

**INTER-CADRE CONFLICT IN THE LOCAL  
GOVERNMENT SERVICE OF OYO STATE, NIGERIA**

**BY**

**ADEWOLE ADISA JIMOH**

**BA (History); MA (Peace and Conflict Studies)**

**MATRIC. NO. 82158**

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## CERTIFICATION

I certify that this research was carried out by **Adisa Adewole JIMOH** of the Peace and Conflict Studies Programme, Institute for Peace and Strategic Studies, University of Ibadan, Ibadan, Nigeria under my supervision.

.....  
(Supervisor)

**Prof Victor O. Edo**  
**Department of History,**  
**University of Ibadan,**  
**Ibadan, Nigeria.**

.....  
Date

## **DEDICATION**

God Almighty, the Lord Jesus Christ and the person of the Holy spirit for delighting in me.

To my family, especially my wife, Lady Evangelist Dasola JIMOH, my children and the foster ones for their love and support.

And to all who are eagerly concerned about the backwardness and autonomy of Local Government as the third tier of governance in Nigeria.

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## ABSTRACT

Inter-cadre conflict is a common phenomenon in the government service in general. This is particularly evident in Oyo State Civil and Local Government Services. Scholars have written extensively on employer-employee conflict and workplace conflict. Most of the existing works on Local Government are largely on its evolution, finance, structure, organisation, and most recently, corruption. However, not much study has been done on inter-cadre conflict in the Local Government Service of Oyo State. The study, therefore, examined the causes and effects of inter-cadre conflict among the employees and management in Ido Local Government Area.

Karl Marx's Conflict and Douglas McGregor Theory X and Y formed the framework, while a survey case study research design was adopted. The study population consisted of the staff of Ido Local Government in Oyo State. Primary sources of data included a structured questionnaire and in-depth interview guide. Stratified sampling method was used to administer a questionnaire to 150 respondents, 50 each from the management, middle level and lower cadre staff. 120 copies of questionnaire were responded to by the participants and this was analyzed. Twenty in-depth interviews were also conducted with staff from eight departments. Secondary data included books, journals, periodicals, internet, and government documents. Data were content analysed.

Pay-cut without consent, corruption and competition were some of the causes of conflict. Seventy-three point two per cent (73.2%) strongly agreed that pay-cut without consent led to inter-cadre conflict, work pressure (70.0%), jealousy (61.7%), competition (55.0%), corruption (60.8%), accusation (60.0%), indiscriminate promotion (46.7%), communication (38.3%), too high expectation from work (35.0%), provocative language (52.5%) and sexual harassment (70.0%). On the effects of the inter-cadre conflict, there were positive and negative impacts. For positive, it was found out that (65.8%) strongly agreed inter-cadre conflict improved workplace conflict management skill; it improved quality decisions (72.5%), it improved policies and procedures, (65%); it built team cohesion. On the other hand, 61.7% agreed it wasted time and poor quality work (78.3%); it led to insecurity (78.3%); it decreased productivity (76.7%); it led to strike and rebellion (65.0%); it caused high employee turnover (60.8%); and it broke relationship between employees (57.5%). To minimise inter-cadre conflict, 42.5% strongly disagreed conflict can be resolved by negligence; the Local Government Service Commission had to intervene (37.5%). On the best means of managing the management-employee conflict, 43.3% strongly agreed employees and management should seek compromises; while 55.0% opined that managers should help resolve the issues.

Inter-cadre conflict in the Local Government Service of Oyo State are caused mainly by corruption, work pressure and sexual harassment; in reaction to which there are positive and negative effects. Regular meetings of management and employees should be organised to address these differences. Mediation should be adopted in resolving conflict between management and employees.

**Keywords:** Inter-cadre conflict, Ido Local Government, Local Government Service of Oyo State

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# **CHAPTER ONE**

## **INTRODUCTION**

### **1.0. Background to the Study**

Local government administration is the pivot towards drawing the government close to the people. In order to ensure a better country that bridges the gap between the government and the people and this can be ensured with the establishment of virile local government system. Scholars were of the opinion that the local government has been performing at an abysmal level predicated by bad governance thus resulting in series of crises such as down tooling, strike action and the like. In the assertion of Adediji (2012), there are perennial conflict and daunting circumstances in the Nigerian system of local government over the years and this has no doubt adversely affected the productive base of this tier of government in terms of impacting the people at the local level. This low performance and handling of conflict may be as a result of the poverty of ideas on how to make meaningful impacts at the local level. Ugbaga (1990), states that local government undertakes four salient essence which involves, “creating a conduit or platform for the articulation of needs of local people thereby enhancing people’s capacity; making the implementation of regional or federal government’s policy framework feasible; ensuring the promotion of agreement among the parties in conflict so as to foster peaceful coexistence at the local level; and thus creating opportunity for the people to be trained and showcase their political prowess. Therefore, these functions of the local government become salient as it would facilitate the level of service delivery accessible to the people at the local settings.

The duties perform by local government administration are crucial, according to (Adeyemo, 2005) towards optimizing the status of the people at the local government area and this will ultimately enhance their socioeconomic status. The need to facilitate the living standard of the people at the third tier of government cannot be downplayed as this is so important and government at all levels should do everything towards ensuring this. Based on the position of the scholar, that in order to enhance the socio-economic status of the local people, the government at the base which is the local government has a lot to do for this to come to reality. It is therefore, a clarion call on all well-meaning Nigerians with opportunity at the local government level to contribute their quota towards enhancing the capacity of the people, facilitating their

wellbeing and optimiziang their status. This will reduce conflict among the various cadres in the local government administration. This position was further alluded to by (Adediji, 2012), who asserts that the local government is responsible for the overhauling and provision of all the basic amenities to the people for the betterment of the lives of the people.

The spate of development at the local government level over the years could be said to have been not too impressive as most appointed and elected local government officials have shown low responsiveness to the plight of the people. This may not be far-fetched and can simply be adduced to the issue of geocentricism which beclouds every Nigerian at all spheres. This could be seen to have possibly destroyed the main objective for the establishment of local government administration in Nigeria. In the position of Adediji (2012), who believes that the basic needs of the people at the local government level should be provided by the third tier of government and this should be taken with outmost seriousness it deserves. But what we see these days is the absolute deviation from this original norm and this no doubt has taken Local Government far behind in the scheme of development. There is need for all our administrators to do all within their powers to ensure that the goal of local government administration is attained and that the rationale for its establishment is achieved and thus not eroded as the case may be.

Conflict have continued to pervade our local government system in Nigeria and this has continued without deterrence. A lot of studies have laid credence to the existence of conflict in the local government settings in Nigeria. In the assertion of Akomolafe (2002) who was of the opinion that conflict cannot be done away with in our daily interaction with others in the work settings. Therefore, conflict is a menace that cannot be avoided. The scholar averred further that avoiding conflict may also lead to further conflict as the parties in relation may think they have something to hide from each other. Therefore, conflict substantially cannot be done away with. In a related assertion, Guilling (2004) was of the belief that conflict cannot be run away from and thus it is unavoidable and it's daily part of our human existence. This scholar asserts further that, we need conflict in order for our existence to continue with meaningful impact. Without conflict, human existence may be a mirage and unsubstantiated. Therefore, conflict is very important in everyday living and in order to make a

sustainable existence, it is paramount. Among the various cadres in the local government service, conflict often showcases itself. It does not need invitation; it comes naturally into the work setting. In the position of Sandole (1993), going against the rules in order to carry out a task is important. He further stated that there is no basis to allow conflict to fester, as this does not allow achievement of objective on real time basis and in good light. Thus, he advocated for the need to embrace an enduring negotiation skill which will phase out the effect of conflict. In a similar and progressive assertion, Ebi (2007) emphasized the role of individual differences, unique personality feature and how it can affect our relations with one another in the organizational settings. He opined that once these unique traits of individuals are taken into consideration, the effect of conflict will be minimized to the barest level. Conflict will continue to proliferate and escalate if we do not take the uniqueness of everyone into consideration, as this will in no small measure affect the coexistence of everyone in the organization within the local government settings. When we try to avoid taking into account the relativity of everyone and judging from other people's point of view, we will be committing an error of violating the worth of each person and this may result in unavoidable crisis. Therefore, it is much preferred according to Ebi, (2007) to do everything possible to take into cognizance the viewpoint of others and what might be their personality disposition towards a particular issue than to unilaterally ignore them.

This study considered the administration of local government in operation in Oyo State judging by the huge population of the State in Nigeria. This decision was taken by the researcher in view of the fact that the study will be able to have adequate external validity that it deserves and thus ultimately enhances the chance of being adopted in the policy implementation which is expected to bring about resolution of conflict in so many areas of human life, particularly in Ido Local Government. The researcher considered the implication of the inter-cadre conflict in the local government administration because it could degenerate into the level that will be beyond what any state or country can stem once it festered. The impact of the conflict in the various cadres at the local government is monumental and it is germane that adequate care be taken to address this ugly menace.

The frequent nature of recurring conflict in different offices among local government workers needs adequate attention and must be given the pride of place in research. The research, with ardent experience in local administration saw the need to address

this frequency of conflict occurrence in local government and the extent to which it has impacted negatively on the development within the country. It should be known that local government is the best method by which the plight, problem, issues confronting people can be attended to promptly. However, when those that are supposed to treat the issues that people bring are at loggerheads with one another, how can there be development? In essence, adequate consideration was given by the researcher in this study towards ensuring that the various causes of conflict in the local government are taken into consideration and delved into thoroughly in this study.

Therefore, the unique nature of conflict in the local government setting is multidimensional and multifaceted and thus deserves ample attention. There is need to give the local government administration the place it deserves in the scheme of things and thus ultimately optimizing the performance level of every staff within the setting. This study no doubt buttressed on inter-cadre conflict among the local government administration in Nigeria. There is pervasive nature of conflict in the local government setting in Nigeria. These conflict traverse all cadres within the local government system and it is in all units with no exception.

Based on this study, these cadres are divided into eight categories as follows: (1), Administrative Cadre which involves the Administrative Officers, Executive Officers, Clerical Officers, Confidential Secretaries, Typists, and Court Registrars; (2), Treasury Cadre which includes, Accountants, Executive Officers (Accounts); (3), Engineering Cadre that comprises Engineers, Hydrologists, Technical Officers, Superintendents, Drivers, Operators and Works Assistants; (4), Education which has Education Officers, Information Officers, Community Development Officers and Assistants; (5) Medical Cadre which includes, Medical Officers, Nurses, Community Health Officers (CHO), Community Health Extension Workers (CHWs), Medical Record Officers, Medical Laboratory Officers, and Health Assistants; (6), Agricultural Cadre that consists of Agricultural Officers, Veterinary Offices and Agricultural Superintendents; (7), Planning Officers Cadre that includes Planning Officers, Statistics Officers and Assistants, and lastly, (8), Environmental Health Officers that comprises Environmental Health Officers and Environmental Health Technologists.

The level of crises that ensue between the government and the workers on a continuous basis is a cause for worry. The manifestation of conflict in the local government administration is an issue that urgently needs to be delved into. The researcher would keenly take cognizance of these causes, their manifestation, frequency, extent of the conflict and ultimately the implication that it tends to have on the society. It will not be out of place to say that the need to have a crises-free local government system is so germane and cannot be left unattended to. This was the drive the researcher had to come up with a study as this, to consider the conflict that ensue among the different cadres in the local government operations in Nigeria.

The rationale for picking Oyo State as the area of focus in this study was borne out of the fact that the State is typical for recurrent crises and strike of the workers in the local government settings. Thus Ugwu (2000) posits that the commission in charge of local government administration has the prerogative to design, articulate and execute policy, on employment, retirement, promotion, dismissal and giving of other conditions of service as relevant to the workforce in the local government setting. This commission known as Oyo State Local Government Service Commission ensures the facilitation of all activities relating to local government administration. This commission has over the years been involved with relating with the State government towards ensuring that the best within the local government settings emerge. The presence of a functional local government service commission should promote some level of efficiency and effectiveness within the terrain of local government. The researcher finds it facilitating and awesome to grant interview and extend his research to the workers within this commission towards ensuring that every stakeholder within the local government administration is taken into consideration. Based on this, this study proposes to focus scholarly attention on the causes and effects of conflict among employees in Oyo state local government service, using Ido Local Government Area as case study.

### **1.1. Statement of the Problem**

From disciplinary point of view, available literatures on local government indicate the existence of a major gap, which is the neglect of the nexus between inter-cadre conflict and service delivery. The major problem that motivates this study has to do with the fact that there has been dearth of literature on inter-cadre strives and conflict

in the Nigerian Local Government Service System, especially Oyo State Local Government Service in general and Ido Local Government in particular despite the ugly consequences it has produced on service delivery at that level of government. The consequences of such conflict are also subjected to serious intellectual scrutiny. The fact that the body of knowledge has not come up with a concise account on inter-cadre conflict in the Nigerian Local Government Service system motivates this study. From social point of view, conflict cases pointing to disagreements and strives among employees of different cadres or levels in the Nigerian Local government service system are still many according to data available at various Local Government Service Commissions (LGSC) across the states in Nigeria. The existence of such conflict has negative impact in the working environment and staff performance in the local government service of the Nigerian federation.

The impact and frequency of conflict in the local government settings is so much and has adversely affected the developmental stride within the system. This has, in no small measure, limited the operation and performance of the various stakeholders in the local government settings.

Failure to handle conflict as adequate as possible leads to lackluster performance of the workers as the focus and concentration of the workforce will be lost. This assertion may at times predicate low job performance of the workers as most of them will fail to give their best due to a conflict prone situation (Rau-Foster, 2000). In order to avert these, it becomes essential to identify the causes and consequences of such conflict in order to foster peaceful and conducive atmosphere for employees of the local and government service of Oyo state.

The gap therefore, this research hopes to fill is on the fact that while series of investigations have been conducted in the areas of employer-employee conflict and workplace conflict, there has not been substantial studies on inter-cadre conflict, on local government administration, especially Oyo State Local Government Service. This study would fashion out solution to the frequent, manifestation and impact of conflict in the local government, thus bridging the gap as elucidated by Rau-Foster (2000), Amuda and Aluko (2007), Iwara (2007), and Campbell and Adebayo (2007) who believe in coexistence among the workforce, thus reducing the menace of conflict in the system.

## **1.2. Research Questions**

To achieve the identified objectives of the study, the following research questions are floated for answers:

1. What are the causes of inter-cadre conflict in the local government service of Oyo state?
2. To what extent has inter-cadre conflict affected local government efficiency, productivity and service delivery?
3. What can Oyo State Local Government Service Commission and other stakeholders do to minimize or manage inter-cadre conflict and strive in the local government service of Oyo State?

## **1.3. Aim and Objectives of the Study**

The main aim of this work is to examine inter-cadre conflict in the local government of Oyo state with Ido Local Government area as case study. The specific objectives of this study are to:

1. investigate the causes of inter-cadre conflict in the Local Government Service of Oyo state
2. explore the effects of inter-cadre conflict on local government efficiency, productivity and service delivery
3. examine the role of the State Local Government Service Commission and other stakeholders in the management and resolution of inter-cadre conflict and strives in the local government service of Oyo State and suggest plausible strategies to managing such imbroglio.

## **1.4 Justification for the Study**

The need for this study became prominent owing to the position of the previous scholars on the adverse effects of conflict in any organization, particularly in the local government setting. In the position of the previous scholars on conflict in the organization, they explored the inevitability of conflict in any setting where human beings exist. According to Zartman (2000), conflict is a natural aspect of everyday life. Therefore, there is need to consistently ensure that there is adequate provision for

any conflicting situation. Further, Ojielo (2000), asserts that conflict consume a large proportion of the time of manager. This demands that all must be done to ensure that conflicting situations are prevented, avoided or above all, managed.

The need for this study becomes prominent in Oyo State local government system and Ido Local Government in particular. This is due to the fact that there have been recurrent crises and conflict over the years. These crises often transpired among different cadres. Either through the horizontal channel, that is, from the superior to the subordinates or subordinates to the superiors. It could also be vertical, that is, across a particular rank of the same level. Conflict are inevitable and must occur. Therefore, this study becomes important and timely, to address all issues relating to conflict in the local government system in Oyo State, particularly Ido Local Government with a view to proffering workable solutions and management when they occur.

### **1.5. Scope of the Study**

The periodic scope of this study covers the period 1999 to 2015 for some reasons. For example, 1999 marked the beginning of the Fourth Republic while 2015 marks the end of the Seventh Republic and the beginning of the Eight Republic under the current administration of President Muhammadu Buhari. Essentially, the thematic scope of this study is limited to the causes and effects of workplace conflict; using inter-cadre strives in Oyo state local government service in a broader perspective, but Ido Local Government as a case study. It should be noted that only one local government area in Oyo state was selected for this study; this is, Ido Local Government. However, it is believed that the data that were obtained from this local government serve as template to understand the same issue in the Local Government Service System of other states in the Nigerian Federation – since given the 1976 Local Government Reforms, they all operate uniform system, encountering similar problems and challenges.

### **1.6. Significance of the Study**

The study is useful to both students and scholars who wish to advance their knowledge on the meaning, causes and effects of conflict in public institutions in Nigeria, especially in the local government system.



It also has a practical significance to Oyo State Local Government Service Commission, employees in the local government service of Oyo state and other stakeholders in the system. Significantly, it will also provide the personnel managers in the Oyo state local government service and Nigerian government with knowledge on the causes, effects and possible alternatives of inter-cadre conflict among the employees in the local government service.

The study would assist the legislature towards promulgating laws that will be in tandem with efficient performance and promotion of better service delivery and reduction of conflict and crisis in the local government settings. It would also fill the vacuum of dearth of literature that may have ensued in the management of conflict in the local government settings.

## **1.7 Operational Definition of Key Terms**

### **Inter-Cadre:**

These are the different strata of employees in a given organization in the Local Government Service.

### **Conflict:**

This is a misunderstanding, a dispute, or a clash between two parties, this time in an organization.

### **Local Government:**

This is the third tier of the government in Nigeria. The others being the Federal and the State. There are 774 Local Government Areas in Nigeria.

## **CHAPTER TWO**

### **THEORETICAL FRAMEWORK AND REVIEW OF RELATED LITERATURE**

This section is divided into two, the first will be a discourse on concepts and the second will discuss relevant studies.

#### **2.1 Literature Review/Conceptual Framework**

##### **2.1.1 Conflict**

In the proposition of Peter Wallensteen (2015), conflict ensues when two or more people engage in competition in order to get a particular thing. This could be in form of power, position influence, authority and the like. In the assertion of Irobi (2010), there is the issue of conflict between two people who are incompatible in several areas. The researcher further accentuates that for conflict to ensue, there must be presence of more than an individual. In essence, there cannot be noticeable conflict when there is only one person. There must be more than a particular person for there to be said that conflict has ensued. It is noteworthy that the key factor of conflict is because there is dearth of resources needed to maintain livelihood. So long these resources are held by relatively few in the society, leaving the majority to be impoverished, conflict will continue to thrive. Based on the position of Peter Wallensteen (2015), who was of the opinion that what people conflict over are not only in terms of economic values, but there are other considerations such as security, environment and issues of the environment. This is pointing to the multidimensionality and multifactorial bases of conflict. This predicates conflict on several factors which may both be human-related or situational in nature. Every conflict that man faces is due to so many reasons and these must be well understood. Another crucial issue about the causes of conflict is the fact that often scarcity of these resources is not the underpinning factor propelling conflict, but the level of reason must be maintained in order to decipher this. The accentuation given by Giorgio (2012), in human perception is more of the causes of conflict and that attitude and behavior are not so significantly responsible for upsurge of conflict at any point in time. This goes to show that conflict are more predicated by human perceptual relations and that people's behavior often times are at variance with the offshoot of

conflict. In the related assertion, Lederach (1995) believes that there is conflict among people because of variance in their placement of values, thus also showcasing variation in their ideologies towards circumstances and putting up varying goals which also is not in tandem with the belief system of others in the group.

Stoner and Freeman (1992) posit that the discord between two or more conflicting groups as a result of the incompatibility in their goals and aspirations is the causal factor of conflict. This discord may ensue when there is need to share the scarce resources. When the resources are not enough to take care of the people who are supposed to benefit from it, there may be competition for the scarce resources. This will continue to escalate and grow to the level whereby it may be difficult to pacify. Having goals that are not compatible with the norms that subsist within the group would no doubt activate conflict within the group. This is predicated on the fact that everyone in the group or organization has a belief and may therefore, introduce an issue that contradicts what the group norm is and thus, arouses conflict. There is need to have efficient and ardent resource allocation skill that would give room for equality of goals attainment and that everyone is given equal chance of operation. There is need to treat everyone in the organization equally, devoid of favouritism and nepotism. This can further be achieved if there is effective utilization of the resources and the mechanism for distribution of the resources is well channeled towards achieving a superordinate goal.

In the submission of Masters and Albright (2002), there is the existence of conflict when parties in a business, contract or other venture have dissenting view over that issue. There will be conflict when there exists a deviation from the original agreement. People disagree over a whole lot of things, especially when there was an initial agreement to a particular effect and either of the parties deviates from such. Deviation from initial agreement propels conflict and this is not good enough for the sustenance of a virile and formidable coexistence. People in conflict sometimes may tend to make covert instead of overt. This implies that conflict between people may not immediately be perceived by the parties viewing them. This is because there they may decide to make their conflicting difference latent in nature instead of manifesting it and making it obvious. There is need to address conflict whether manifest or latent in order to give room for a better performance and reduce poor performance due to the existence of conflict.

According to De Janasz, et al (2006), conflict is part of the daily activity that is expected as requisite in every organization. The fact that conflict is inevitable in all emerging and existing organizations, there is need for all management across the very spheres of organizations to be well prepared and foresee conflict in all members of staff. Even when conflict has not been manifesting in the organization, the preemptive nature of the management towards managing the conflict will help stem the menace of the conflicting situations. The nature of man is such that there is need to prepare for conflict because the least person one can ever expect to be conflicting in nature often display conflict. This is the fundamental reason why there is need to adequately prepare for conflict in case it rears its ugly head, so that it can be nipped in the bud.

