reducing the chance of facing robberies and incidental crimes due to cash handling. Thus, the policy's main goal is to reduce cash circulation, and in addition, to get rid of the evil of corruption by conducting transactions in a society which is devoid of cash, where payments in cash are nearly non-existent (Ayoola, 2018). The cashless payment system is facilitated by the use of credit cards, mobile phones or bank office as the payment channel, which all create a propitious atmosphere for electronic-based payments. The cashless policy consists of several facets such as automated transactions, e-money (now named e-naira in Nigeria since October, 2021), e-finance among others. Control mechanisms for successful implementation of the cashless policy in Nigeria include:

- i. A daily cumulative cash limit of N500,000 for individuals and N3 million for corporate customers. These are upward reviews from the daily cumulative limits of N150,000 and N1 million set in January, 2012.
- ii. A processing fee of 3% for individuals and 5% for corporate customers for withdrawals exceeding limit. This is a reduction from the respective 10% and 20% fees set in January, 2012.
- iii. A processing fee of 2% for individuals and 3% for corporate customers for lodgments surpassing the limits. This is a reduction from the respective 10% and 20% fees set in January, 2012 (Ayoola, 2018).
- iv. Waiver of processing fees:

This waiver is applicable to accounts operated by ministries, departments, and agencies (MDAs) of federal and state governments, which are collecting revenues only; and also, to embassies, diplomatic missions, and multilateral and aid-donor agencies, as well as micro-finance banks (Ayoola 2018).

While implementing the cashless policy more measures were taken to ensure that the policy was successful:

- i. The Automated Teller Machine (ATM): The ATM can be used for bills payment, cash deposits, fund transfers, and mobile phone airtime recharges.
- ii. Internet Banking: Customers can do instant balance enquiry, funds transfer, pay application fees and utility bills. Some banks require the customers to use a token to guarantee security and safeguard the account against fraudsters.
- iii. Point of Sale (POS) Terminals: These terminals can be used to make customers' payments for any transaction made.
- iv. Electronic Transfer: The electronic transfer can be used to transfer funds from the customer's account to other sources or destinations (Ayoola, 2018).

(d) E- Election

The current state of affairs in Nigeria's electoral process is that e-governance has given the elections a good mark. This change occurred because of the digitization of elections. The Independent National Electoral Commission (INEC) was one of the first to use the e-governance method when it brought up the biometric voter registration and results compilation (www.nigeriaintel.com). In the past, the electoral roll was prepared by hand which led to different kinds of tampering such as having more than one person registered at the same time and in different places. The problems of results compilation and delay were also part of the scenario. However, now the election results are secured through their highly organized website which connects directly to either the Local Government or Zonal collation centres and then to their state offices or national headquarters in Abuja. This method has eliminated the issue of election officials altering figures while transporting them. The results of the elections are now at the headquarters in a matter of seconds. This has greatly minimized corrupt practices as politicians are no longer able to violate electoral laws that allow for the establishment of credible electoral contests. INEC is operating a very active website with all the information about their electoral calendars, results of previous elections and more (Danfulani, 2013).

(e) Whistleblowing Policy

Whistleblowing tools are typically tailored for the purpose of obtaining precise accounts of individual cases of great corruption with the expectation of forming a legal case that will eventually lead to felony prosecution. In other words, they expect low numbers but deep and trustworthy reports, hence requiring their impact through the demand side of information and upward transparency. Such mechanisms for whistleblowing can yield extremely important facts on illicit practices that are possibly the most hidden. The reason is that it empowers the anonymous reporting of wrong doers on the part of the public employees who see the ill at their workplace, with the option of reporting even their superior staff. The topic of anonymity and protection is at the heart of the conversation around ICT-enabled whistleblowing platforms (Salbu, 2001). Their technical framework should provide security, e.g., by masking the whistleblowers' IP addresses and ensuring secure data transfer, and also consider the legal restrictions, as in some countries, the anonymous whistleblowers are not fully protected by laws. On the other side, it is very important that these platforms will allow for communication between officials and whistleblowers. In some situations, officials subtly persuade whistleblowers to come out, e.g., so they could be the ones to testify in a trial. The providers of the platforms have to deliberate this option very carefully, realistically weighing the dangers for the whistleblowers (Kossow & Dykes, 2018). One of the problems faced by the whistleblowing platforms is to draw the line between widely promoting the service and restricting the number of reports in order to maintain quality and to keep the capacity for handling them quickly and efficiently. If a whistleblowing case goes to court and the case turns into a public one, the growing exposure of the risk might lead to a decline in corruption. On the other hand, the same could push the corrupt to develop even more sophisticated methods of hiding wrongdoings. It is the duty of the platforms to provide safety to the whistleblower, as any lapse in the protection could be a strong disincentive for future whistleblowers.

Conclusion

In Nigeria, anti-corruption policies have the ability to raise public accountability to a whole new level by the factors of transparency, public participation, effective service delivery, proper record keeping, and real-time reporting of governmental activities. Still, there are numerous obstacles against the anti-corruption policies and initiatives in Nigeria, infrastructural inadequacy, skill and knowledge deficiency, reluctance to change, and poor financial support being some examples.

However, the mentality of transparency and openness that anti-corruption policies will bring in can also lead to less corruption and even more public accountability. Thus, a unified collaboration among all necessary stakeholders is imperative in the struggle to adopt and implement e-governance anti-corruption policies initiatives in Nigeria.

Recommendations

- i. The political executive should not meddle with the principles that govern the actions of the civil service as they are meant to eradicate godfatherism, favoritism and nepotism.
- ii. The people should take an active role in the monitoring and evaluating of the programs and projects that are intended to benefit them.
- iii. It is absolutely necessary for the citizens to be computer literate in order to grasp the e-governance issues, take part in, and be able to check and give information that could help in the fight against corruption in the system.
- iv. Workshops, seminars and conferences with the emphasis on changing people's attitudes about the implications of corruption in governance for socio-economic and political development should be held.
- v. ICT equipment runs on electric power; hence, they rely on electricity for their best performance. Therefore, it is very important to have power infrastructure enacted that will facilitate the fight against corruption.

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