The position of Chung and Megginson (1981) is that our present dispensation and period is replete with conflict. There is daily upsurge of conflict in all ramifications within the organization. A lot of developments both in technology and information gathering devices have given room for wide spread conflicting circumstances. The world we live in is pervasive with array of conflict-prone events and these cannot be left out in the organizations as well. Organizations' management must display proactive, creative and well-structured conflict resolution strategy to stem the tide of conflict in every circumstance.

In any organization, with different people from different backgrounds, it would not be out of place to keep experiencing conflict in all departments and this is due to individual differences. Scholars have lent credence to this assertion. In the view of Champoux (2003), there embedded in the organization different people whose goals may be incompatible with the values and norms of the organization. This conflicting goals within the organization among the workers is the major reason why there continues to be conflict in the organization. Moreover, people in the organization view things from different points of view and the differentials in orientation and how people see things, from the view point different from others is the cause of conflict (Poole and Stutman, 2005; Tillet and French 2006). When people do not consider others' point of view but stick to their own only may cause the existence of conflict. There can also be conflict when there is the existence of problems (Cahn and Abigail 2007). This implies that when things are running smoothly, without cause for alarm,

there will be no room to argue or altercate over any issue thus no need to conflict. However, reverse becomes the case when there is resurgence of problems and this tends to linger beyond proportion without resolving it, it may cause conflict. Therefore, it should be noted that every step that needs to be taken for problems to be reduced as much as possible should be in place as this has been confirmed by the researcher to have positive effect on conflict prevention and resolution. Any organization that continues to breed problematic issues like lack of workers' welfare, demotivation of workforce, lack of promotion and a host of others will continue to have perennial conflict and this may not be healthy for the organization. However, any organization that wants to continue experiencing conflict-free situation and circumstance should strive to make sure that factors that reduce workers' conflict are introduced.

It is noteworthy that different organizations have different beliefs as to the causes of conflict. According to the submission of Lulofs and Cahn (2000), the process of altering the normal sequence of events within the society is known as conflict. It has to do with the disruption of how things are done normally in the society and how this affects the people. In another perspective, Brandon and Robertson (2007) stated that conflict always breed negative outcome. Thus, they see conflict as not positive in nature but ultimately an inverse outcome. In the submission of Masters and Albright (2002) there is inherent conflict before it finally manifest and seen by the people. They are of the view that there must have been latent conflict between the parties in conflict before the parties involved begin to see the manifestation of conflict in real life situation. Although according to the scholars, there may have been a particular occurrence causing that conflict be it a positive outcome or negative one.

### **2.1.2 Workplace**

In the position of Folger, Scott and Stutman (2005), a location where the required employment is made available for the employees is the place of work. This can be notable in various perspectives. For instance, the performance of work may be in the shops, offices, in the home and at various other relevant places. According to Folger, et al (2005) the place of work involves a location in which the owner of the business or job gives the employees opportunity to serve under his purview. A place of work is sacrosanct in the provision of livelihood to those employed. Employment generators

should be seen as life savers from this perspective. The workplace is located in a variety of settings including offices, manufacturing facilities or factories, stores, farms, out-of-doors, and in any location where work is performed. In the perspective of Jackson (2004) there is the conceptualization of the place of work as an avenue whereby tasks are carried out by the people. Workplace can be in different scenarios ranging from being in the offices, factories, industries, and even in the small shops as the case may be. The issue of globalization owing credit to advancement in technology has widened the space of workplace as people can interact and transact business through the internet across different continents and countries of the world. Albright (2002:14) supports Jackson's conceptual analysis of workplace by saying that a place of work is the area in which task is performed. He opines further that the place of work is where him can see people engage in discourse that will facilitate the production of an output. The output to the organization may be in form of goods and services.

Still on workplace, Hodson in his book titled, *Workplace Behaviours, Work and Occupations* posits that a workplace is any environment where a particular type of work is carried out between an employer of labour and employee or employees. Hodson argues that for a workplace to exist, there must be an employer and employee(s). What this means is that a workplace cannot exist outside a given task, which is a product of mutual understanding and agreement between parties; the employer and the employee. Meanwhile, the mutual agreement is based on the conviction that a work would be done and the quality assured.

### **2.1.3 Inevitability and types of Conflict**

There is need to know that conflict is inevitable in any organization and because of this, there is the need for consistent amelioration, mediation and resolution of the conflict through the applications of various strategies. The necessity for a new tactic to workplace conflict resolution has become a necessity for public employment strategy (Gibbons, 2007). In specific term, it has been reasoned that more importance should be placed on early responses to individual employment disputes and the increased use of Alternative Dispute Resolution (ADR) processes. Latest consideration has focused on the advancement and use of workplace arbitration. While there has been limited academic research into workplace mediation in Nigeria,

there is a growing evidence base, that points to its potential benefits (CIPD, 2008) Literature on organization and management has been a re-examination of internal conflict. It is perceived as inevitable, often legitimate and perhaps even desirable. Conflict between individual and between groups is a universal phenomenon. Areas of conflict will help management or manager to make necessary adjustment and changes so as to come up with a better way of correcting it. Conflict is one of the most rampant problems in organization. It has been one of the methods management employs to strengthen the relationship between manager and staff. Despite the series of efforts mustered by the various establishments towards resolving conflict, it is crucial to know that it is inevitable in any setting and therefore Osabiya (2015), categorized the various conflict types that can ensue as follows:

- i. Hierarchical Conflict: it implies conflict across various levels operating in the organization. This may be conflict between the board of director and top management, middle management may be in conflict with supervisory personnel, or there may be general conflict between management and workers.
- ii. Functional Conflict: There may be conflict between the various functional department of the organization conflict between the production and marketing department in an industrial organization is a classic example.
- iii. Line- Staff Conflict: There may be conflict between line and staff. It often results from situations in which staff personnel do not formerly possess authority over line personnel.
- iv. Formal- Informal Conflict: There may be conflict between the formal and informal organizations for example the informal organizations norms for performance may be incompatible with the formal organizations norms for performance. Conflict can be viewed into fire sequential stages which are; latent, perceived, felt, and manifest and conflict resolution stages.
- v. Latent: In this stage the basic conditions for potential conflict are resources, role conflict, drivers for autonomy, divergence of individual goal etc these conditions are lower suppressed for reasons not quite known to members or belong to the opposition on every issue.
- vi. Perceived: At this stage focused anxieties are created between the anxiety and tension. Each party begins to develop negative feelings towards each other.

As the parties in conflict argue and battle for their points of view the significance of the disputed issue is likely to be blown out of proportion.

- vii. **Manifest:** This is the stage of open conflict, a stage when conflict behaviour is exhibited such overt behaviour includes sabotage.
- viii. **Resolution and Aftermath:** This stage represents the condition that exists after the resolution or suppression of the conflict if the conflict has been genuinely resolved, it can lead to an improved relationship and effective cooperation between organizational members. But if not resolved adequately, it may lead to a new and more severe conflict than the first.

The distinctive nature of conflict is a subject that demands great emphasis. Social scientists have tried numerous approaches to differentiate conflict. There is a need to know that the dichotomization of conflict on the basis of the place of occurrence and the quantity of people involved in the conflict are basics in the classification. However, the lack of consensus on this issue and the fact that none of the attempts to differentiate conflict seems to have significantly more merit than the others has resulted in a state of confusion on this issue.

Conflict is not necessarily dysfunctional or negative. Sometimes, it might be positive. This suggests that the more conflict an individual experiences in life the more successful such an individual is likely to become. In other words, conflict is a necessity for an individual as well as organizations. Everyone needs a bit of conflict in life in order to make progress. According to UNDESA (2001), resolution of conflict is ensured when the causal factors are spelt out and appropriate steps are taken towards putting them to check. In the position maintained by Kurtzberg et al. (2005), there are essentially three fundamental areas by which conflict can occur. In the first instance, the kind of work and role to be carried out by the employees in their team and their consequent responsibilities and tasks both individually and in the group. If these tasks conflict with individual goals and aspirations, there may be a likelihood for the emergence of conflict. In any organization, the second causal factor of conflict may be based on the kind of relationship that exists between and among the employees both intra-group and inter-group within the organization. The members of the in-group within the organization see others in the out-group as having different goals and perspectives that is not in line with theirs thus further straining the relationship that exists between them. The last causal factor of conflict in any organization is conflict on the basis of



tasks that individuals are expected to undertake in the organization. If the perception of the workers in the organization in relation to task is that they feel that such tasks as given to them should have been given to someone else or that others are being treated with gloves hands while there is excessive task burden on others. This can breed conflict. Also, where there is role ambiguity, there may be conflict in the work place. The incongruence between the role someone is assigned to carry out and what the person has proficiency for may be a source of conflict.

In the submission of Ohbuchi *et al.* (2003), three distinct ways by which conflict can ensue were identified and these are in the first instance, conflict due to the interest that people have in a particular issue. It implies the kind of conflict that crops up between people as a result of their interest in something that is worth considering. The second way by which conflict can rear its ugly head is when the perception of people on things differs. This is when people have different perceptual view of things as a result of their different way of cognitively processing things. Essentially, the third way by which conflict enters into people's dealings is when there is crisis over the kind of value that people attach to a particular issue. It is when individual's value conflict with the group's value. When an individual expects to be treated in a particular way and he is no given the required treatment.

Lulofs and Cahn (2000) describe four types of conflict as follows: (1), conflict that is not real, (2), non-substantive conflict, (3), ordinary discord and (4), conflict that is real and which is substantive. Examples of unreal conflict they describe include false conflict, where only one side believes there is a conflict, displaced conflict, where conflict is directed toward the wrong person and misplaced conflict, where parties debate an issue that is not at the core of the conflict. Non substantive conflict involve behaviours like bickering, aggression and competition, where there is no real issue involved. Finally, they describe substantive conflict as those where there is a real issue involved. In essence, the cardinal point in the issue is well addressed with substantive conflict. This implies that all the requisite parameters that are necessary in a task result in conflict an instance is when the objective, work to be done, ideas brought up in the course of the job, people's opinions and related viewpoints are the rationale for conflict.

On the opinion of Ellis and Anderson (2005), there are three types of conflict. To them, the first type is interest conflict which stem from scarcity, value conflict which stem from cultural differences and cognitive conflict which stem from either misunderstanding, disagreement over facts or differing world views or ideas about how to achieve results. The second type is value conflict which centres on people's values and which is always very difficult to manage since people hold sway to their religious and moral values with passion and find it difficult to agree to others' perspectives. Power conflict is the third type of conflict. This occurs when there is preference for continual domination of the group by a particular set over the others. There is propensity for high level of competition in this kind of conflict. People are inherently interested in perpetually dominating other sets of people and this can thus be achieved by holding on to power as the case may be. It is noteworthy that power commands respect and thus everyone is interested at one point or the other to occupy the position of power. As a result of the significance of holding on to power at the attendant benefit it attracts, a lot of people are seen jostling for power so as to hold sway and be part of the decision makers who control others. According to Fisher (2000), it is of note that power dovetails into crisis-prone scenario. This is because while people try to capture power, they conflict with others and as they also try to control others conflict cannot be far-fetched.

Tillett and French (2005) note that types of conflict can be understood on the basis of the relationship with categories radiating out from the individual. Types of conflict they describe are domestic relationship conflict, family conflict, neighbourhood conflict, employment conflict, commercial conflict, consumer conflict, environmental conflict, multiparty conflict and international conflict. In another light, Tillett and French (2005) were of the opinion that the conflict that we experience in the place of work is quite different from the usual conflict elsewhere. Form this point of view, it is crystal clear that workplace conflict is another dimension of conflict that is worth considering owing to its significance to the workforce and the consequent productivity.

Considering these differing approaches, it seems that both the relative immaturity of modern conflict resolution and the absence of an accepted theoretical explanation of conflict contribute to the lack of consensus as to what types of conflict actually exist. It also appears that none of these approaches is particularly robust. Folger et al. (2005)

fail to lay credence to the distinction between inter-group conflict and individual to group conflict. In essence, appropriate, required justice was not done to the issue of whether the classification of conflict under group relations can be synonymous to that of the individual with group relations. With Tillett and French (2006), a similar criticism can be made. For example, if there are both relationship and family conflict about the same issue and they result in the same conflict behaviours then why are they different types of conflict? With Lulofs and Cahn (2000), it can be asked if there is non-substantive conflict and a substantive conflict over the same issue; then why are they different types of conflict? Ellis and Anderson's position is also questionable; if there are cognitive and value conflict that result in the same conflict behaviours; then why should they be looked at as different types of conflict.

The main flaw with all these efforts at differentiation is that, as will be demonstrated later in this work, what occurs in every situation tends to involve the same dynamics, making it almost impossible to delineate a clear line between one type of conflict and the next. Tjosvold (2008) claims attempts to categorize conflict types have been made in an effort to distinguish constructive and destructive sources of conflict and that researchers who do this do not appreciate the weakness with this approach. Tjosvold (2008) says the main weakness is that all categories are arbitrary and it is impossible to say whether conceptualising three types of conflict is better than five or more. A further weakness is that having types of conflict fits stereotypes about the value of rationality and the obstructive role of feelings in conflict situations. Tjosvold (2008) asserts these stereotypes are incorrect as "dealing with conflict requires an integration of our rational and emotional sides". He claims for this reason types of conflict should not be taken too seriously. In furtherance to these assertions, Masters and Albright (2002) believe that the existence of conflict was due to a discord which is evidenced through psychological perception by one of those in the relationship. It is noteworthy here that one of the parties in conflict must have a sense of feeling psychologically that something has gone amiss between them. This may be in different forms: it could be that the parties have not been communicating as usual or the regular visit paid by either party has reduced and it could be in form of flagrant avoidance of either party.

De Dreu and Gelfand (2008) point out that this definition needs a distinction to be made between latent and manifest conflict for it to be complete. According to the position maintained by Cahn and Abigail (2007) which was that there is existence of

conflict when both parties showcase the need to resolve an ensuing altercations between them. Further, there should be notable discord which calls for attention of others to wade in to resolve before a conflict can be adjudged to have occurred. The result of combining these three positions appears to be a differentiated definition of conflict that answers all the major criticisms. This definition means that workplace conflict is not a stand-alone category of conflict. It is subject to the same dynamics and influences that apply to all conflict in all locations between all groups and individuals. This means that the basic techniques for resolving workplace conflict are the basic techniques that will help solve all conflict.

#### **2.1.4 Conflict in Workplace**

Pondy (2011) posits that conflict is the ongoing sequence and process which must be articulately dynamic embedded in the behaviour of the organization. It is therefore worthy of consideration that without conflict, the organization cannot exist without conflict. In essence, conflict is part of everyday life of every organization; hence there are people in that organization.

Conflict in the workplace is a normal part of human interaction, yet, handling and resolving conflict that arise is probably one of the biggest challenges employees face. People bring different personalities, work styles, and perspectives to the workplace and therefore, will naturally find themselves in conflict. Because conflict is often managed and resolved ineffectively, people commonly perceive it as negative. There is need to know that resolution of conflict cannot be done in entirety through avoidance. There should be will power to tackle the conflict and handle it decisively, as this will promote coexistence. Avoiding those we are in conflict with will further escalate the conflict as the unresolved conflict will at a point in the future resurface. Another common response to conflict is “battling it out.” In all these cases, dissatisfaction is the end result because no true resolution has been achieved.

There are two major types of workplace conflict namely, co-worker to co-worker conflict and direct report to supervisor conflict (Pondy, 2011). The first type of workplace conflict has its benefits. It is import to know that direct method of conversation is crucial and thus enhances better understanding among the working colleagues thus boosting free flow of communication. This does not give room for malice, backbiting and all sorts of unwholesome acts in the organization.

Pondy explains that direct report to supervisor conflict is a type of workplace conflict that often stem from unclear supervisory expectations. If supervisory expectations are vague, the direct report should ask for additional clarification as well as an opportunity to discuss them further. When the issue cannot be successfully resolved after direct communication with the supervisor, the direct report should request assistance from the next-level manager or another appropriate campus resource.

Roloff (1987) sees workplace conflict from organized group perspective. He further contends that there exists conflict when there is incongruence in the connection between the members in a group and other groups that essentially make use of the organization's products. Malikeh Beheshtifar and Elham Zare (2013) conceptualize workplace conflict as two types, namely: intrapersonal and interpersonal conflict. According to them, there may be existence of conflict may ensue within the person or among different people conflict is considered to have ensued within the person when the individual is unable to achieve a particular aim due to his own fault or negligence thus leading to a dissatisfaction with himself, thus resulting in conflict and this is tagged intrapersonal conflict. In another light, there may be conflict between or among people. This occurs when an individual is gagged from getting a desired result by some people within the work settings, thus leading to conflict. This kind of conflict occurs when there is clash between groups in an organization and this is called interpersonal conflict. Interpersonal conflict reduces creative output and ultimately slows down performance in the organization. This is due to the fact that those who are supposed to be in charge of productive activities are at loggerheads over what is best known to them. This ultimately retards the possibility of making substantial progress within the work settings. An interpersonal conflict that is left unchecked may be a stumbling block towards reaching the organizational goals and thereby slow down progressive activities that could have been channeled towards an increased output. In view of the nature of conflict that often occurs in the local government system and their consequent effect on output cum performance, there is need to optimally take every step towards the reduction of such conflict. The researcher intends to curb and stem the menace of conflict upsurge and thus fashioning out the best way to reduce it in this study. This informed the need to study the inter-cadre conflict among the local government workers, focusing on Ido local government area of Oyo State, Nigeria.

In a similar perspective, Wood et al.(2003) see interpersonal conflict as the kind of conflict that transpires in a group and therefore within the group there must be some level of disagreement among the people involved. This kind of conflict according to the researchers is the type that could be seen between two people and above. It is noteworthy that, for there to be a claim of conflict, at least two people must be in the game. The differences between these people are the source of conflict. If conflict is not well handle may generate into crises as a result of their personality differences, different perception on values and the like

### **2.1.5 Causes of Conflict at Workplace**

The postulation of Gibson (1994) lends credence to the fact that there are some key factors that can cause the resurgence of conflict in the place of work. According to the researcher, relying on people in order to carry out a task in the place of work can be a source of conflict. Other salient factors as espoused by the researcher are the disparity in the set goals, scarcity of needed input or materials, the motivational framework of the organization, style of leadership and the like may be responsible for causing conflict. It therefore, becomes salient that adequate steps be taken towards addressing these in order to reduce the menace of conflict.

In the submission of Hotepo, et al (2010), there exist six major sources of conflict, and in the midst of very many sources the six are as follows: (i) the altercation between people as a result of the internal stress of either party; (ii) the difficult situations that ensue as a result of conflicting duty and this may be due to unclear tasks to carry out within the work setting; (iii) fighting over supremacy thus causing personality clash as a result of egocentric reasons and in order to achieved self-conceit goals; (iv) lack of consensus as a result of variance in the people's way of handling issues that everyone is used to; (v) what is needed to rely on one another in order to work together and if this in not achieved at the level of equilibrium within the members in the group could cause serious conflict; (vi) the environmental factors that could cause crisis in the organization as the workers are trying to get used to the demand of the job which may not necessarily alter the status quo.

### **2.1.6 Impact of Conflict at Workplace**

There is the belief that there are two sides to every conflicting situation. It is crucial to know that we can have negative conflict which often results in crisis and chaos and which may lead to the collapse of the organization and there can also be positive conflict which lead to the offshoot of good things to the organization like new discovery, invention and innovation, procurement of needed material for technological advancement, promulgation of policies that will improve the subsisting situation and so on (Gibson and Donnelly 1994). It therefore becomes necessary to know that there can be two sides to all conflict situations. Any conflict that leads to the breakdown of progressive activities in the organization on a continuous basis is a negative conflict while any conflict that continues to add value to the organization sustenance is positive conflict.

Rau-Foster (2000:78) sheds light on the impact of conflict involving the employees of an organization. Rau-Foster is of the opinion that organizational conflict has both positive and negative impact in the organization where such cases are recorded. According to him, conflict not handled effectively lead to breakdown of teamwork, wasted time and talents.

Gibson, Ivancevich and Donnelly (1994) take yet another approach as they examine workplace on the basis of its impact. They are of the opinion that workplace conflict can be functional and dysfunctional. It is important to know that functional and dysfunctional conflict are embedded in an organization. As defined by Gibson, Ivancevich and Donnelly (1994), a functional conflict is the type of conflict that add value to the institution. This is viewed from the fact that when the department of research and innovation conflict with other departments within the organization over the development of a new product is said to be a functional conflict. It promotes and increases the progress of the organization. The presence of functional conflict in an organization is best for the onward movement of all within the system. However, when this type of conflict is lacking in the organization, it will reduce the worth and level of performance of the organization.

Further, Gibson, Ivancevich and Donnelly (1994), opine that whatever kinds of altercation, rancour or disagreement that impinges on the progress of the organization and its consequent development is referred to as dysfunctional conflict. This implies

that any action taken by anybody or group of persons that hinders or hampers the progress of the organization is dysfunctional in nature.

In sum, the various works reviewed above have attempted to conceptualize workplace conflict. As seen above, available literature on workplace conflict have interrogated the causes and effects of workplace conflict at various organizational levels. Besides, social scientists have attempted to offer different explanations as to the dynamics of workplace conflict. However, there is a major gap in available literature on workplace conflict which this study is set to fill. As seen in our exploration of scholarly works above, there has been little or no serious scholarly attempt to investigate inter-cadre strifes and conflict in the Nigerian local Government Service System. Hence, this study attempts to fill this vacuum by interrogating the factors that propel and compel inter-cadre issues and strifes among employees of different cadres in the local government service of Oyo state. The consequences of such conflict are also subjected to serious intellectual scrutiny.

### **2.1.7 Concept of Local Government**

Research on the government at the local level that refers to it as a fundamental tier of government in federal arrangement is not a novel thing. Many political scientists, historians and others in the humanities have attempted and devoted their energy in studying and conducting research on local government system. Thus, the aim of this literature review was to familiarize ourselves with what other scholars have said about the subject matter, see how they approached the issue and determine whether the scholars have answered the question(s) we intend to answer satisfactorily. The literature review specifically interrogates the existing works on the subject area aimed at discovering the gap in the existing literature. It reveals what other scholars have either said or not said.

The process of managing the various services at the local level and regulating the different organs of government in functional terms of both the executive and legislative arms which involves financial regulation, policy making and formulation are all resident in the local government (Adeyeye, 2000). This implies that the formulation of policies, its implementation, management of finance at the local level, promotion of the workforce, and other administrative obligations are carried out by the local government authorities. In the submission of Adeyemo (2005) local



government can be seen as the pillar on which the national political terrain is built. According to him, the local government is the conduit through which our political strength can be mustered.

The major way by which efficient transformation can be made in the rural areas is through the local government (Ezeani, 2003). In the assertion of Awotokun (2004), local government as a way of ensuring that the issue of governance of the country becomes easy to carry out. This goes to show that without the local government, governing the entire country would have been much difficult. It is through the local government that the people are drawn closer to the government, and government is brought closer to the people.

Also, Fajonyomi and Olu-Owolabi (2013) contend that various entities in Nigeria practiced what looked like the local government system in pre-colonial days and that the advent of colonialism only formalized it. Fajonyomi and Olu-Owolabi concluded in their work that the reforms that characterized administration of local government in Nigeria have strengthened it in a way and have also contributed to its endangered status in the Nigerian federation.

To Curzon (2003), it is a government on a local basis by elected committees, forming part of a nation's administrative system, based on the mode of certain people being elected in order to see to the supplication of all needed services in the areas assigned to them.

Based on the submission of Orewa (1992) the least mode by which laws and regulations governing human conducts within the purview of such administration can be showcased is the local government. The local government according to the scholar also unifies the people when it comes to social and political issues. There is the tendency for people to come together under different political platforms in the local government to demonstrate their franchise during elections in order to determine their leaders. Implication of this in his view is that, the area of coverage of the local government has to be clearly determined and defined to enable the residents of the local government be aware of their civic and financial claim for the provision of service and for protection against health and hazard. He went further to state that, local government is the product of decentralized administration. The fact remains that everyone within a particular local government will be given opportunity though not

on equal basis to know what their rights, privileges, roles and responsibilities are. This will enable them to know how to carry out their civic duties when the need arises.

There is need to ensure that the fundamental needs of the people are met. This was the position of Agagu (1997) who asserts that in order to meet the needs of the people at the local or grassroots, the local government is the best medium. The implication of this is that if the needs of the people cannot be catered for at the local government level which is closest to them, is it the state or federal government which is farther to the people that will now take care of them. The basic reason for the establishment of local government is in a bid to make the people to have proximity with the government. In the position of Okunade (1988), the creation of local government became expedient in order to give the power that reside either in the exclusive or concurrent list to this level of government with consequent law backing it up and this kind of power is tagged residual power. This became crucial in view of the enormous task to be carried out by both the state and the federal government.

On the evolution of local government, Onah and Amujiri (2011) contend that the third tier aspect of government which is closest to the people had prior to the 1950 experienced series of rejigging, thus moving in a cyclical pattern. The changes that have emerged had been numerous and hardly did any regime in the country lapse without effecting a notable change in the local government operations in Nigeria. In the submission of Okoli (2015), the wealth of the government at the local level in Nigeria was dominated by the initiative and policy articulation of the Western powers that colonized Nigeria. According to the researcher, prior to the advent of the colonial masters, most of the traditional institutions and their leaders enjoyed maximum independence and they were able to, on their own, articulate policies that would have far reaching effects on their respective people in their domains of rulership. The traditional leaders, though not educated, had a system of administration that was running smoothly and intelligently, organized and well respected by their subjects or people.

To this end, Barry (2000) and Adejo, (2003) have examined the Nigerian local government vis-à-vis service delivery and sustainable development. Barry (2000) and Adejo (2003) were of the opinion that the local government serves as the basis for the country's development in all spheres-politically, economically and socially.

Subject to the submission of Barry and Adejo, Ogunna (1996) who opine that local government has no other function but ensuring that the people become intimated and develop proximity with the government. The implication, according to the researcher, is that with the existence of local government, people will be able to be close to their government and this will give them access to all the benefits and responsibilities that they supposed to have. Onah (2010) examines some of the salient issues that have continued to threaten the existence and efficiency of Nigeria's local government service in our federal arrangement. The researcher further states that the level of corruption through wanton stealing, lack of transparent and government that is accountable to the people becomes a worrisome issue. There is therefore the need to showcase some level of accountable, responsive, responsible and transparent governance at the local government level. This no doubt may likely restore the lost confidence in the people that the local government officials can yet be trusted.

Further, Kolawole (2003) and Ahmed (2007) have viewed the issues affecting Nigeria's local government system from perspective of the attitudinal posture of the political elite and the value system of the individual politician at the grassroot level of administration in the Nigerian polity. Kolawole and Ahmed in their studies, noted that the local government principal officers do not have the requisite credentials to govern the people aright based on their mode of governance which is devoid of vision and therefore the officers may sometimes be seen as clueless.

In view of the ecology of the third tier of government and subject to the autonomy issue, Okoli (2000:5) captures this vividly as follows:

The rationale for the establishment of the third tier of government in Nigeria has been defeated. Albeit with what the constitution spelt out on the fundamental reasons for the establishment of local government in terms of its functions and how it can derive its funds as contained in the 1979 constitution and other ones after; the level of dependence of the local government on the state and federal government is monumental.

According to Osaghae (2006), the rate at which other levels of government like the state and federal control the functionality of the local government erodes their level of independence. According to the researcher, the level of control mounted by the state

government on the local government leads to the way in which all the funds that are supposed to be meant for the local government operations are spent by their state and this ultimately neutralizes the independence that the local government are supposed to enjoy as enshrined in the Constitution. This is appalling as the development at the local government level has been hampered over the years by the state. The state thus far exerts overwhelming influence on the local government, exercising deep control and this sometimes may be excessive.

Suberu (2004) was of the belief that the faulty sharing formula of Nigerian state which allocated the bulk of the revenue at a particular period to the federal government is the bane of development in the Nigerian local government. He further opines that the central government has the overwhelming influence on the resources of the country over other tiers of government, leaving paltry for the government that is closest to the people to share. This is a sorry state in the Nigerian system. At times, crises often ensue in the local government setting due to the paucity of fund available to cater for the needs of the workers, maintaining daily operation within the system, paying workers' salaries and other fringe benefits and so on. Often when these funds are inadequate, it often results in non-payment of staff salaries resulting in industrial unrest and conflict between the management and staff. In view of this, the researcher intends to narrow his scope of study to the issue of inter-cadre conflicts in Ido local government area of Oyo State of Nigeria.

Ogbe (2013) was of the opinion that the extent to which state and federal government interfere in the activities of the local government needs to be revisited as this undermines our democratic tenets as a country. According to the scholar, the action of these government does not give room for the operation of the rule of law and democracy to thrive. The way in which some of the governors unilaterally control the account of the local government as if it is their personal property is against standard practice and defeats the rationale for the establishment of this tier of government. It is noteworthy that a lot of the state government intentionally diverts the funds that are meant for the local government into other activities best known to them. The state government spend these monies that were meant for local use with impunity and best on their prerogative and this is against what is inherent in the constitution. The impact of the government cannot be felt so long adequate resources necessary for taking care of the people who ought to be provided by the local government are being denied

access to by the state government. This is a serious issue that needs urgent attention. According to Ogbe, it is dangerous for state government to keep perpetuating injustice in the land by disallowing rule of law to prevail above their selfish and egocentric ambition.

The zero democratic tenet being peddled by the state government can be seen in most of the states of the country where they have election to be held in their local government for years after they have been sworn in as state governors. According to Asogwa (2010) this makes the state government and their appointees to lack acceptance by the people because the people do not feel the impact of the government. Some of these governors would appoint caretaker committees having a chairman who will be a stooge of the state governor. This makes the diversion of funds at the local government level to be much easier, because the head of administration of government at the local government was appointed by the governor and not elected by the people. The people are further disenfranchised as the election to the position of chairmen of local government often never takes place till the governor leaves office. Good governance cannot be guaranteed at the local government in Nigeria because people are denied access to elect their leader. The implication is that the inability of the people to elect their leaders therefore precludes them to hold them accountable should they act ultra vires. Instead of the chairman of a local government to be accountable to the people, his allegiance will be to the governor who appointed him. The level of support enjoyed by the state governors from the local government appointed chairmen known as caretakers cannot be imagined as it is enormous. This does not allow true reason and democratic ethos to thrive in the country. This is a very appalling situation as people at the grassroots are left helpless. According to Okoli (2000) The various chairmen of caretaker committees in the various councils in the states were selected by the governors rather than being elected as enshrined in the constitution and the confidence reposed in the governor by these appointed stooges on the premise that they cannot be removed makes them to dance to the tunes of the state governors. Thus, they give huge support to the governors in spending the funds that are meant for the local government. This kind of support no doubt is against every sense of responsibility that is expected in a democratic setting and ultimately gives room for abuse of power, privilege and opportunity to govern the people. If Nigeria claims to operate a federal system of

government, then there should independent of all organs of government and this should also trickle down to the tiers of government and local government should not be an exception.

Ikeanyibe (2009) observed that the effect of wanton diversion of funds meant for local government by the state is uncalled for and thus obviates the cardinal essence of democracy which is having a responsible government that would see and attend to the plight of the people. The consequent encroachment of the state government on the funds of the local government neutralizes the whole essence of by which the structure of governance is instituted which is to ensure good governance. Amucheazi (2013) confirms as follows: the continual spending of the state government of the funds meant for local government will reduce the rate of progress achieved in the villages and other local government area. He further opines that not less than fifty percent of the revenue accrued to the local government is withdrawn by the state government. This no doubt is huge and should have formed a chunk of the capital meant for the development of the local areas in the state

According to Afonne and Onokpegu (2011), the level of relationship that subsists between the state and the local government is very complicated and this has hugely eroded the level of development that ought to have occurred in the political and social ways of life of the people. This is because people will not have the privilege of voting in the local government elections, as there will be no elections at all. The leaders of these local councils are handpicked by their governors. Further, in the assertion of Ebohand Diejomaoh (2010), state government use the local government as the annex of their government rather than being a government on its own. This is ridiculous. This has made nonsense of our collective existence as a nation, because of the lip service paid to the welfare of the people at the local level based on how state governors handle the local government operations. Adeyemi (2013) made a succinct diagnosis of this menace as he opines that the level of control the state government exerts on the local government has militated adversely on the service of the third tier of government as most council chairmen cannot embark on developmental project without being authorized by the state government. This in no slight measure has adversely affected the progress of project in the local government areas, as there are series of uncompleted project due to lack of directive to go ahead by the state government.

According to Bolatito and Ibrahim, (2014), the menace of lackluster performance at the local government level is uncontrollable corrupt leaders that are paraded year in year out. This goes to show that it is not only the issue of state's interference in the affairs of local councils in relation to funds in the local government's coffers by the state government that only retards developmental strides at the local level, corruption is also seriously weighing on the continual survival of the third tier of government. Corruption is a serious menace that if not addressed as fast as possible will continue to put the local government on the same level.

In the opinion of Okafor (2013), fourth republic was replete with stealing and illegally channeling the local government funds to other areas by the state government. There was a particular emphasis to Enugu state, where the state government was indulging in wanton embezzlement of the local government funds in this era. According to Agba, Akwara and Idu (2013) strictly assert that the people were not being taken care of by the local government because of the pervading corruption in the system. The researchers further state that the massive corruption showcased by the officers of the local government is the root of low development in the local councils.

According to Oladunjoye (2010), it is not only the politicians that are corrupt in the local government. They further noted that the level of corruption of political office holders cum the administrators is so high that they both cooperate to divert money from government coffers. It is important to know that there is wanton display of wealth predicated by over-bloating of contract sum, inability to execute contract of which payments have been made and bribery before awarding contracts. These and more are the actions perpetrated by the officials of local councils. These acts undermine the essence of democracy and why elected or appointed officials are in the position they have found themselves.

Onwueanyi (2008) agrees with Oladunjoye when he said that the menace of corruption in the officers at the council has de-capacitated the local council from giving to the people the means of livelihood, which is the whole essence of democracy. In the report as captured under National Issues reported by Vanguard Newspaper (2011), majority of the state executive would use the opportunity of corruption that is embedded in the local council to perpetually divert fund to the state account from the local government coffers.

Odalonu (2015) noted that insufficient fund is a major impediment militating against provision of basic needs for human existence at the local council. According to him, the paucity of fund at the local government as a result of excessive diversion of the funds by the state government has contributed to their inability to provide the needed service as expected of them, thus making them to under-perform.

Ibok (2014) in Odalonu (2015: 17) stated as follows:

Aside from the fact that statutory allocations and grants from the federation account to councils are inadequate, their problem is exacerbated by the low revenue generation capacity of the council. Associated with this problem is also exacerbated by frequent sundry deductions by the federal and state government from their monthly allocations. Worst still is failure of most state government to fulfill their monthly statutory obligations to local government by outright refusal to remit 10% internally generated revenue accrued to the state monthly. In some situations, it has become so bad that many local councils cannot pay staff salaries not to talk about basic need provisions.

### **2.1.8 Evolution of Local Government System in Nigeria**

How the local government system in Nigeria came into existence can be shown in three ways as follows: pre-colonial phase, colonial phase and post-colonial phase. In the pre-colonial phase, most of the traditional political institutions had their administration overseen by the traditional leaders. It is the people's belief, custom, habit, how they think and prestige which tend to be in line with whatever development necessary to facilitate the governance of the people.

In the western part of Nigeria, the Yoruba operated centralized chiefdoms in which the *Obas* ruled their various chiefdoms. The kings played roles as constitutional monarchs in the sense that they ruled their respective kingdoms with a council of chiefs which exercised dominant power. The king or *Oba* was considered first among equals and head of national government. The assistance he enjoyed was by the council known in Yoruba Kingdom as *Igbimo*, e.g. *Oyo-mesi* in old Oyo, *Ilamuren* in *Ijebu Ode*, *Ogboni* in Egba, *AwujoOloye* in Lagos and *Iwarefa* in Ife and some other kingdoms. Each Yoruba kingdom consist of the *Oba's* town or capital city and the



subordinate towns. The capital city was directly administered by the *Oba*, while he governed the subordinate towns through Chiefs known as *Baale* or *Oloja*. Thus, the *Baales* were the second tier of national government. The *Baales* were appointed by the Kings to be his eyes and ears in their respective smaller communities, while the *Oloye/Ijoye* or *Olori-Ilu* were the head of wards or quarters (*Adugbo*). What this means is that an *Adugbo* in pre-colonial Yoruba society could be considered as the modern local government. It is made up of a number of *agboile* (compounds), each of which is headed by a *baale* or *Olori – ebi*. The *baale* saw to the general welfare of the members of the compound, performing functions such as settlement of disputes, he also helped in apprehending any outlaw who had committed serious crimes, which only higher courts could try. In this wise, the *Baales* and their subordinate chiefs conducted the affairs of the subordinate town, which constituted the local government functions of the political system. The *Baales* settled minor cases and disputes, maintained law and order, allocated vacant lands and paid annual tributes to the king (Ajiboye, 2002: 99).

In the Northern part, the political configuration reflecting the existence of local government system was a little bit different from what obtained in the pre-colonial Yoruba society. The Hausa/Fulani Emirate operated a highly centralized hierarchically organized political system and were predominantly authoritarian vesting much power on the *emirs*. It is an obvious specificity in the function in the system of the politics which has an history of having the finesse to collect and assess tax. The emirate was divided into districts, which were headed by *Hakimis*, while each district was divided into villages each of which was headed by a village head. In effect, the local government administration under the Hausa/Fulani traditional political system was under the district heads (*Hakimis*) and village heads. They were charged with the duty of law maintenance, collection of taxes within their respective areas and settling minor disputes. In the discharge of these functions, however, the district and village heads were responsible and accountable to the *emir*.

In eastern Nigeria, the Igbo had fragmented and diffused autonomous communities. The system comprised many groups and institutions like age grades, women associations, *Ozo* title societies and the council of elders. The people's assembly (*Oka*) shared political authority with the chief of the community. One of the distinctive features of the Igbo political system is that it functioned with many groups

and institutions which shared political authority in the system. The autonomous community in the Igbo traditional political system was a federation of villages. The village and kindred traditional authorities' maintained law and order within their areas, settled disputes, established and maintained village market, constructed village paths and ensured regular cleaning of stream and springs which supply water. The village and authorities made rules and regulation for their villages and protected their customs and traditions. (Nwankwo 2002).

Indeed, the idea of local government in Nigeria started with the traditional administration of the family, a big compound, a village and a kindred or clan as a unit of governance. In this system, the oldest surviving man was naturally and traditionally the head leaver of a family or village unit, especially that most societies were structured along patrilineal. For proper maintenance of peace and settlement of disputes, many family groups or villages had a head or a ruler, and people who err will be punished accordingly. Men of integrity were traditionally elected as representatives into the village councils. Denga (2003: 15), states that the chief and his council of elders occupied a sacred place and they derive authority from the ancestors and the deities, which they represent and could also communicate with spirits. The chief and his council of elders have a duty to defend the traditional laws and custom, guide the entire society from straying from the norms and traditions, which were capable of provoking the wrath of the ancestors if not properly observed. The same council legislates on economic and social welfare matters. Decisions affecting the people were taken by the council of elders. In many cases; it is made known to the village assembly comprising all age grades. If the issues in question become controversial, then full participation by everybody will be needed.

The second phase in the evolution of local government system in Nigeria surfaced with the advent of colonial rule in the country. Indeed, the system of local government emanated in Nigeria when the colonial masters discovered that the power to govern the people was resident in the traditional rulers and they governed in such a way that best suited democratic practices. Following the British conquest of Lagos in 1851 and the subsequent establishment of Pax Britanica ten years later, the colonial government began a gradual pacification of the entire Nigerian territory such that by 1914, Nigeria became a united nation through the amalgamation of Southern and Northern protectorates. With this new development, the British authority designed a system of

government that ensured the annexation of people and other resources of the nascent country for the benefit of the central government.

It must be noted that it was in response to series of issues arising from how to relate with the local people that the Native Authority Council was first established in 1917 and by 1919, it became known as the Lagos Town Council. It could, therefore, be said that the first local government administration in Nigeria began in Lagos at this time. As at the time of its creation, the Native Authority Council was to deal purely with native matter and the *Oba* of Lagos was made its chairman supported by other members of Lagos society appointed by colonial government. When it eventually metamorphosed into a Lagos Town council, it had more functions that included regulations of health related issues, sanitation and approval of building plans, but had no legislative function until 1923, when the first elections were held into the Lagos Town Council.

From 1919, when the Lagos Town Council was established, until 1951, when the constitution made local government a regional matter, the structure of Local government in Nigeria reflected the influence of colonial tradition that ensured direct central control of local administration. Colonial authority utilized existing traditional authorities in various parts of Nigeria as springboard for central control – although these varied from one part of the country to another. By 1951, regional autonomy led to the introduction of different approaches to the organization of local government administration. In Northern Nigeria, the structure of Local government was dictated by tradition such that the *Sultan* and the *Emirs* became the harbingers of community tax collection and administration.

In the Eastern and Western Regions, the traditional rulers had fewer roles to play in the local government administration. Although they were recognized, they did not dominate it. In the Western region, a three tier system of divisional, district, and local council characterized local rule. Traditional office holders that had hitherto played major role in local government administrations constituted only one-fourth of the membership, while the remainder were popularly elected. Functions of divisional and district councils were spelt out and it included responsibilities for tax collection, public works, law and order, primary education, water supply, sanitation, motor parks

customary courts, markets and street lighting, etc. This was the situation in different regions until 1966, when the military took over the mantle of leadership in Nigeria.

The third phase in the historical evolution of local government system in Nigeria started with the state creation decree of 1967, local government's administration changed from regional control to states. The military also brought military tactics into local government administration. In Lagos State, the Mobolaji Johnson administration is credited for dividing Lagos into 5 divisions viz: Ikorodu, Badagry, Ikeja, Lagos and Epe. (IBILE). These administrative entities were the precursor of existing local government in Lagos State up till today. They became spring board through which the then nascent state was administered and linked with intricate network of roads, electrification and other appurtenances of urban infrastructural development.

The five divisional structures were in place until 1976, when the Murtala Administration embarked on the reform of local government Administration in Nigeria as a result of series of conflict confronting local authorities. Some of the conflict bordered on ethnic differences in states with diverse ethnic composition such as Midwestern state, power struggles between state administrative officers and local councilors, clashes between rural and urban interest etc.

The 1976 Local Government reform was however, an important landmark in the development of local government system in Nigeria. It has the following significant features.

- A need to have a centralized single tier local government council that will promote with uniformity through a well-defined structure in the country.
- Complete democratization of local government system. This system tactfully removed the control of local government from traditional rulers.
- The abolishing of provincial and divisional administrations which in essence means the removal of the control of local government from state government.
- The local government council operated through chief executives.
- Each local government was expected to serve a population of about 150,000 to 800,000.

- Provision was made whereby there will be a particular donation in percentage statutorily into the local government accounts.
- The agency that was responsible for the issues relating to when staff should be promoted, posted, discipline is the local government service commission. It is the commission that also takes care of recruitment of the new staff.

In addition, under the 1976 Local Government reform, staff strength was more than double in many local government. However, the staffing and man-power-mix were outrageous on some local government. In Kaduna State, for example, by 1989, the 13 local government had a total of 432 senior staff out of which Kaduna local government council which is semi-metropolitan had only 80 among which only 6 were appropriately qualified in their respective cadre. The supporting junior staff strength in the state was 4,870 among which Kaduna local government had 964 to back up its 80 senior staff. (Ekumakamar, 1996). This is a simple illustration of the general trend of the quantity and quality of staff available to local government for development of the grassroots.

Besides, following the 1976 reforms, expenditures of local government were showed more in favour of recurrent expenditure, largely salaries and wages and other overheads than capital development. For example, between 1982 and 1986 (5years period), Okpebbo Local government in the then Bendel state had ranges of recurrent expenditure of between 15.2% and 90.7% over the period, while capital expenditure rose from 13.65% to 48.8% within the same period. Average capital expenditure was less than 20% of total expenditure (Olasupo,2001:67) . This was the general trend not only in Bendel, state but also Kwara, Ogun, Ondo and Oyo were on the average, a little over 55% of local government capital expenditure was allocated to the economic system, while the share of the social and administrative sector stood at 21.9% and 22.5% respectively.

One major reform that followed that of 1976 was the Review of Local Government Administration in Nigeria in 1985 popularly known as “Dasuki Review Committee”. A 20 man committee was inaugurated on the 29th of May 1984 by the Chief of Staff

Supreme Headquarters, Major General Tunde Idiagbon with the following terms of reference:

- To evolve the most suitable mode of managing the local government within the context of the present military administration.
- To re-examine the existing structure, functions and financial resource available to local government for the performance of these functions.
- To consider issues relating to how the various department of the council can be optimized or standardized.
- To evolve a proper place for traditional authorities in local government.
- To propose how best to manage inter-governmental relations between federal, state and local government and also between local government service board/commission, etc.
- To work out manpower development scheme for all cadres of local government staff and
- To deliberate and recommend on other matters the committee considers relevant for the improvement of the administration of local government in Nigeria.

Structure has not been the problem, but the operations of local government that is operational problems arising directly from the behavior and attitudes of operators of the 1976 Local Government Reforms.

### **Priority Function of Local Government**

Management of local government including remuneration of Councilors, budgetary control and management auditing

Local government finance including the granting of 10% share of the allocation account in local government. The granting of the 10% internally revenue generated

internally by the state into the coffers of the local government and development planning by local government are constitutional requirement.

Staff and management development were including the need for the formulation of a coordinated scheme of service for various categories of local government staff, staff regulations, a coordinated staff training policy by each state government, establishment of 1% training fund by local government and harmonization of training fund by local government including harmonization of training programmes as well as the enactment of staff pension fund edict by all the states.

Inter-governmental relations including the place of traditional rulers in local government emirate or traditional council and its functions and their insulation from partisan politics

The need to mobilize the people for development as well as their socialisation in participatory culture for political and other activities of these committees.

Indeed, the 1989 reform of local government was backed up by Decree Number 12 of 1989 promulgated to bring into existence the 1989 Constitution and with the same ambition of eroding all the past anomalies related to the presence of local government as an offshoot of the state. The first radical step taken by the government was the scrapping that was witnessed in relation to the ministries of local government all over Nigeria.. This is aimed at making the local government more autonomous; hence, the state was stripped of its instrument of domination. Ministry of local government which was used in maintaining suffocating control over local government was abolished. In addition, the 1989 Constitution provides for 449 local government though there was provision for creating more or even adjusting the existing ones. By this reform, the council was to consist of democratically elected members. According to the 1989 reform, “the system of government by democratically elected council was constitutionally guaranteed”. Another significant change brought about by the 1989 reform is the strengthening of the status of local government. By the provisions of section 160 of the 1989 constitution, indicates that all the accrued income of the local government must be allotted to it in line with the constitutional provision as promulgated by the legislative arm of government.

This direct disbursement of the statutory allocations to the local government is a significant improvement on hitherto fiscal arrangements whereby state government not only neglected to make the requirement 10%-15% and currently is about 20%. The implication of this direct revenue allocation is that, it is expected to facilitate the fulfillments of constitutionally mandated functions by the local government without the constraint of financial dependence on higher level of government. Subject to the above, the introduction of the system of local government system in the country has been segmentally explored. In the pre-colonial societies, various institutions of government were put in place by traditional authorities to make provision for the impoverished at the local area in the country. The establishment of Native Council Authority by the British colonial government laid a solid foundation for the historical evolution of local government in Nigeria as it signaled the beginning of modern political structures at the third tier level of government in the country. We have also established the fact that the 1976 Local Government Reform marked a turning point in the historical development of local government administration in Nigeria. As asserted by (Ugwu, 2001), the reform "form a watershed in the evolution of local government development and Administration in Nigeria". The 1976 Reform marked the end of sound experiment or model and gave way to a uniform national local government system in Nigeria. The major thrust of the reform in the words of Orewa and Adewumi (1983), was "ensuring that the people are given the requisite obligation which will be in their interest". It intends also to improve the interpersonal relationships among the people and to harmonize judiciously the resources to the various people across the country".

The reforms prior to 1976 were not comprehensive enough and they had series of limitations, especially, the areas covered. It is crucial to know that there were series of consultations before coming up with the 1976 reform. Series of experts were involved and a lot of relevant people, learned and experienced in local government administration were invited to the reform, which witnessed the devolution of powers to the local government. It was the reform of 1976 that gave autonomy to the local government to become the third arms of government. The reform empowered the local government to generate its fund statutorily from the federation account. The reform was further captured in the 1979 constitution, thus making it a legal entity which is binding on the government at all levels. Although the reform empowered



and made the prowess of the federal government more pronounced. The federal government has been able to maintain a role which is thus supreme above the state and local government. According to Gboyega (2001), the way the federal government has been intervening in the affairs of the local government has not been favourable to the local council, thus empowering the state to continue usurping the functions of local government by diverting the funds meant for the local council's use into the state government coffers. The federal government according to the scholar has been influencing the key reforms affecting the local government administration in Nigeria.

As seen in our historical analysis above, it is of essence that the most disturbing and problematic period in Nigeria's history was the Second Republic. This marked the time to execute the reform of the 1976 relating to the local government as enshrined in the 1979 Constitution. The state government was at loggerhead with the federal government in relation to the control of the local government. This was marked with series of altercations, disagreement and ripples as both federal and state government jostle for the supremacy of the local councils. This continuous rancour thus put paid to the authority of the local councils thus undermining their power. The power of the local government has been highly reduced due to high level of interest in them by the state and federal government; thus their vested interest in the local government has over the years waned the powers of the local government.

The military administration of General Ibrahim Badamasi Babangida between 1985 to 1993 effected a slight modification in the leadership and control of the local government system in Nigeria. The administration further removed power from the state control of local government administration to a situation whereby the control is resident in the central government. There was a further modification in the reform of the local government which guarantees independence of the local government. Subject to the new reform as initiated by the administration of Babangida, there was the introduction of the executive and legislative arms of government at the local councils. Also, the administration marked the scrapping of the Ministry in charge of local government in the state. The local government arising from the new reform made it possible for the local government to have direct access to their fund from the Federation Account without necessarily passing through the State Government. More importantly, the allocation to the local government received a boost under this administration as the federal government made it a point of duty to increase the

percentage from 15 to 20 percent. This could be seen as a plus to the administration of President Babangida as adequate attention was given to the local government towards attending to their needs, thus increasing the level of development at the various local government areas in the country.

### **2.1.9 Local Government in Nigeria: Structure and Functions**

Basically the rationale for maintaining a structure of local government as demonstrated in Nigeria is to ensure that there is a government close to the people with essence of transforming the people and their communities by providing infrastructural facilities that will add value to the people. In the position of Adeyemo (1995), the local government is responsible for improving the lives of the people at the local level. Further, the local councils are responsible for the development of basic amenities affecting people's lives and it also helps in promoting the active participation of people in politics. The existence of local government no doubt enhances political awareness of people at the local level thus enhancing their capacity to be intimated with happenings in the political space. It is worthy of note that the nearness of the local government to the people is very essential as it affords ordinary citizens to be aware of their rights and responsibilities, thus enabling them to approach their government at the council offices nearest to them and demand their right. This action may be impossible where local government administration is not practicable. In situations where there are only states and federal government, it would be seen that people cannot easily approach or walk to their elected representative as these people are very far from them. Access to these top political bigwigs may be daunting to break due to the technicalities involved.

In the submission of Enero, Oladoyin, and Elumilade (2004), active political participation, a social society and economically-viable people can be achieved through a good local government administration. In order to increase people's political participation, thus enhancing consciousness of people in governance by instilling true democratic ethos can be achieved through a reliable local government system. The existence of local government has no doubt enhanced political participation at every sphere of government and thus ultimately fostered education of people and increasing their level of involvement in the electoral process. The instillation of positivistic attitude, training and essentially the need to increase the

responsibilities of the people at the grassroots to development political sensitivity and consciousness becomes feasible with the existence of local government. Thus local government has over the years been a veritable tool for the achievement of these and more goals. This assertion motivated the researcher to delve into this study in order to showcase how the inter-cadre conflict might be mitigated. Hence, the study of inter-cadre conflict among the local government employees in Ido Local Government Area of Oyo State Nigeria.

Indeed, on the landscape of politics, the local government performs certain functions which are very essential in democratic processes. The third tier of government has what it takes to ensure the enforcement of the law thus ensuring that orderliness and security of lives and properties becomes essentially paramount. This is achieved through creating an enabling environment for the various instrumentalities of the law to operate. There is the existence of different security committees in the local government to facilitate and maintain security of all and sundry within the enclave of the local government. These committees range from police and security and they harmonize their working relations in order to ensure that law and order prevails in this setting. More crucial a function performs by the local government is performing the role of inter-face between the government and the people. It is worthy of note that the relationship between the people and the government is better solidified with the existence of the local government. It is the Local government that serves as a reasonable link that has been sustainable for years in building coexistence between the people and the government. When people have issues or problems, they discuss with their local government officials who report to the other government bodies either state or federal and report back to the people what the government's decision is on the issue, thus serving ultimately as the conduit for ensuring feedback loop.

On the socio-economic landscape, services of local government are primary or basic in nature as reflected in their functions. Some of these are basic health, basic education, agriculture and revenue raising and regulatory functions. People expect such services to be delivered to make any meaning of democracy and bureaucracy at the local government. Whether it is a municipal council or a rural council, the complexity may depend on the level of urbanisation or the availability of funds.

In terms of organizational structure, the local government system in Nigeria is composed of different organs whose roles are complementary. One major organ in local government administration in Nigeria is the policy making body of the council. The policy making body consists of the Executive Chairman, the Vice Chairman, Supervisors and Secretary. This body is responsible for policy formulation and implementation at the grassroots level and its responsibilities border on the vital items on the residual legislative list in power sharing formula in the Nigerian federation. It must be noted that members of this council, especially the chairman and his vice are normally elected, but can, under special circumstances, also be appointed. The chairman of the local government council supervises the activities of the local government and presides over all meetings of the council.

It is also essential that the local government has the responsibility to the people by giving basic amenities needed for the sustenance of life. The functions of this tier of government which include that of health, agriculture, provision of educational services, revenue generation and the like are done in order to uplift the people and make them better, thus making them to feel the impact of the existence of government at the local levels.

Essentially, there are different components and structures in the local councils in Nigeria. the first of such organ in the local government is the one responsible for making policies and this body is responsible for the formulation of policy and thus fostering its implementation at the grassroots level. This body also facilitates the execution of all items in the residual legislative list. There is need to emphasize that every member of this committee is elected, especially the chairman and his vice. These members who serve on this committee apart being elected, there is need to also know that they sometimes may be appointed to oversee the affairs of the committee for some definite period of time.

Apart from the council, there is the administrative organ which consists of the Head of Local Government Administration, Heads of Departments and subordinate staff. Its role is to offer administrative assistance to the council at all times. The daily administration government in the local council is facilitated by these various departments, which are being generally coordinated by the Head of Local

Government Administration with the assistance of various Heads of department namely:

- i. Administration and General Services – Headed by Director of Administration and General services
- ii. Agriculture and Rural Development – Headed by Director of Agriculture and Rural Development
- iii. Budget, Planning, Research and Statistics – Headed by Director of Budget, Planning, Research and Statistics
- iv. Education and Social Services – Headed by the Director of Education and Social Services
- v. Environmental and Health Services – Headed by Director of Environmental Health
- vi. Finance and Supplies – Headed by Director of Finance
- vii. Primary Health Care – Headed by Medical Officer of Health
- viii. Works, Lands and Survey – Headed by Director of Works

Furthermore, traditional Councils exist as a vital component of the political structure in the Local Government Areas. A Traditional Council consists of traditional office holders, the Baale and Chiefs of the Local Government authority, one or two traditional representatives of each paramount ruler or imperial majesty of the area, as may be considered appropriate and any other person(s) who may be desired, in order to make the traditional Council broadly representative of the major facets of life in the entire area. The Traditional Council usually meets once in every month at the council Secretariat to deliberate on crucial issues that normally lead to economic development and socio-cultural advancement of all communities in the area.

#### **2.1.10 Historical Overview of Ido Local Government**

Ido Local Government was established in May, 1989. It was formerly in Akinyele Local Government. Between 1981 and 1983, this local government was still called Akinyele Local Government. It was Buhari/Idi Agbon Administration in 1984 that dichotomized the local government and since then we have Ido and Akinyele Local Government separately and they still exist till today. The population is about 103,261 and it span across 986km<sup>2</sup> of land area. It was initially administered under the Sole

Administrator-ship system from May to July 1989 and Caretaker Committee system from July 1989 to December 8, 1990. There was the emergence of democratic government in the local government in 1992 with the introduction of Social Democratic Party (SDP) and National Republican Party (NRC). Areas covered by Ido Local Government include Apata, Akufo, Apete, Omi-Adio, Ijokodo and Elebu. The local government maintains a definite boundary which is shared with different local government. These local government that share boundary with Ido are Akinyele, Oluyole, Ibarapa, Ibadan South-West and Ibadan North West. There are several towns in Ido local government. Albeit, there are some towns which could tagged as major and these include ido, Apata, Omi-Adio, Akufo, Bakatari, and Ijokodo. The local government houses about 612 villages and these are but not exhaustive of Olowofela, Odetola, Alagbaa, Erinwusi and Tade. The local government is notable for Agriculture as it has enough land mass to encourage this. Parts of the agricultural activities in this local government include but not limited to palm oil production, kolanut extraction, timber, maize and rice cultivation.

## **2.2. Inter-cadre Conflict Issues In Ido Local Government**

Conflict is a natural aspect of organizational life and to this end, conflict management is a key governance issue (Zartman (2000)). It is, therefore, not surprising that management of conflict consumes a large proportion of an organisation manager's time, attention and resources such that one gets the impression that conflict management is the primary business of organisations, Ojielo, (2002). Local government is saturated with conflict but we shall not concern ourselves with conflict that are peculiar to that system such as chieftaincy conflict, land conflict, religious conflict and Executive versus Legislative Conflict. Each of these merits a complete research work. However, we shall focus on cadre conflict where the activities of one group impinge directly on the performance and efficiency of another. Such conflict include but are not limited to headship of programmes, headship of departments, stores management, span of control, interpretation and implementation of circulars, training policies, promotion exercises, allocation of welfare packages such as granting of car loan within departments, intra and inter-local government postings, transfer from other services, inspection of projects, use of official vehicles, holding of impress and so on. The areas of conflict identified above constitute minefields where problems could arise without warning. It will require knowledge of human resource

management and conflict management skills to identify these problems and the possible triggers and what accelerators (catalysts that can spark the outbreak or escalation of conflict) to look out for.

**(i) Departments, Cadres and Conflict**

There are 203 cadres identified by the 2006 Scheme of Service that is currently in use. It must be stressed that not all these cadres apply across the different parts of the country. For instance, Forest Overseer Cadre, Irrigation Officer Cadre, Steward Cadre are not in the Oyo State Local Government Service. All existing cadres have, however, been streamlined into eight major departments, namely, Administration; Agriculture and Rural Development; Budget, Planning, Research and Statistics; Education and Social Services; Environmental Health Services; Finance and Supplies; Primary Health Care (PHC); Works, Lands and Housing.

The only exception to this departmental categorization is the Auditor's Cadre. By professional training, they are Accountants but are directly responsible to the Head of Local Government Administration. Whereas they are administratively under the Head of Local Government Administration (HLGA), their work is more functionally related to the Finance and Supplies Department. The conflict that this Cadre may present within the system is evident.

In the case of other departments, the PHC Department has such Cadres as the Medical Officers of Health (also called PHC Coordinators), the Nurses and Midwives, the Pharmacy Technician, the Community Health Extension Workers (CHEW), the Health Attendants, the Community Health Officers (CHO), among others. This department is especially representative of the plethora of conflict that are possible in cadre conflict in the Local Government Service.

In the past, the PHC Department was headed by the most senior officer, irrespective of cadre, in that Department in the Local Government. In line with procedures in the Civil Service, all other Para-medical and health staff are expected to be under the supervision of the Medical Doctor where this officer is in place. A newly appointed Medical Doctor starts on Salary Grade Level 09, yet is expected to be the boss to officers in other cadres, but within the same Department who may be on Grade Levels 14 and 15. This naturally elicited resentment from the subordinates in the higher

grade levels. Sixteen years after the introduction/recruitment of the Medical Officers of Health into the Oyo State Local Government Service, the problems are not completely over. If there could be such problem of acceptance with the Medical Officer of Health, the same will apply in the case of other cadres in that Department. In the case of Community Health Extension Workers (CHEWs), who became Community Health Officers (CHO) after a year's training, "where there are no Doctors", the CHO is expected to head a PHC facility, but Senior Nurses/Midwives resent and resist this. That problem remains intractable. The Medical Record Officers, who also constitute another cadre in that Department, do not see themselves as being responsible to anyone else other than Doctors, who are often unavailable in most cases. Yet, without the Medical Record personnel, the Medical history of the patient as contained in his/her case note cannot be accessed and necessary data for patient monitoring and evaluation cannot be obtained.

In the Works Departments, there are such cadres as the Engineer' Cadre – which in itself is made up of the COREN – registered and unregistered Engineers, the Estate and Evaluation Officer's Cadre and the Builders' Cadre. When it comes to the question of who heads that Department, an Engineer, even if on Grade Level 08 is expected to be the head, but the GL.15 Land Officer or Builder would oppose this. The intra-departmental friction actively supported by the respective cadres can, thus be vicious. In all these, the service function suffers. However, how best to manage these inter-cadre, intra and inter-departmental conflict are yet to be properly studied. With these various conflict and in-fighting, it is not surprising that the Local Government service is so pathologically inefficient.

**(ii) Line and Staff Relationships**

In a production-oriented enterprise, tasks are divided into production, maintenance and sales functions. These constitute the line management team. While others who deal with Personnel (Administrative) and Finance constitute the staff management team. In the Local Government system, these two Departments are seen as powerful, and in most cases, resentment flowing from this lead the other six departments to view them with suspicion. While the Administrative Department is the custodian of all records and correspondence coming into or emanating from the Local Government including personnel records, the Finance and Supplies Department controls the



generation and disbursement of funds. In some cases, these two departments hold each other and by extension, other departments to ransom and by so doing grounding activities in the Local Government completely. There are also situations where one of the two staff departments engages in 'conflict triangling'. According to Kreitner and Kinicki (ibid, p.463) conflict triangling occurs when there is interference of the third party in a conflict situation. Therefore, instead of these two people to try and mitigate the crisis between them, there is the involvement of the third person who wades in and interferes in the conflict.

### **(iii) Staff Regulations and Its Efficacy**

The staff regulation is a document that contains body of rules and laws that govern the appointments, rights, obligations and duties of every employee in the Local Government System. In Oyo State, it is drawn substantially from Cap.66 Laws of Oyo State of Nigeria (1978). It is a complete document, highly prescriptive on 'dos' and 'don'ts' in the service. Staff routinely but ignorantly runs foul of its provisions especially since the document is not well circulated among them. Uncertainty on the part of staff on what constitutes bad or good service behaviour lead them to design means of getting themselves out of trouble when they run into one; that is by political maneuverings. Such political actions could be by individuals, coalition or even by network. Cadres are especially visible and useful when their members run into problems.

Local Government employees are also known to employ influence tactics to good advantage. In this vein, cadres are much more effective than the staff union. It seems interesting that the laws as embodied in staff regulation are not always employed to address anomalies and conflict that arise within the service. There seems to be the law and there seems to be norm. It is probably in keeping with the position of Obaseki (1985) that laws are made for men but not men for laws. The administration of justice involves the administration of the purest principle of law among men for the good of men in the fairest concept. There is tendency for everyone to make mistake and commit error and this goes to show that when these mistakes manifest there is need to correct these mistakes thereby leading to the process of doing the right thing.

The correct path is, in most cases for the Local Government employees and Cadres, not the path of their staff regulations.

**(iv) The Concept of *Primus Inter Pares***

This dictum interpreted to mean ‘first among equals’ is a concept that is implied in the treatment given to the Head of Personnel Management Department much to the annoyance of other Heads of Department. This department is headed by the Director of Personnel Management who is the Head of Administrative Officers’ Cadre in that Local Government. The Head of that department is not necessarily the officer in the highest grade level in the respective local government, but s/he draws the highest monthly imprest and is the most consulted among all the Career Officers. He is an officer that many people – politicians, contractors, other heads of departments and even the junior staff love to hate. The employer, the Local Government Service Commission itself is ambivalent about this officer. On the one hand, it makes out that the Director of Personnel Management is its representative on the field, on the other, it attempts to convince others in the various departments that they are equal. This ambivalence engenders an uneasy relationship in each Local Government.

It is hoped, the results of this study shall throw more light into the position of this officer and his importance in the scheme of things in the Local Government. It is, however, instructive to note that in Oyo State, in recent past, members of other cadres have ‘ganged’ up against this cadre, the Administrative Cadre, ostensibly to ‘clip their wings’. The team was named ‘Association of Professionals’. It comprised all other cadres that were interested in cutting the Administrative Cadre down to size.

Without prejudice to the outcome of this work, cadres do not have to be so visible in the sustenance of work ethos in the Local Government system if certain basic needs have been met. According to Yesufu (2000:310):

The public service was (and still is) legally the victim of government own self-retrograde policies... it is difficult to find any country that have ever allowed its public service to be run down so grossly as Nigeria did from the onset of SAP. Misguided structuring and restructuring at frequent intervals left the public services gravely unfocussed, if not completely blind. Staff training, so important for efficiency was

neglected... power struggle left the civil servants badly worsted.

One important case study was the introduction of a policy in 1996 by the Abacha administration that any officer on salary grade level thirteen (GL.13) and above in the Local Government service can become a career Secretary. This threw up acrimony and unhealthy competition among cadres in the Local Government who want to take over from the Director of Personnel Management who was hitherto acting in that position/capacity and on lower salary grade level. It was the emergence of democratic government in 1999 and the passage of Oyo State Local Government Law in 2001, gazette No.13 and assented to on the 27<sup>th</sup> August, 2001 that averted the crisis. This law introduced Political Secretary, who will be appointed by the elected Chairman among his political loyalists and hangers on. The relationship between the Directors of Personnel Management and officers from the other cadres did not remain the same thereafter.

Similarly, there was the policy that introduced the possession of first degree for career prospect, firstly in the Administrative cadre and the non-acceptance of degree programme of education courses in the administrative cadre with recommendation that entry into this cadre be limited to degrees in humanities and the social sciences. This led to agitation that officers from other cadres should not be allowed conversion into the administrative cadre. This policy brought with it disharmony and it engendered hatred from other cadres to their colleagues who were administrative officers.

Perhaps, in order to give it a general outlook, the Local Government Service Commission in 2007 adopted a global approach and reeled out guidelines that made possession of a University degree for career prospects for all cadres in the service and second degree for some specialized cadres like the administrative, engineering, with Council of Registered Engineers of Nigeria – COREN professional certificate as additional qualification, Environmental and Health Officer cadre as well as Education and Social Services. In all these policies, other cadres are always quick to point accusing fingers to the administrative cadre as the brain behind their problems.

The one that generated the most horrible conflict that nearly resulted into crisis was the policy that introduced the Head of Local Government Administration into the Local Government Service and *ipso facto* Ido Local Government. It was similar in implementation to the first one with regard to the position of Secretary to the Local Government. This time, it is open to all officers irrespective of cadre on salary grade level sixteen (GL.16). The administrative cadre who have been enjoying the prime of place and the leadership of the Local Government were not happy about the development as it will erode their strategic placement and honour and they did all humanly possible to frustrate the implementation, while other cadres clamoured for it. The battle line was drawn. It took the intervention of the State Government with amendment to the Local Government Law 2001 to get the policy on stream in 2012. It must be observed that it led to the eventual implementation in 2006, when the position was incorporated into the Local Government Scheme of Service but the Administrative Officers cadre stultified it. One could imagine the effects of the rancour that greeted the implementation on the Local Government Service delivery thereafter.

It was, however, noted, that, among the Administrative Officers who were averse to the policy, the eventual implementation visited a catastrophic sanctions on them as the State Government viewed their refusal to participate in the written examination that led to the appointment of Heads of Local Government Administration on August 27<sup>th</sup> 2012 as an affront, infraction and it wasted no effort at sanctions. Some of them, about five, were compulsorily retired, while fifteen others were deployed outside the Local Government service -an action they considered as punishment and which pitched them against other cadres as they saw them as architects of their misfortune. This affected all Local Government in Oyo State including Ido Local Government.

Therefore, every conflict, irrespective of whether or not it snowballs into a national problem, has its origin in one Local Government or the other. It is within this framework that the System of Local Government is popularly adjudged as bedrock responsible for Nigeria's national growth and stability. The picture of conflict scenarios which is graphically painted above illustrate the happenings in most Nigerian Local Government while Ido is not an exemption and one can imagine what the effects would be on the productivity, development and achievement of reasonable progress at that level of government.

### **2.3. Gap in Existing Literature**

The relevance of the existing literature on the present study is opposite, as it is on the basis of this that the researcher could further his study. The contributions of Adeyeye (2000) on local government administration and its functionality in Nigeria are immensurable to this work, Adeyemo (2005), who emphasizes local government as the bedrock upon which other government structures are built. It must be noted that conflict as the product of interactions between two and more people, Gibson and Donnelly (1994), were of the opinion that whatever causes a break down of law and order in any organization is conflict. It is a truism that so many scholars have attempted to interrogate issues surrounding local government at various levels, it should be noted that, little book or literature known to the present researcher has been specifically devoted to the phenomenon of inter-cadre imbroglio or conflict among the civil servants, particularly in the local government service of Oyo state or Ido Local Government. A large part of these publications focus on the historical evolution, fiscal issues and autonomy, efficiency and productivity level of the local government system, local government administration, corruption at that level, local government reforms and a wide range of other issues centering around the local government as a level of political arrangement in Nigeria. Put differently, the dwindling efficiency and productivity level of the third tier of government in Nigeria has been viewed from different points of view, but the nexus between poor service delivery experienced at that level of government and employee-employee conflict has not received much attention of scholars. Thus, this study sets to fill the gap in existing literature by providing and creating understanding of the phenomenon of inter-cadre conflict among civil servants in Ido Local Government Area of Oyo state, using this as a case study in our analysis of this issue in local government service generally in Nigeria.

### **2.4 Theoretical Framework**

This section espouses the various theories of conflict. The theories underpinning conflict emphasize that the crux cause of conflict is that there are limited resources

that various parties in conflict will have to struggle or compete to get. The chief proponent of conflict theory was Karl Max.

#### **2.4.1 Karl Marx Conflict Theory**

Karl Max propounded social conflict theory by asserting that the society was in a state of struggle for limited resources. There is the assumption that the property means of production, exchange and the wealth of the nations/state should be in absolute control of the state. He asserts further that the state should be able to adequately regulate the means of production and exchange by way of guaranteeing the social inequality that already exists in the state. The state should therefore do all within its powers to regulate, guide and control the means of production and distribution thus fostering equality among the various actors in the state. According to him, the proletariat also known as the workers engage in class struggle with the job owners for their livelihood. The inability of the job owners to meet the need of the workers leads to struggle and conflict among them. This scenario is much pronounced in the places of work in the modern days as workers continue to engage in industrial action against the employers' insensitivity to their plights. This action of conflict was for the workers to press home their demand in order for them to be heard and keenly attended to by the government. Conflict theory whose main thrust suggests that human behaviour in social contexts results from conflict between competing groups is one of the two theories that was adopted for this study. This theory has been used to explain a wide range of social phenomena, including wars and revolutions, wealth and poverty, discrimination and workplace conflict.

Therefore, the continued struggle and competition of the workers with the job owners also known as the capitalist will propel another action which will further trigger higher level of conflict. Most of these capitalist will be forced to downsize, right size or conduct a reengineering. All these concepts lead to reduction in the number of workers. At times, most of these workers were given options either to reduce their number or reduce their wages. This action further escalates conflict in the society. The capitalists in the society are the rich few, while the workers are the majority of the people. The structure of most societies in the world is tilted towards favouring the few leaving majority at the receiving end. This is appalling and inconsistent with the principle of social justice which opines that there must be just, fair and equal

distribution of wealth of the state. The theory further opines that in order to adhere to the principle of social justice, equity, and fairness of distribution of wealth, there is need for the means of production and distribution to be resident in the state and not in the hands of few individuals.

This theory will optimally reduce the level of conflict among different stakeholders in the local government setting. There will be promotion of justice, fairness and principle of equality will rule supreme and this facilitates peaceful coexistence, thus stemming the tide of conflict among the different cadres in the local government administration.

#### **2.4.2 McGregor Theory X and Y**

The second theory adopted in this study was McGregor Theory X and Y. This theory was propounded by Douglas McGregor in 1960. It was a leadership theory, about organization and management of which two opposing sides about people were discussed. He called it Theory X and Y. It could be deduced from the theory that the leadership style was as a result of the perception that the manager has of the people.

Theory X states the old-fashioned opinion of the management and this include autocratic leadership styles, close supervision, and the principle of hierarchy. This theory has the basic assumption that generally people are lazy, want to avoid work at all cost, try to avoid responsibility, have zero ambition, and there is preference for supervision. The most appropriate leadership style here is authoritarian leadership style. This theory opines further that since people try to avoid work, they must therefore be coerced into performing a task.

It is important to know that the application of theory X in any organization will cause a lot of conflict and this will reduce work progress. The increase in the rate of conflict in Ido Local Government could be due to the application of theory X by some Directors in their departments. This will no doubt lead to conflict spiral which is not healthy for the local government system in Nigeria, and Ido Local Government in particular.

In Theory Y, McGregor (1960) opines that there is natural tendency for people to want to work. People are inherently motivated to work, there is natural happiness to pursue their aims and goals. They do not give room for punishment and reward system to operate. There is acceptance of responsibility by the people and the creative ingenuity of the workers are encouraged to blossom.

It is crucial from Theory Y that there is integration and people are allowed to work together as team for the actualization of the goals of the organization. To reduce conflict, this theory is most appropriate, as workers are given independence to operate, they are appreciated for best performance, there is room for self-direction and self-control. Autonomy is allowed and this reduces conflict. There is democratic leadership style in Theory Y and this allows workers to have a say. Workers are allowed to develop themselves; they can deploy their skills outside their work. It enables employees to be committed wholeheartedly to the task assigned by the organization. However, this employee autonomy and skill development could lead to employees hunting for another job elsewhere. It is therefore the motivation and freedom inherent in this theory that is opposite to the workers of Ido Local Government and it was the opposite of it that ignites conflict.



## **CHAPTER THREE**

### **RESEARCH METHODOLOGY**

This chapter captures the method adopted in order to collect the required data, how the data were analyzed, the population, location, scope, study design, instrument used for collecting the data and the like.

#### **3.1 Research Design**

A descriptive survey design was utilized due to the nature of the study. This study adopted this design because of its use of questionnaire and interview methods in order to elicit responses from the participants of the study who are purely civil servants in Ido local government. Both qualitative method which involves interviewing the respondents and quantitative method which involves the use of questionnaire were adopted for this study

#### **3.2 Study Area**

This study was carried out in Oyo State, Nigeria, with 33 local government and the focus of this study was in Ido local government. This is the scope of the study. The study covered length and breath of workforce in Ido local government.

Figure 1: Map of Nigeria showing Oyo State



**Source:** Omale (2005).

Figure 1 showing the thirty six states and the seven hundred and seventy four Local Government Areas in Nigeria.

Map 2



Source: (*The Nigeria Muse, 2017*)

Figure 2 showing the various Local Government Areas in Oyo State

### 3.3 Study Population

The study population consists of the staff of Ido Local Government Council of Oyo state. This makes the population precise and finite. The population of staff in Ido Local Government Area of Oyo state is 402. The said population is scattered in the various departments in the Local Government Areas viz: Administration, Agriculture, Health, Education and Works. In other words, the population of study cuts across different departments in the local government service of Oyo state.

### **3.4 Sample/Sampling Technique**

A sample size of 150 staff was randomly selected from the total population of 402 comprising 37.5 of the total population. The choice of the sample was informed by the fact that this council exhibits certain characteristics and dynamics that were considered important to our investigation. The sampling method adopted in this study was stratified sampling.

### **3.5 Instrumentation**

Two instruments were used: a questionnaire titled “Conflict and its Key Determinants Questionnaire” (CKDQ) and an interview schedule for data collection. The questionnaire was adopted from the Australian Public Service Commission Guideline for Positive and Productive workplaces (2016). The questionnaire measured the variables under study: Educational qualification, Employment Rank and Age as determinants of Inter-Cader Conflict. The responses were rated in the following sequence: SA = Strongly Agree, A = Agree, U = Undecided, D = Disagree, SD = Strongly Disagree.

### **3.6 Procedure of Data Collection**

A questionnaire was designed and administered in the local government selected for study. Stratified sampling method was used to administer copies of the questionnaire on the respondents. The researcher administered the questionnaire personally on the sampled population. All the sections of the instrument were explained to the respondents in order to extract appropriate responses from them. Where it was possible, respondents were urged to fill the questionnaire right away, but where this proved inconvenient; they were allowed to take it with them for some minutes. There were 150 copies of questionnaire that were administered while 120 were returned. Respondents were asked questions on a wide number of things bothering on inter-cadre conflict and their responses were recorded and content analyses were carried out subsequently. Distribution of questionnaires covered the civil servants who were selected from various departments in Ido local government councils, while twenty of them were eventually verbally interviewed.

### **3.7 Methods of Data Analysis**

The data generated from the responses of the participants from the 120 returned copies of questionnaire and the analysis was carried out using simple percentage

analysis, in order to test for the significant effect of the selected variables. Three research questions were tested, which included; what are the causes of inter-cadre conflict in the local government service of Oyo state; to what extent has inter-cadre conflict affected local government efficiency, productivity and service delivery and what can Oyo State Local Government Service Commission and other stakeholders do to minimize or manage inter-cadre conflict and strive in the local government service of Oyo State?

**CHAPTER FOUR**  
**ANALYSIS AND DISCUSSION OF FINDINGS**

**4.1 Discussion**

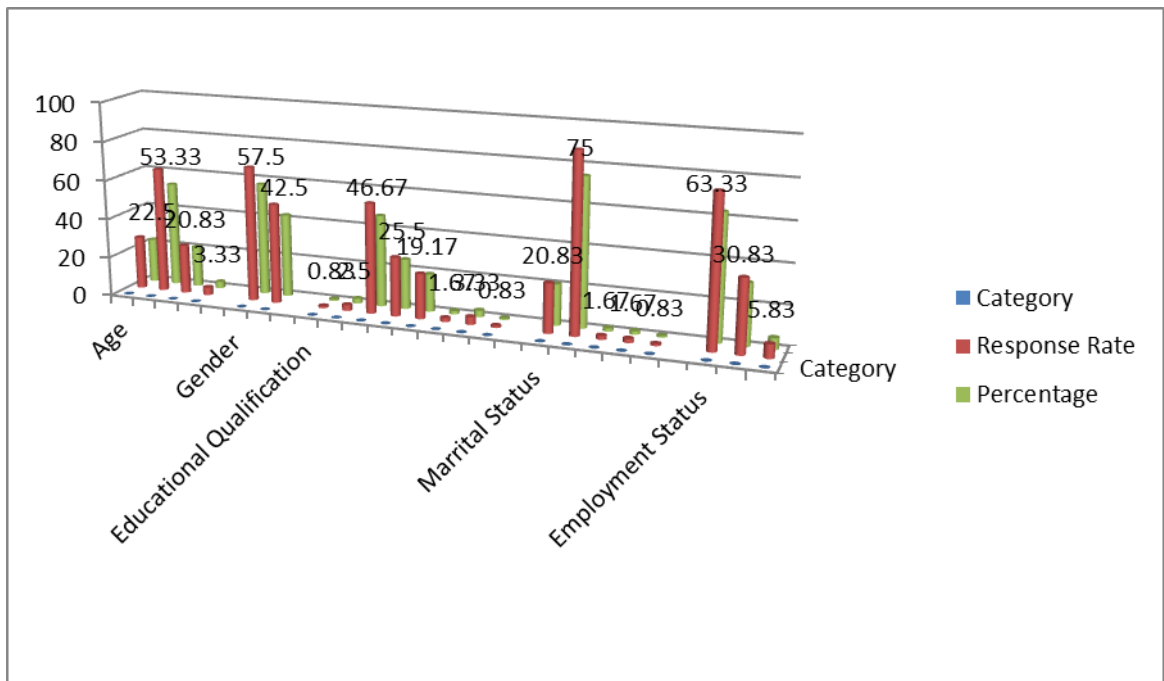
This chapter presents the result of the findings. Three research questions were used for this study.

**Demographic Variables of the Respondents**

**Table 1: The Demographic Features of the Respondents**

S/N	Variable	Category	Response Rate	Percentage (%)
1	Age (years)	21-30	27	22.50
		31-40	64	53.33
		41-50	25	20.83
		51-60	4	3.33
		Total	120	100.0
2	Gender	Male	69	57.5
		Female	51	42.5
		Total	120	100.0
3	Educational Qualification	Ph.D	1	0.83
		Master	3	2.50
		Bachelor	56	46.67
		Diploma	30	25.50
		SSCE	23	19.17
		JSCE	2	1.67
		Primary	4	3.33
		Illiterate	1	0.83
		Total	120	100
4	Marital Status	Single	25	20.83
		Married	90	75.00
		Divorced	2	1.67
		Widowed	2	1.67
		Religious	1	0.83
		Total	120	100
5	Employment Rank	Professional Staff	76	63.33
		Leaders	37	30.83
		Support Staff	7	5.83
		Total	120	100

**Source: 2017 Fieldwork**



**Figure 3 showing the Demographic Features of the Respondents**

**Research Question One: What are the causes and effects of inter-cadre conflict in the local government service of Oyo state?**

Table 1 and figure 3 above show that 64 (53.33%) of the participants are between 31-40 years, 27 (22.50%) are 21-30 years, 25 (20.83%) are 41-50 years and 4 (3.33%) are 51-65years. The implication is that the respondents with the highest population are those that falls within 31-40 years, while those with the least population are the respondents that falls within 51-60years of age.

In terms of gender, the male participants are 69(57.5%) and the female respondents are 51 (42.5%). This shows that male respondents are higher than female respondents. In the case of educational qualification, 56(46.67%) of the respondents have bachelors' degree, 30(25.50%) have diploma certificates, 23(19.17%) have SSCE and 1(.833) are illiterates. This depicts that the participants with the highest qualification are those with Bachelors' degree, while the participant with no qualification, that is, illiterate is the lowest.

The table shows that participants that were married are 90(75.0%), single were 25(20.83%) and those who perceived religious under consideration were 1(.83%). This indicates that the highest participants are married while the lowest participants were those who were religious.

In terms of employment rank, the professional staff was 76(63.33%), line officers were 37(30.83%) and the support staff were 7(5.83%). The implication is that the highest participants were the professional staff, while the least participants were support staff.

Mrs Abiola, Islamiyat, stated that conflict could ensue between subordinates and the boss because of inability to have a well-defined work schedule. The subordinates may not understand what their boss what them to carry out and in the process of being discretionary on the part of the subordinate, they tend to do something else which eventually angers the boss. This to my knowledge could cause inter-cadre conflict (Field Interview, 24 November, 2017). In the submission of Mr Adegoke Sunday, who revealed what he passed through as a subordinate and now a boss, he opines that conflict may arise in so many ways. First, among colleagues, when someone performs a task well and this makes him the favourite of his boss, other employees in the same unit with him will be envious of him and may collude to ensure that he is either transferred from that section or incriminate him that might lead to his dismissal from service. In another light, as a boss, his next in command may often time sabotage his effort just to make sure that the management will not appreciate his performance all because he wants to be the head of the unit.

Another staff Alhaji Dada Abdulai an Education Officer in the Local Government also submitted that conflict in the workplace may come as a result of inability of the workers to understand one another”. He stated further that “though conflict is part of our everyday life, but when co-workers do not attempt to understand what the other party is trying to say or do, it will escalate the crisis even more. In the submission of Mr. Fabunmi Akintayo, there are several issues that may cause crises among the teaching and the non-teaching staff. One of the factors I’ve noticed as a principal is the issue of who is in charge of the school? The teaching staff would claim they are in charge and that they make things happen in the school, while the non-teaching staff on their part could claim also that they are in charge as without the smooth running of the administration which is carried out by the non-teaching staff, the school cannot move forward. The non-teaching staff may as a result of leadership crisis with the teaching staff, withhold or delay some of the key things they are supposed to do and this hamper service delivery in the school.



Another worker in Ido local government, Yinusa, Abosede who is a nurse, states that conflict may ensue when the management is not gender sensitive and in a situation whereby men are given preference above women or vice versa. As him can see that most of the nurses in this hospital are women, imagine we have a medical director who prefers men to women, definitely since most doctors are men, there will be recurrent crisis in this hospital and things can never be done right. This will slow down the pace of things as all prescriptions from the doctors will not be given the urgency it deserves. In the same vein, Mr. Zachaeus, Adekunle, an Agricultural Superintendent, averred that conflict may come due to lack of respect for one another on the job. He maintains further that he often gets annoyed with some of his colleagues and juniors because they don't give him the respect he deserves. He also said that he ensures that he respects them and believe respect is reciprocal and that other thing that often cause crisis in the office is when him are denied a certain privilege or right by his boss. An example is when someone requests for leave and him are consistently denied. This may lead the employee affected to reduce the effort he/she put to work.

Mr. Wuraola Suraju, a Chief Driver, was of the belief that different kinds of things can cause inter-cadre conflict. The first is disagreement among the co-workers in an organization. The second cause of the conflict is lack of recognition of the work performed by the workers. This will make the hardworking workers to be angry and cause them to be less diligent on their line of duty and this can breed altercation in the workplace. Mrs Seriki, Fausat, Chief Matron in her own response states that the causes of conflict in the workplace are myriad and these could be insubordination, sexual harassment of the female employee by the male boss, irregular payment of salary and welfare package as they are presently experiencing in the local government. According to her, sexual harassment may be due to the consistent indecent dressing of the female staff, who has been doing everything to lure the vulnerable male boss into committing immorality with her. It may be some bosses trying to lure the female worker into committing sexual intercourse with them while refusal may engender unnecessary punishment and blackmail if she refuses, he can use his position to punish her through transfer, lack of recommendation for promotion and others.

With all the above contributions by respondents, it is clear that conflict in the workplace are avoidable if adequate measures are put in place to address equity and fairness irrespective of gender.

**Table 4.2: Causes of Inter-cadre Conflict among the Employees of Ido Local Government**

S/N	Items	Strongly Agree	Agree	Disagree
1.	Criticism and Gossip is a cause of conflict among the employees.	67 (55.8%)	48 (40.0%)	5 (4.2%)
2.	Accusation	72 (60.0%)	48 (40.0%)	Nil
3.	Misconducts	68 (56.7%)	49 (40.8%)	3 (2.5%)
4.	Provocative language	63 (52.5%)	57 (47.5%)	Nil
5.	Jealousy	74 (61.7%)	38 (31.7%)	8 (6.7%)
6.	Corruption	73 (60.8%)	43 (35.8%)	4 (3.3%)
7.	Competition	66 (55.0%)	54 (45.0%)	Nil
8.	Expectation from work are too high	42 (35.0%)	46 (38.3%)	32 (26.7%)
9.	Pay cut without consent	90 (73.2%)	30 (25.0%)	Nil
10.	Pressure	84 (70.0%)	23 (19.2%)	13 (10.8%)
11.	Disagreement on goals	69 (57.5%)	44 (36.7%)	7 (5.8%)
12.	Unfair provision of different opportunities e.g. training	64 (53.3%)	47 (39.2%)	9 (7.5%)
13.	Non-objective promotion and rewarding system	56 (46.7%)	57 (47.5%)	7 (5.8%)
14.	Communication problems with leaders	46 (38.3%)	71 (59.2%)	3 (2.5%)
15.	Sexual harassment	84 (70%)	36 (30%)	Nil

*Source: Field Work, 2017*

Table 4.2 shows that majority 67 (55.8%) of the respondents strongly agreed that criticism and gossip is a cause of conflict among the employees, 48 (40.0%) of them

agreed that criticism and gossip is a cause of conflict among the employees, while 5 (4.2%) disagreed that criticism and gossip is a cause of conflict among the employees. In the same vein, 72 (60.0%) of the respondents strongly agreed that accusation was the cause of conflict, while 48 (40.0%) agreed that accusation was the cause of conflict. Also, 68 (56.7%) of the participants strongly agreed that misconducts was the cause of conflict, 49 (40.8%) agreed that misconducts was the cause of inter-cadre conflict, 3 (2.5%) disagreed that misconduct was a cause of inter-cadre conflict. It was also found that 63 (52.5%) of the respondents strongly agreed that provocative language was a cause of inter-cadre conflict, while 57 (47.5%) agreed that provocative language was a cause of inter-cadre conflict. Also, 74 (61.7%) of the respondents strongly agreed that jealousy was a cause of inter-cadre conflict, 38 (31.7%) disagreed that jealousy was a cause of inter-cadre conflict, while 8 (6.7%) disagreed that that jealousy was a cause of inter-cadre conflict. Further, 73 (60.8%) of the respondents strongly agreed that corruption was a cause of inter-cadre conflict, 43 (35.8%) agreed that corruption was a cause of inter-cadre conflict, while 4 (3.3%) disagreed that corruption was a cause of inter-cadre conflict. In another development, 66 (55.0%) of the respondents strongly agreed that competition was a casue of inter-cadre conflict, 54 (45.0%) agreed that competition was a cause of inter-cadre conflict. Also, 90 (73.2%) of the respondent strongly agreed that pay cut without consent leads to inter-cadre conflict and 30 (25.0%) agreed that pay cut without consent causes inter-cadre conflict. Further, 84 (70%) of the respondents strongly agreed that sexual harassment was a cause of inter-cadre conflict and 36 (30%) agreed that sexual harassment was a cause of inter-cadre conflict. 46 (38.3%) of the respondents strongly agreed that communication problems with leaders was a cause of inter-cadre conflict, 71 (59.2%) agreed, while 3 (2.5%) disagreed that communication problems with leaders was a cause of inter-cadre conflict. The finding of this study was in line with the studies of the previous researches (Scott, 1990; Mariano, 1999; Hall and Weaver, 2001; Marinova, 2002; Todorova and Mihaylova-Alakidi, 2009; Brinkert, 2010). In their studies, they identified tensions around status relations, scarcity of resources for giving quality healthcare; dependence and asymmetry of different parts of the mutual medical activity, different specializations and differentiation; difficulties in communication on different levels; differences in skills, abilities, individual and psychological qualities of the professionals; and dissatisfaction from the fulfilled professional roles. This study has

been able to identify in detail the causes of inter-cadre conflict among the employees of Ido local government of Oyo state. These factors like sexual harassment, corruption, competition, provocative language, criticism and gossip, unfair provision of certain opportunities and so on are some of the factors that contribute to inter-cadre conflict in organizations.

**Research Question Two: To what extent has inter-cadre conflict affected local government efficiency, productivity and service delivery?**

**In-depth Interview**

According to Engr. Johnson Oyawale, of Works Department, inter-cadre conflict has adversely affected the level of productivity in so many ways. First, it reduces the level of commitment of the individual employee towards the work he/she is asked to do. Another important thing that conflict can cause in the workplace is lack of focus on the actualization of the overall objective of the organization. In the position of Mr. Olalere Ojomo, a Community Development Officer inter-cadre conflict reduces the level of synergy that should exist among the employees in the office, company or organisation. According to him, synergy fortifies team spirit and coexistence, hence when this is lacking, it could bring the office, company or organization to its knees and this is not good enough. In the submission of Mrs Olapade Akinwale, inter-cadre conflict leads to delay in the service that each staff or worker renders. This is because each person will be shifting the task to another person, on the ground that if Mr. A cannot do the work I can't do it either. She states further that inter-cadre conflict also reduces the level of efficient service that is provided. The output will be haphazard and not well co-ordinated, hence low output.

According to Mrs. Folasade Ayegboyin, Confidential Secretary, inter-cadre conflict is a serious matter of which effect cannot be wished away. It causes stagnation in daily activities. This is because conflict will make work to be piled up without anyone to actually handle it. it also lead to delay in the time used in carrying out a task in a treasury office. Miss Folake Thomas, maintains that, she always endeavour to run away from inter-cadre conflict, as this is bad for the organization. It has nothing good to offer. In an organization that does little to reduce inter-cadre conflict, every worker will be on his/ her own, no one wants to associate with others; the implication of this

will be reduction in output and performance of the organization. According to Adekunle Zachaeus, inter-cadre conflict will no doubt reduce the level of job performance in the organization. In the period of conflict, him will begin to see the conflicting workers trying at all cost to avoid themselves and this can breed lateness, absenteeism and all sorts of untenable excuses by the conflicting workers. Mr. Adegoke, Sunday Idowu, Director of Administration says that it's very easy for him to know when his staffs are having conflict between themselves.

**Table 4.3: Positive Impacts of Workplace Conflict**

S/N	Items	Strongly Agree	Agree	Disagree
1.	Conflict improve workplace conflict management skills	79 (65.8%)	38 (31.7%)	3 (2.5%)
2.	Improving quality of decisions	87 (72.5%)	28 (23.3%)	5 (4.17%)
3.	Improving policies and procedures	78 (65.0%)	35 (29.2%)	7 (5.8%)
4.	Improving organizational practices	50 (41.7%)	58 (48.3%)	12 (10.0%)
5.	Build team cohesion	74 (61.7%)	38 (31.7%)	8 (6.7%)

*Source: Field Work, 2017*

Table 4.3 shows that majority 79 (65.8%) of the respondents strongly agreed that conflict improve workplace conflict management skills, 38 (31.7%) of them agreed that .conflict improve workplace conflict management skills, while 3 (2.5%) disagreed that conflict improve workplace conflict management skills. In addition, highest proportion 87 (72.5%) of the respondents strongly agreed that conflict improve quality of decisions, 28 (23.3%) of them agreed that conflict improve quality of decisions, while 7 (5.8%) disagreed that conflict improve quality of decisions. Furthermore, majority 78 (65.0%) of the respondents strongly agreed that conflict improve policies and procedures, 35 (29.2%) of them agreed that conflict improve policies and procedures, while 7 (5.8%) disagreed that conflict improve policies and procedures. Also, 50 (41.7%) of the respondents strongly agreed that conflict improve organizational practices, 58 (48.3%) of them agreed that conflict improve organizational practices, while 12 (10.0%) disagreed that conflict improve

organizational practices. Finally, 74 (61.7%) of the respondents strongly agreed that conflict build team cohesions, 38 (31.7%) of them agreed that conflict build team cohesion, while 8 (6.7%) disagreed that conflict build team cohesion. The above finding support past study PSC (2014) conducted by a group of researchers in Rwanda. In their study they delved into five key positive impacts that conflict tends to make in an organization. They were of the opinion that conflict build cohesion among the employees and solidify their relationships. They also found that conflict improve quality decisions and enhance policies and procedures of the organization. They also maintained that conflict enhance management skills of managing conflict better in the workplace.

Fig.4



Figure 4 shows that majority 79 (65.8%) of the respondents strongly agreed that conflict improve workplace conflict management skills, 38 (31.7%) of them agreed that .conflict improve workplace conflict management skills, while 3 (2.5%) disagreed that conflict improve workplace conflict management skills.

**Fig.5**

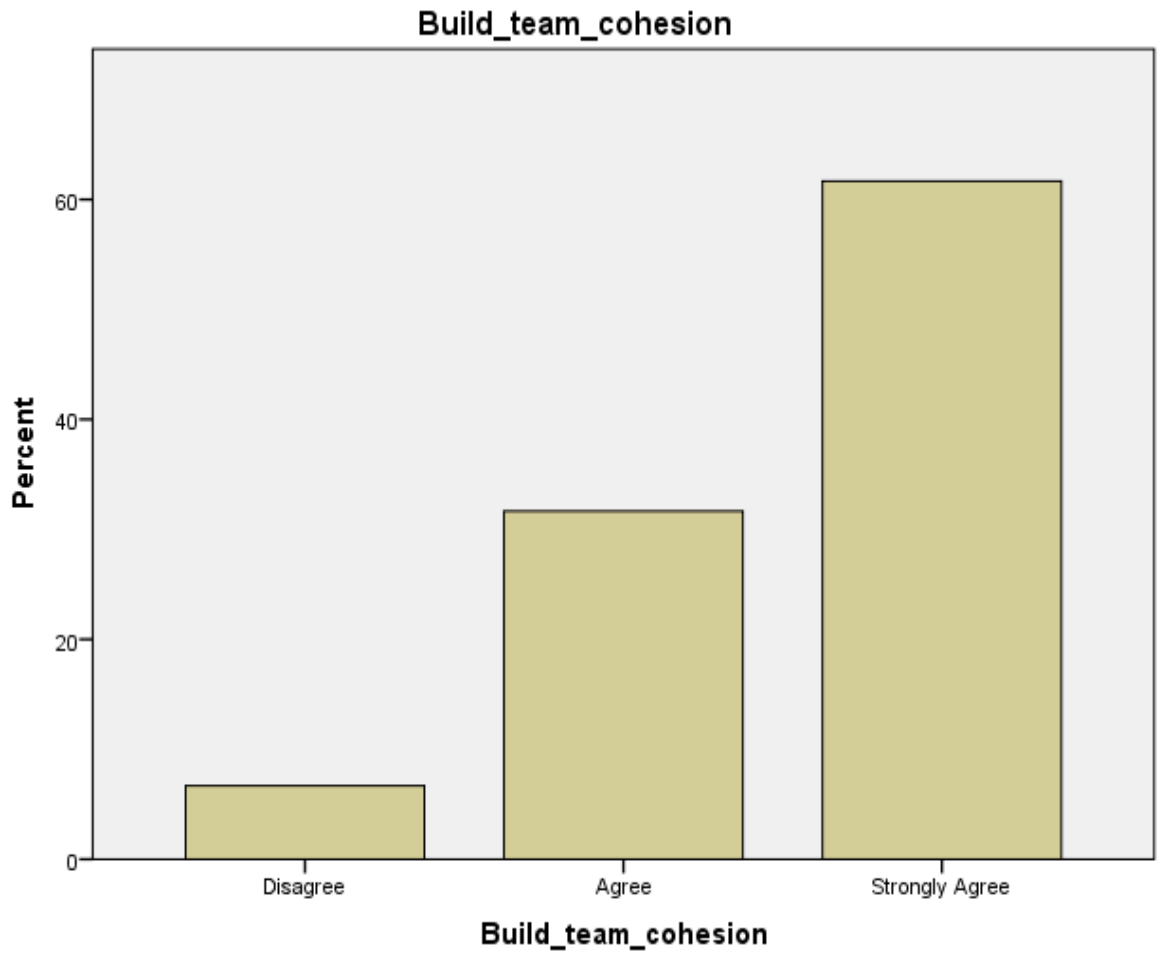


Figure 5 shows that 74 (61.7%) of the respondents strongly agreed that conflict build team cohesions, 38 (31.7%) of them agreed that conflict build team cohesion, while 8 (6.7%) disagreed that conflict build team cohesion.

**Fig.6**

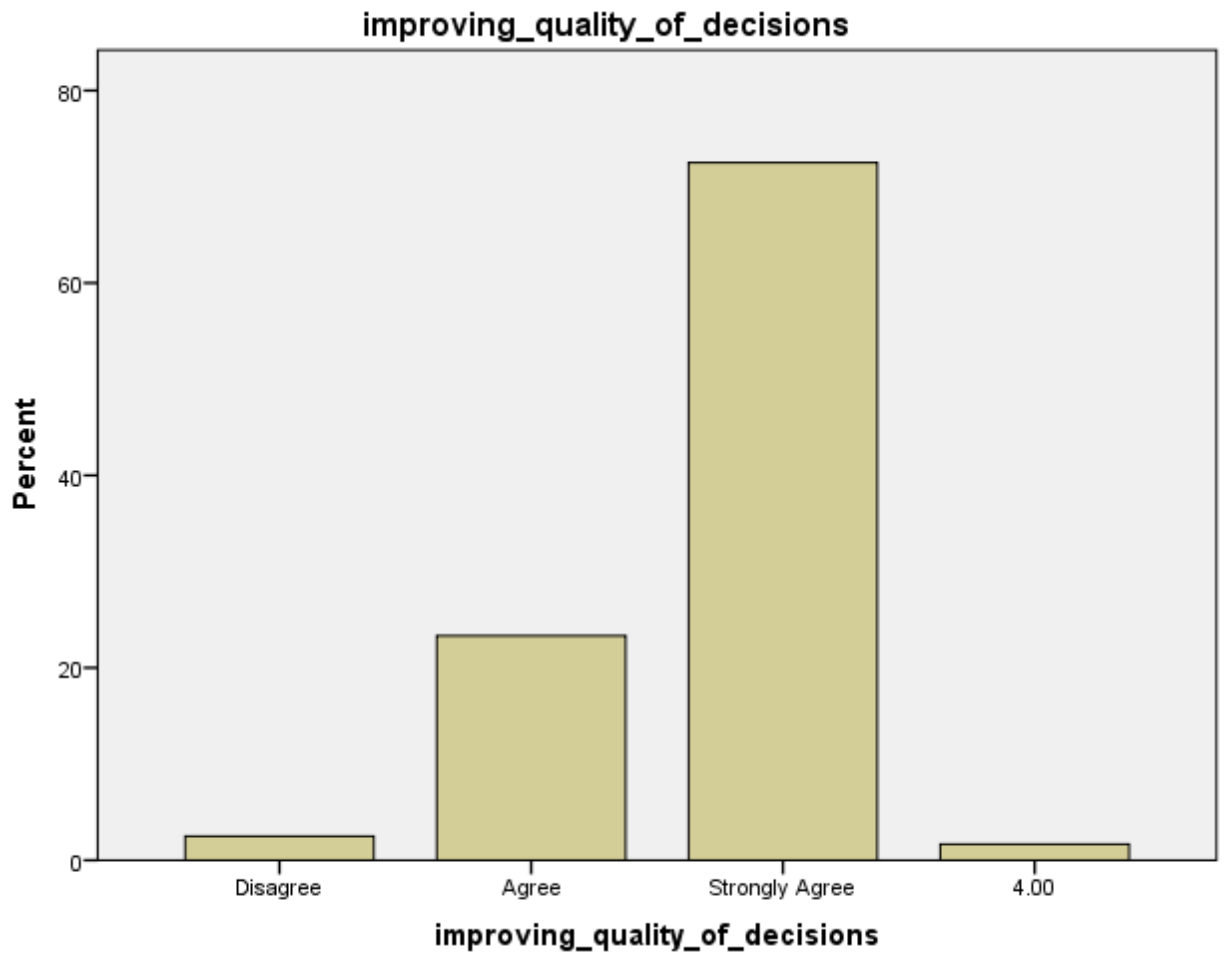


Fig 6 shows that highest proportion 87 (72.5%) of the respondents strongly agreed that conflict improve quality of decisions, 28 (23.3%) of them agreed that conflict improve quality of decisions, while 7 (5.8%) disagreed that conflict improve quality of decisions.



**Fig.7**

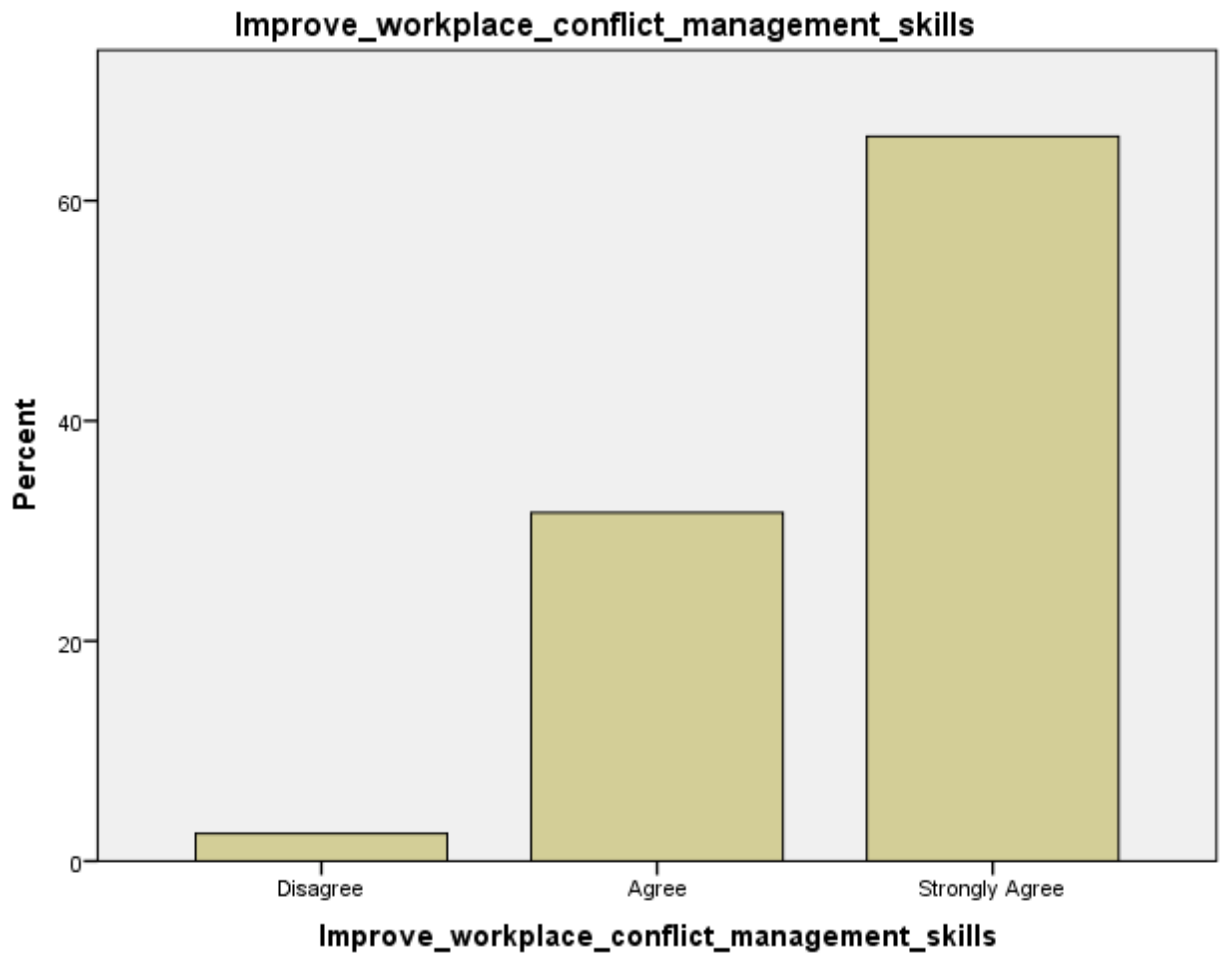


Figure 7 shows that 50 (41.7%) of the respondents strongly agreed that conflict improve organizational practices, 58 (48.3%) of them agreed that conflict improve organizational practices, while 12 (10.0%) disagreed that conflict improve organizational practices

**Table 4.4: Negative Impacts of Workplace Conflict**

S/N	Items	Strongly Agree	Agree	Disagree
1.	Conflict can lead to insecurity	94 (78.3%)	24 (20.0%)	2 (1.7%)
2.	Waste of time leading to low quality of work	94 (78.3%)	26 (21.7%)	NIL
3.	Decrease productivity	92 (76.7%)	23 (19.2%)	5 (4.2%)
4.	Judicial and penal effects	90 (75.0%)	28 (23.3%)	2 (1.7%)
5.	Strikes and rebellious	78 (65.0%)	37 (30.8%)	5 (4.2%)
6.	High employee turnover	73 (60.8%)	29 (24.2%)	17 (14.2%)
7.	Broken relationship between employees	69 (57.5%)	51 (42.5%)	NIL

*Source: Field Work, 2017*

Table 4.4 shows that majority 94 (78.3%) of the respondents strongly agreed that conflict can lead to insecurity, 24 (20.0%) of them agreed that conflict can lead to insecurity, while 2 (1.7%) disagreed that conflict can lead to insecurity. In addition, 94 (78.3%) of the respondents strongly agreed that conflict can lead to a waste of time leading to low quality of work, 26 (21.7%) agreed that conflict leads to waste of time leading to low quality of work . Further, 92 (76.7%) of the respondents strongly agreed that conflict decrease productivity, 23 (19.2%) of them agreed that conflict leads to decrease productivity, while 5 (4.2%) disagreed that conflict leads to low productivity. Also, 90 (75.0%) of the respondents strongly agreed that conflict lead to judicial and penal effects, 28 (23.3%) of them agreed that conflict lead to judicial and penal effects, while 2 (1.7%) of the respondents disagreed that conflict lead to judicial and penal effects. In addition, 78 (65.0%) of the respondents strongly agreed that conflict lead to strike and rebellious, 37 (30.8%) of them agreed that conflict lead to strike and rebellious, while 5 (4.2%) disagreed that conflict leads to strike and rebellious. Also, 73 (60.8%) of the respondents strongly agreed that conflict lead to high turnover of employees, 29 (24.2%) agreed that conflict lead to high turnover of employee, while 17 (14.2%) of them disagreed that conflict lead to high employee turnover. Finally, 69 (57.5%) of the respondents strongly agreed that conflict lead to broken relationships between employees, 51 (42.5%) agreed that conflict lead to broken relationships between employees. The finding of this study was confirmed by (Obasan, 2011); the study which shows that the strategies put in place in order to handle conflict in the company were effective in the reduction of conflict and this increase workers' productive base.

There is need to know that the effects of workplace inter-cadre conflict are often negative. This position was made known by some civil servants in Ido Local Government. According to Miss Thomas, Folake Aina, an Assistant Executive Officer she stated that: "conflict in the workplace has nothing good to contribute, but evil." Also in the position of Mr Waleola, Olutoyin, a Statistical Officer in Ido local government maintained that: "conflict is the handy work of the devil and those that are used by him, as it does not add value to the organization's productivity but rather it reduces it and eventually leads to loss of both human and capital resources.'

**Fig.8**

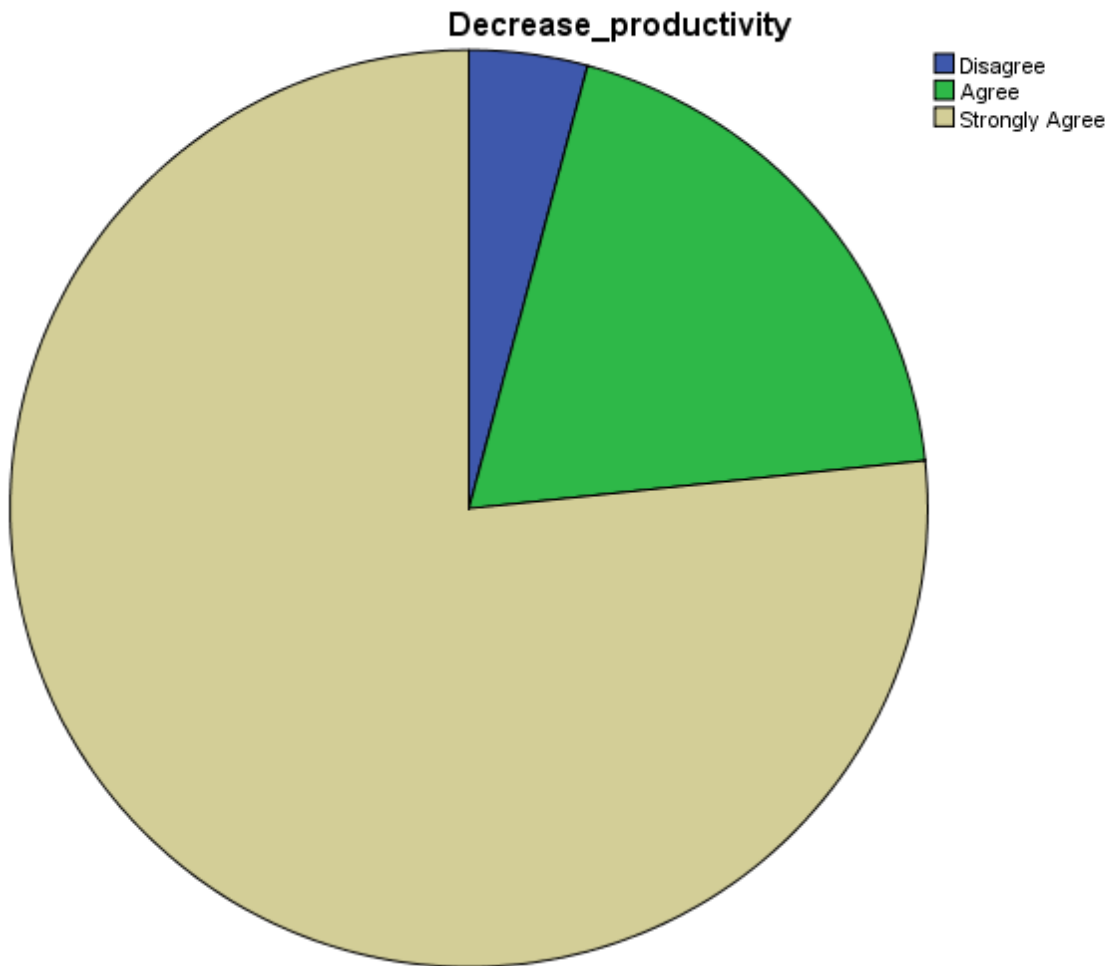


Figure 8 shows that 92 (76.7%) of the respondents strongly agreed that conflict decrease productivity, 23 (19.2%) of them agreed that conflict leads to decrease productivity, while 5 (4.2%) disagreed that conflict leads to low productivity.

**Fig.9**

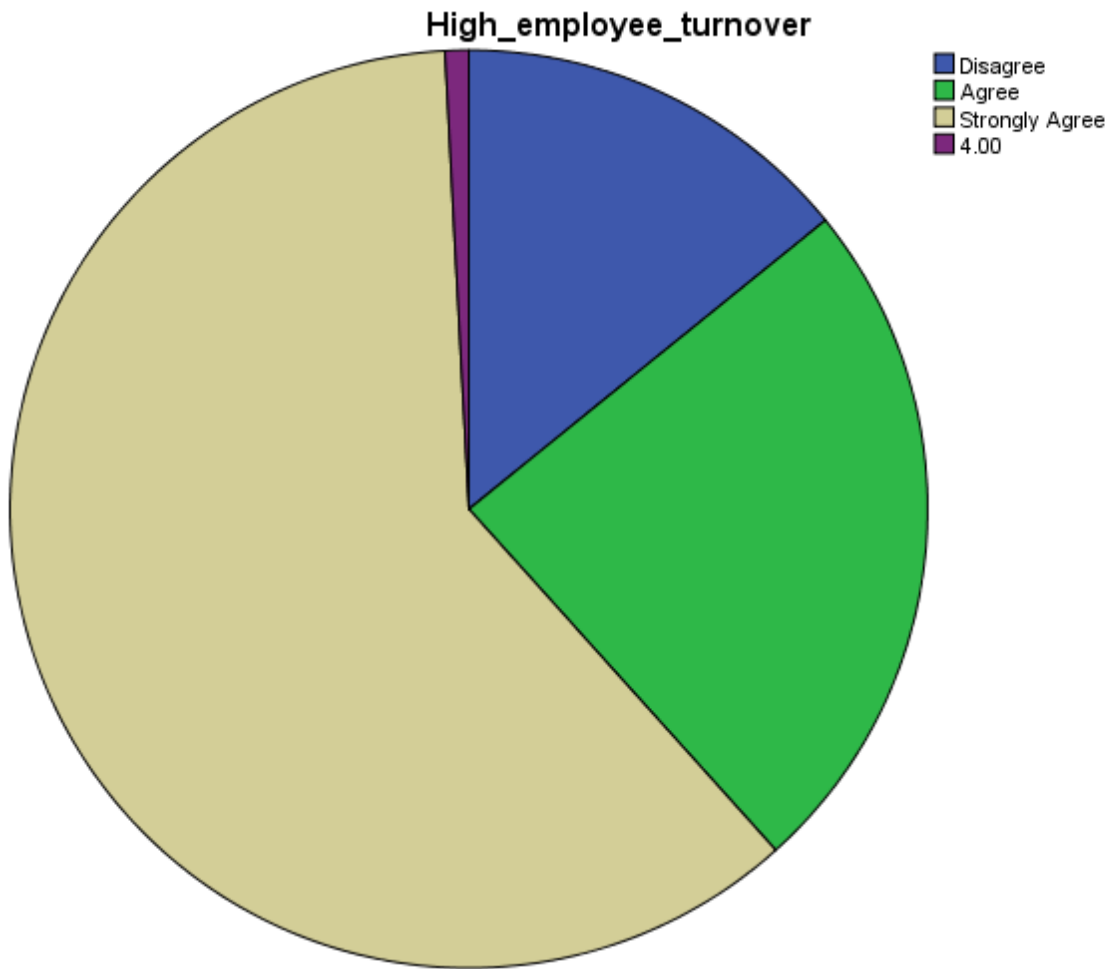


Figure 9 shows that 73 (60.8%) of the respondents strongly agreed that conflict lead to high turnover of employees, 29 (24.2%) agreed that conflict lead to high turnover of employee, while 17 (14.2%) of them disagreed that conflict lead to high employee turnover.

**Fig.10**

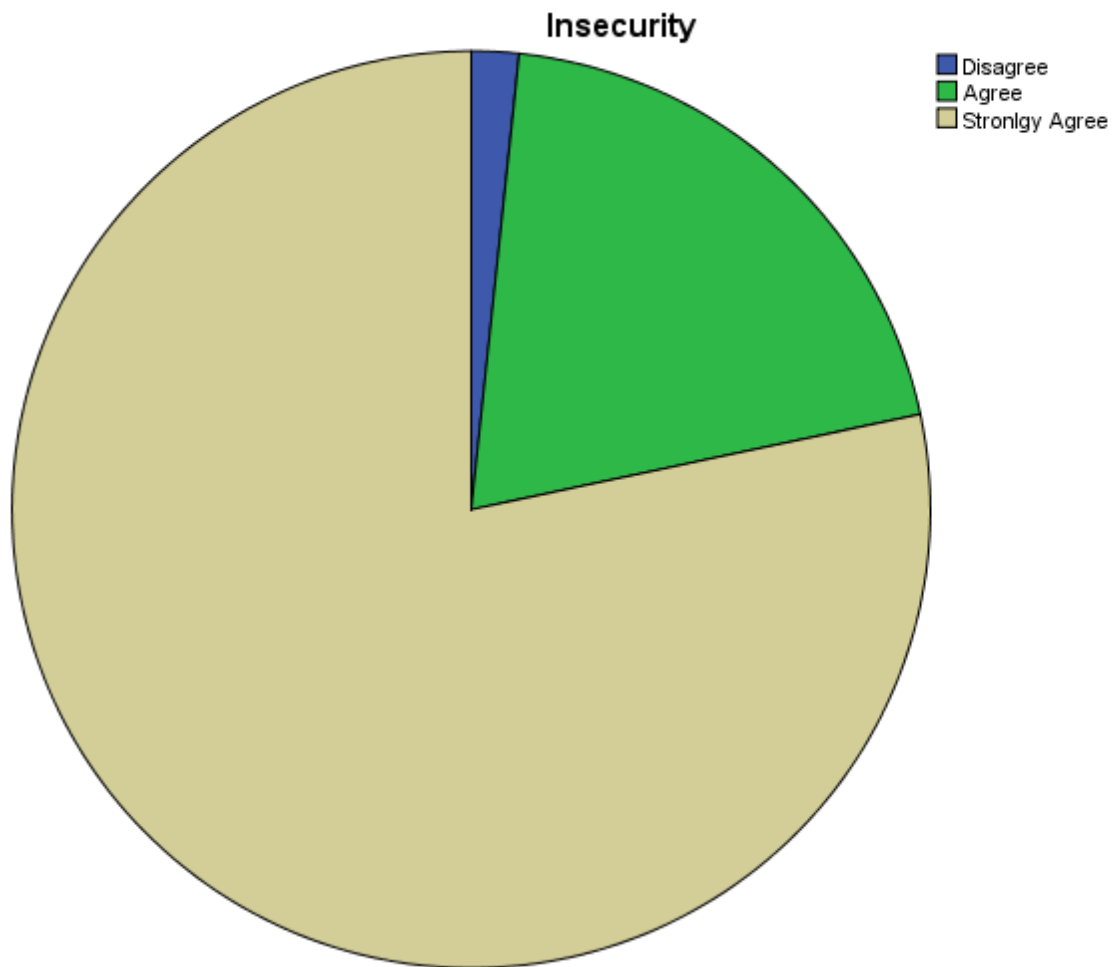


Figure 10 shows that majority 94 (78.3%) of the respondents strongly agreed that conflict can lead to insecurity, 24 (20.0%) of them agreed that conflict can lead to insecurity, while 2 (1.7%) disagreed that conflict can lead to insecurity.

**Fig.11**

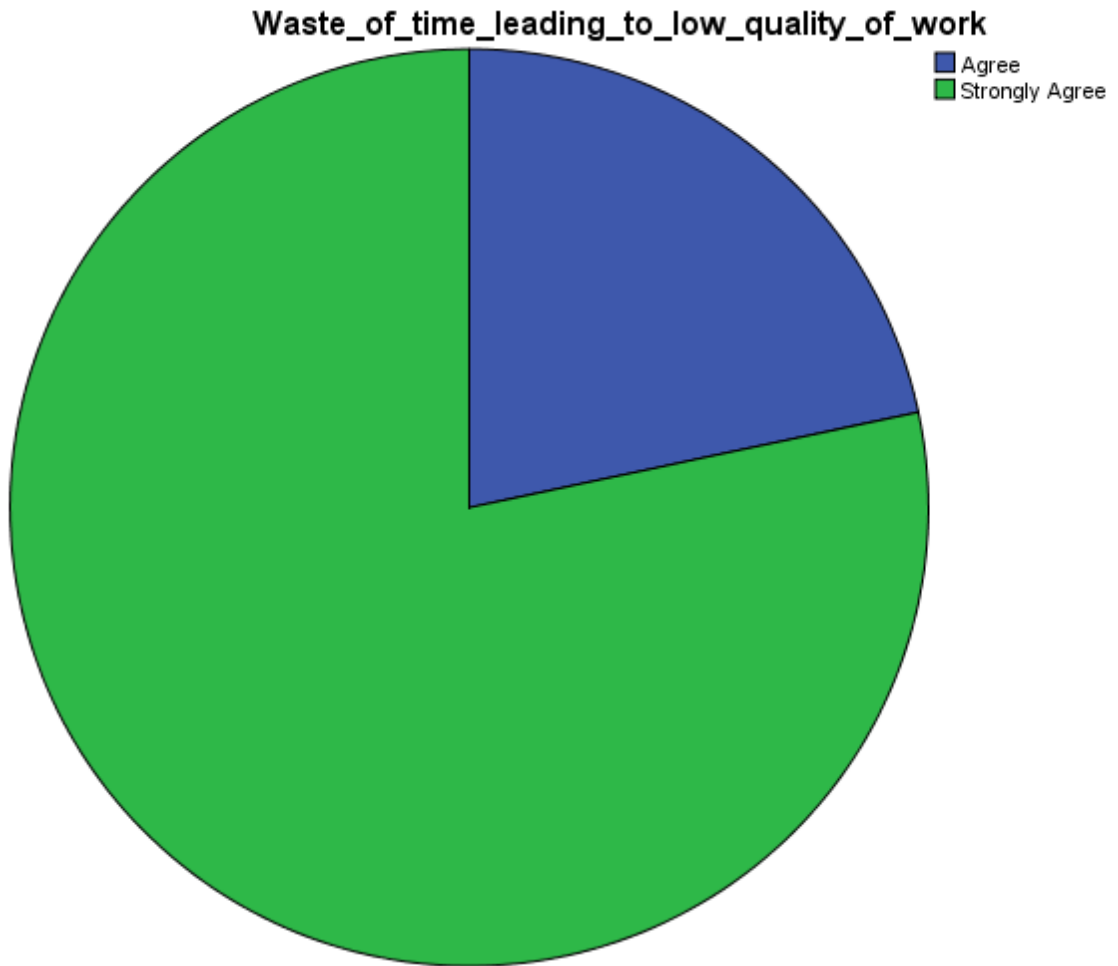


Figure 11 shows that 94 (78.3%) of the respondents strongly agreed that conflict can lead to a waste of time leading to low quality of work, 26 (21.7%) agreed that conflict leads to waste of time leading to low quality of work

**Fig. 12**

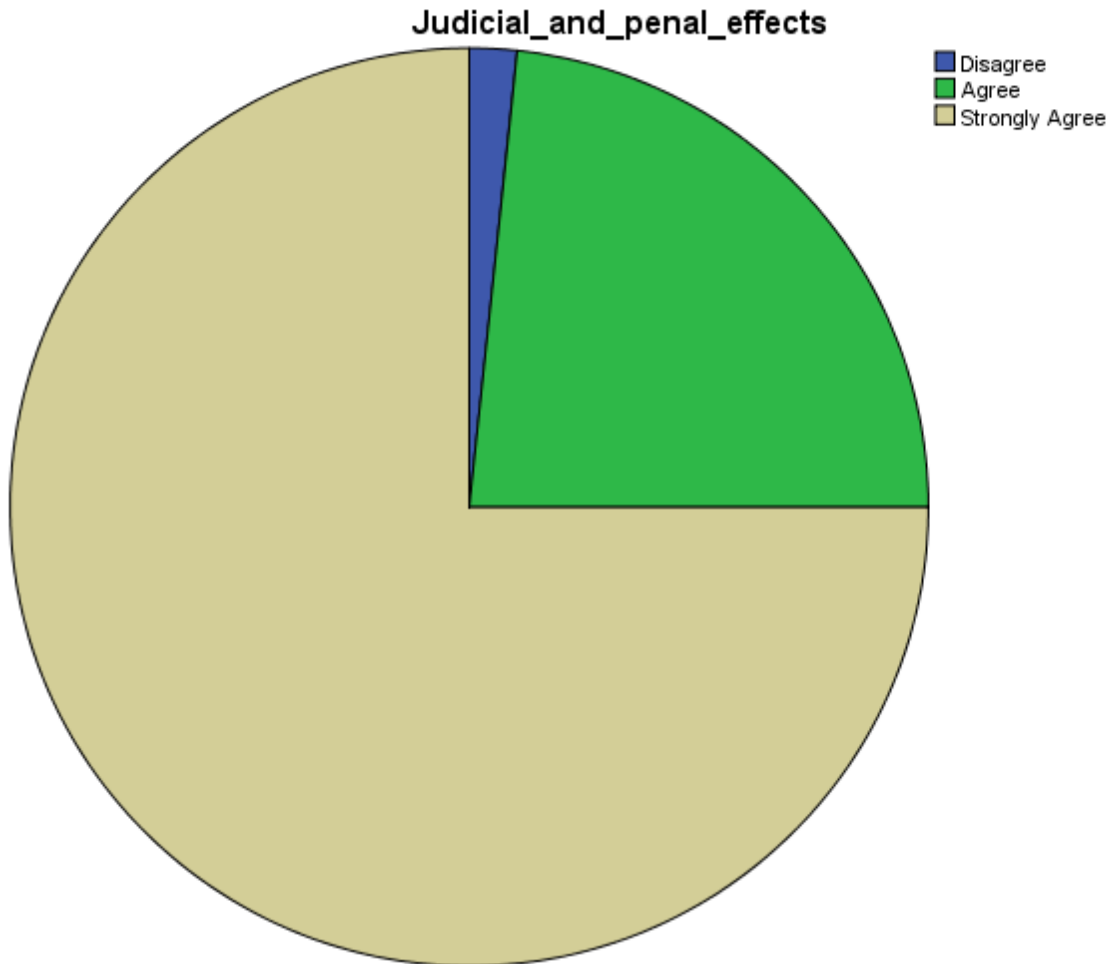


Figure 12 shows that 90 (75.0%) of the respondents strongly agreed that conflict lead to judicial and penal effects, 28 (23.3%) of them agreed that conflict lead to judicial and penal effects, while 2 (1.7%) of the respondents disagreed that conflict lead to judicial and penal effects.

**Fig. 13**

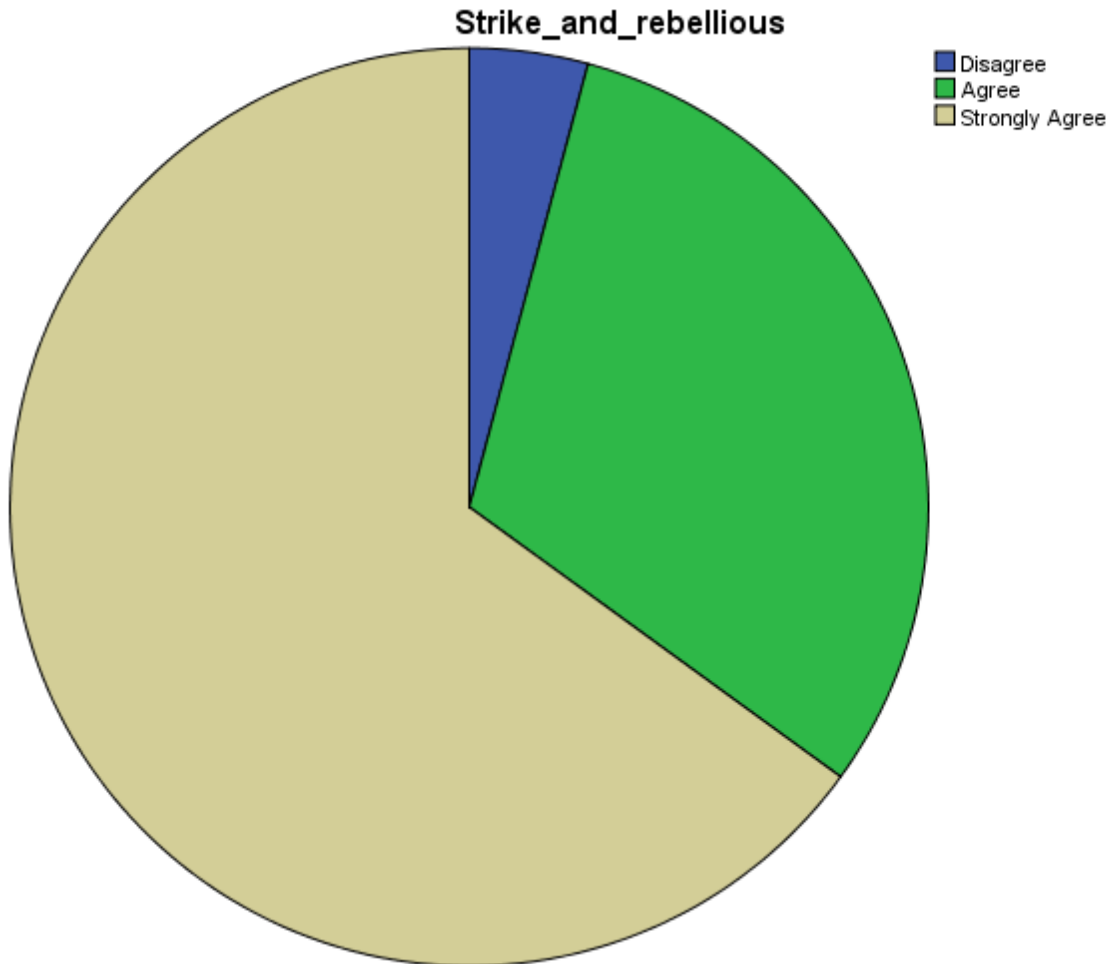


Fig 13 shows that 78 (65.0%) of the respondents strongly agreed that conflict lead to strike and rebellious, 37 (30.8%) of them agreed that conflict lead to strike and rebellious, while 5 (4.2%) disagreed that conflict leads to strike and rebellious.



**Fig. 14**

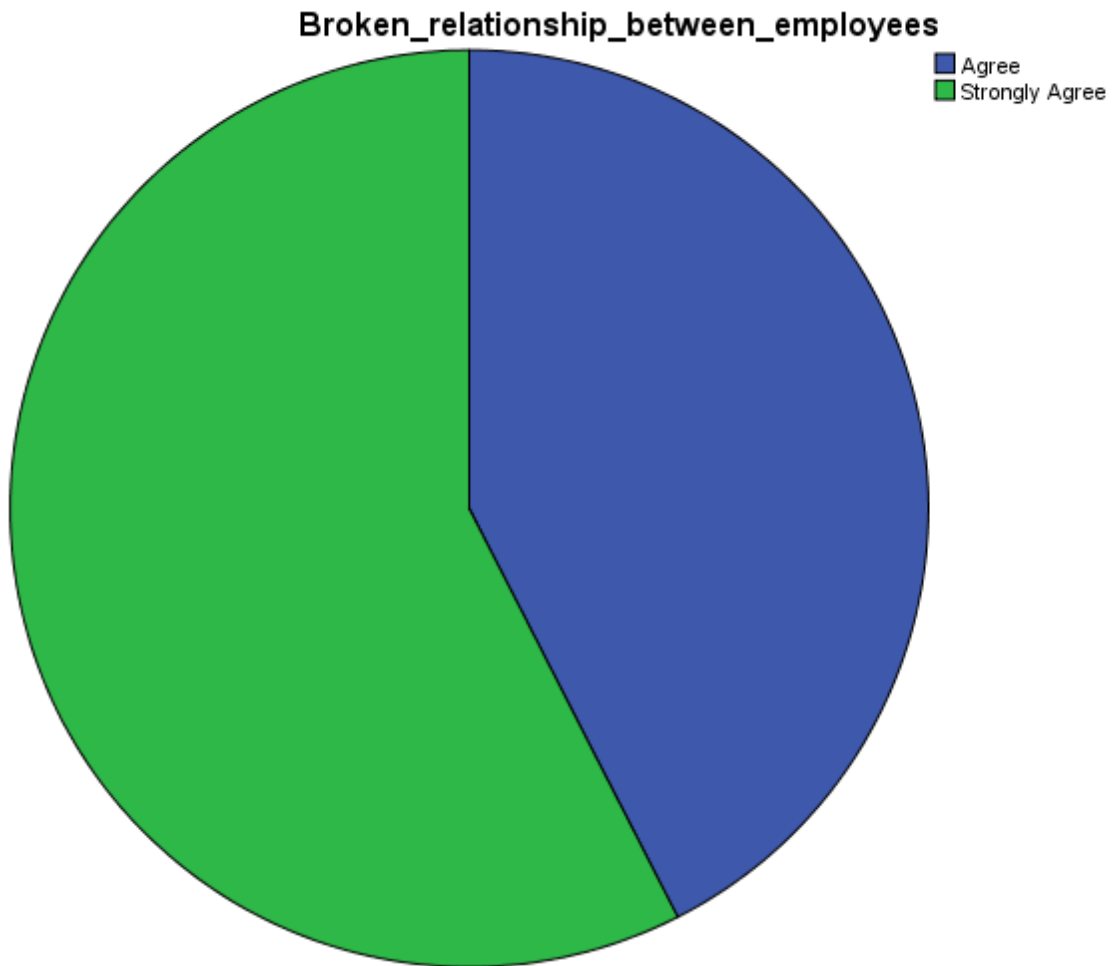


Figure 14 shows that 69 (57.5%) of the respondents strongly agreed that conflict lead to broken relationships between employees, 51 (42.5%) agreed that conflict lead to broken relationships between employees.

**Research Question 3: What can Oyo State Local Government Service Commission and other key stakeholders do to minimize or manage inter-cadre conflict and strive in the local government service of Oyo state?**

**In-depth Interviews:**

According to Mr. Korede Adigun, inter-cadre conflict can be resolved when the superior officers intervene among the conflicting workers to douse the tension. The cause of the conflict must be identified and the way out must be proffered. In the submission of Mr. Gbenga Folorunso, the Bible made us to understand that we should follow peace with all men and holiness without which no man shall see the Lord. This tells us that when we are not at peace with our fellow co-worker, we cannot see God, our prayers cannot be answered. Therefore, the best way to resolve inter-cadre conflict according to Folorunso is to resolve the differences between us and the other workers. He states that there is need to go to the parties one has conflict with and sort out things with them, instead of keeping it to ourselves and using it to affect the organisation. According to Alhaji Olajide Shamsudeen inter-cadre conflict can be resolved best when the managers, directors and other heads of units step into the matter. Their intervention will carry a lot of weight and owing to the fact that they are respected by the workers. Mrs Ojelabi Olubunmi, believes that inter-cadre conflict can be reduced or resolved when the parties in conflict toe the path of peace. It is when they see the need to move on and resolve their differences that conflict between them can be resolved. To Mr. Olakunle Aransiola, the issue of conflict among the workers is an age-long thing. Therefore, to resolve it involves a collective effort on the part of the management of the organisation and the workers in conflict. He opines further that the parties in conflict must be willing and ready for a resolution of crisis before it can be resolved eventually.

**Table 4.5: Resolution of Conflict by Oyo State Local Government Service Commission**

S/N	Items	Strongly Agree	Agree	Disagree	Strongly Disagree
1.	Conflict can be resolved by the natural disappearance of the situation	Nil	4 (3.3%)	65 (54.2%)	51 (42.5%)
2.	Both parties seek a compromise	52 (43.3%)	57 (47.5%)	7 (5.8%)	4 (3.3%)
3.	The Public Service	5 (4.2%)	8 (6.7%)	62 (51.7%)	45

	Commission had to intervene				(37.5%)
4.	One of the parties has to leave	5 (4.2%)	3 (2.5%)	61 (50.8%)	51 (42.5%)
5.	The manager or superior often helps resolve the issue	66 (55.0%)	57 (47.5%)	7 (5.8%)	5 (4.2%)

Source: Field Work, 2017

Fig. 15

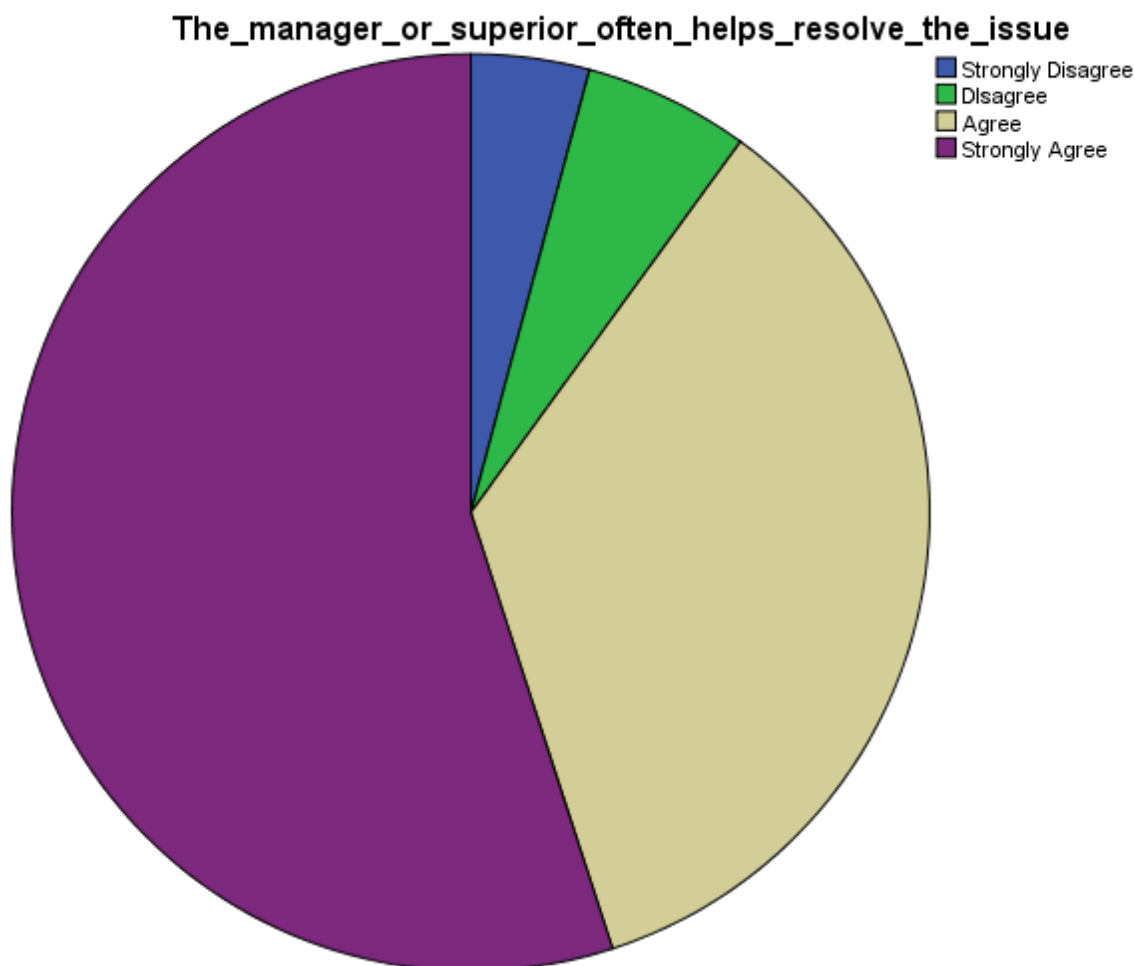


Table 4.5 shows that majority 65 (54.2%) of the respondents strongly disagreed that inter-cadre conflict can be resolved by the natural disappearance of the situation, 51 (42.5%) disagreed that inter-cadre conflict can be resolved by the natural disappearance of the situation, while 4 (3.3%) agreed that inter-cadre conflict can be resolved by the natural disappearance of the situation. Also, 52 (43.3%) of the respondents strongly agreed that both parties should seek a compromise to resolve inter-cadre conflict, 57 (47.5%) of the agreed that both parties should seek a compromise to resolve inter-cadre conflict, while 7 (5.8%) strongly disagreed both

parties should seek a compromise to resolve inter-cadre conflict and 4 (3.3%) disagreed that both parties seek a compromise to resolve inter-cadre conflict. However, 62 (51.7%) of the respondents disagreed that Local Government Service Commission had to intervene, 45 (37.5%) strongly disagreed that Local Government Service Commission had to intervene, while 5 (4.2%) strongly agreed that Local Government Service Commission had to intervene and 8 (6.7%) agreed that Local Government Service Commission had to intervene before the resolution of crisis. Also 61 (50.8%) of the respondents disagreed that one of the parties has to leave, 51 (42.5%) strongly disagreed that one of the parties has to leave. However, 5 (4.2%) of the respondents strongly agreed that one of the parties has to leave and 3 (2.5%) agreed that one of the parties has to leave. Finally, 66 (55.0%) of the respondents strongly agreed that the manager or superior often helps resolve the issue, 57 (47.5%) agreed that the manager or superior often helps resolve the issue. However, 7 (5.8%) disagreed that the manager or superior often helps resolve the issue and 5 (4.2%) strongly disagreed that the manager or superior often helps resolve the issue. The finding of this study was corroborated by (Obasan, 2011), in their study, the key area that conflict can emanate from is how people perceive and value attach to some of these things. The major problems are what concern things like how workers are compensated, their welfare and the level of communication that we can establish in the organization.

#### **4.2 Summary of Findings:**

This study has delved into the following:

##### **Objective One Findings:**

It seeks to know the causes and effects of inter-cadre conflict in the local government have the following findings:

1. High proportion of the respondents ( $55.8\% + 40\% = 95.8\%$ ) agree that criticism and gossip was a major cause of inter-cadre conflict among workers in the local government.
2. Most of the respondents ( $60.8\% + 35.8\% = 96.6\%$ ) agree that corruption was a major cause of conflict in the local government.
3. All the respondents agree ( $70\% + 30\% = 100\%$ ) that sexual harassment was a cause of conflict in the local government.

4. Some respondents disagree (26.7%) that expectations from work are too high are the major cause of conflict.
5. The participants (73.2% + 25.0% = 98.2%) agree that pay cut without consent was a cause of conflict in the local government.
6. Most of the respondents (55.0% + 45.0% = 90%) agree that competition was the cause of conflict among the workers in the local government.
7. A reasonable proportion of the respondents, if not all, agree (52.5% + 47.5% = 100%) that provocative language was a major cause of conflict in the local government.
8. Majority of the participants agree (38.3% + 59.2% = 97.5%) that communication problems with leaders was a cause of conflict among different cadres in the local government.
9. High percentage of the respondents agree (53.3% + 39.2% = 92.5%) that unfair provision of different opportunities e.g. training was responsible for inter-cadre conflict among workers in the local government.
10. Sexual harassment could either be from the lady or the male boss; the lady could wear indecent dress and make advance towards the boss, while the boss may force the vulnerable lady into indulging in sexual intercourse by coercing her with threats of one kind or the other.

### **Objective Two Findings**

It explored the causes and effects of inter-cadre conflict on local government efficiency, productivity and service delivery. The findings are as follows:

1. Majority of the respondents agree (65.8% + 31.7% = 97.5%) that conflict improve workplace management skills among local government workers.
2. High proportion of the respondents agree (72.5% + 23.3% = 95.8%) that conflict improve quality of decisions among the workers in the local government.
3. Several of the participants agree (65.0% + 29.2% = 94.2%) that conflict improve policies and procedures in the local government administration.
4. A lot of the respondents agree (61.7% + 31.7% = 93.4%) that conflict builds team cohesion among the different cadres in the local government.
5. Majority of the respondents agree (78.3% + 20.0% = 98.3%) that conflict can lead to insecurity among the different cadres in the local government.

6. All the participants agree ( $78.3\% + 21.7\% = 100\%$ ) that conflict causes waste of time to low quality of work among different cadres in the local government system.
7. Several respondents agree ( $76.7\% + 19.2\% = 95.9\%$ ) that inter cadre conflict decreases productivity among workers in the local government.
8. Many of the respondents agree ( $75.0\% + 23.3\% = 98.3\%$ ) that inter cadre conflict causes judicial and penal effects among the workers in the local government.
9. Majority of the respondents agree ( $60.8\% + 24.2\% = 85\%$ ) that inter cadre conflict causes high employees turnover in the local government.
10. All the participants agree ( $57.5\% + 42.5\% = 100\%$ ) that inter cadre conflict causes broken relationships between employees.

### **Objective Three Findings:**

It examines the role of the State Local Government Service Commission and other stakeholders in the management and resolution of inter-cadre conflict and strives in the local government service of Oyo State, and suggest plausible strategies to manage such imbroglio. The findings are as follows:

1. Majority of the respondents agree ( $43.3\% + 47.5\% = 90.8\%$ ) that both parties seek a compromise in order to resolve conflict among workers in the local government.
2. Several of the participants disagree ( $54.2\% + 42.5\% = 96.7\%$ ) that conflict can be resolved by natural disappearance of the situation among the different cadres in the local government.
3. Many of the respondents disagree ( $51.7\% + 37.5\% = 89.2\%$ ) that Local Government Service Commission had to intervene in the conflict among different cadres in the local government.
4. Majority of the respondents agree ( $42.5.0\% + 47.5\% = 90\%$ ) that the manager or superior often helps resolve the issue among workers in the local government.
5. Most of the participants disagree ( $50.8\% + 42.5\% = 93.3\%$ ) that one of the parties has to walk away from the conflict among the workers in the local government.

## CHAPTER FIVE

### 5.0 SUMMARY, CONCLUSION AND RECOMMENDATIONS

#### 5.1 Summary

This study considered inter-cadre conflict in the Local Government Service of Oyo State, with Ido Local Government Area as case study. Three research questions were considered in this work and the discussions are as follows:

Research question one states that, what are the causes of inter-cadre conflict in the local government service of Oyo state? The results from this study showed that there were series of inter-cadre conflict in Ido Local Government Service. The causes of these conflict include criticism and gossip, false accusation, provocative languages, jealousy, pay-cut without consent, pressure, and disagreement on goals. The finding of this study was in line with the studies of the previous researches according to (Scott, 1990; Mariano, 1999; Hall and Weaver, 2001; Marinova, 2002; Todorova and Mihaylova-Alakidi, 2009; Brinkert, 2010). In their studies, they identified tensions around status relations, scarcity of resources for giving quality healthcare; dependence and asymmetry of different parts of the mutual medical activity, different specializations and differentiation; difficulties in communication on different levels; differences in skills, abilities, individual and psychological qualities of the professionals; and dissatisfaction from the fulfilled professional roles. However, Agba, Akwara and Idu (2013), did not support that corruption only was the cause of inter cadre conflict among the people, but found in his study that inability to cater for the need of the people was the key cause of conflict among the people. This shows that several unidentified factors could lead to conflict among the various cadres in the workplace. There is need to look beyond corruption, sexual harassment, and some of these factors as identified in this study as factors causing inter-cadre conflict. This study has been able to identify in detail the causes of inter-cadre conflict among the employees of Ido Local Government of Oyo state. These factors like sexual harassment, corruption, competition, provocative language, misconducts, unfair provision of certain opportunities and so on are some of the factors that contribute to inter-cadre conflict in organizations.

Research question two, to what extent has inter-cadre conflict affected local government efficiency, productivity and service delivery? The study showed that there are both positive and negative impacts of inter-cadre conflict. Positive impacts are: conflict improve workplace conflict management skills, improve quality of decisions, improve policies and procedures, improve organizational practices, build team cohesion; while the negative impacts are, conflict can lead to insecurity, waste of time, leading to low quality of work, decrease productivity, judicial and penal effects, strikes and rebellious, high employee turnover, and broken relationship between employees. This aspect of corruption was not supported by Onwemenyi (2008) who was of the opinion that corruption was a causal factor of the people's coexistence. In essence, the level of conflict in the workplace among the different cadres should be viewed beyond the level of having some negative and positive effects, but there are some outcomes that some of these conflicting situations can produce which may not be expected by the people. Therefore, conflict produces all manners of outcome that those who started it may not expect. It is important to look beyond what we see or imagine as the plausible outcome of conflict.

In research question three, as to what can Oyo State Local Government Service Commission and other key stakeholders do to minimize or manage inter-cadre conflict and strive in the local government service of Oyo state? In this study, the result showed that the manager or superior can help resolve the issues, both parties can seek a compromise; none of the parties has to leave the job. The finding of this study was confirmed by (Obasan, 2011); in his study, the key area that conflict can emanate from is how people perceive and value attach to some of these things. The major problems are what concern things like how workers are compensated, their welfare and the level of communication that we can establish in the organization. However, Gboyega (2001) did not support the view that government and other higher authorities should intervene in the conflict-ridden situations. This is judging from the perspective that most of the resolution techniques by these higher authorities may not be as potent and effective as inter-personal relationship which exists among the different people in the local government. There is need to make sure that the parties involved in the conflict work through resolving it themselves, without necessarily involving managers, and the directorate level for their intervention in the conflict.



## **5.2 Conclusion**

Inter-cadre imbroglio and conflict among civil servants in the Local Government service are inevitable as our findings have confirmed the existence of this phenomenon and its cumulative impact on individuals and the institutional structures of the council. Conflict arise when people work together and if not resolved, they can hinder employees' performance, productivity, profitability and prosperity of the Council. Employees in the local government councils are prone to inter-cadre conflict and this ultimately affects their level of output. This study has been able to explicate some of the key causes of inter-cadre conflict, which are but not limited to sexual harassment, corruption, employment rank, educational qualification and gender. In all, it is crucial to know that these factors are good determinants of inter-cadre conflict among the employees in the local government service in Oyo State.

## **5.3 Recommendations**

Based on the four objectives in this study, the researcher suggests the following recommendations:

1. There must be open doors policy favouring consideration of employees' plight and adequate steps taken to fashion it out and solve it accordingly.
2. Effective welfare mechanism should be designed to optimize the standard of the employees.
3. Both the long-term and short-term plan and objectives of the council should be designed to alleviate the plight of the people and the workforce in general.
4. Council officials should see their call to duty as an avenue to serve the people and not impoverish them. Therefore, they should ensure that steps are taken promptly to reduce conflict among the staff which could hinder their contribution to the welfare of members of the community.
5. In order to promote effective management of conflict and prevent conflict at workplace, in collaboration with stakeholders in conflict management, Oyo State Local Government Service Commission (OYSLGSC) should put in place a conflict resolution period in which it visits various local government

areas in Oyo state to be able to determine their performance and certificates of recognition be given to the councils which records the least conflict-related issues.

#### **5.4 Contribution to knowledge**

This study has been able to establish the hitherto unknown fact, that there exists inter-cadre conflict in Local Government Areas in Oyo State in particular, and Nigeria at large. It therefore benefits the media, historians, political scientists and sociologists to look inward in the conflict which if not checked inhibit a state's economic growth. There is opportunity for further research in this and related field. There is need for researchers to explore opportunity to further their studies on inter-cadre and other relevant conflict ridden areas of human life.

#### **5.5 Limitations**

1. The smallness of the sample size; the sample size of respondents is relatively small as it is both logically and physically impossible to obtain experiential data from all the thirty-three local government areas of Oyo state. Hence, we are limited to Ido Local government area which is our case study.
2. Rigidity of some respondents to give vital information in line with the background of the research study, despite all appeals posed a lot of problems.
3. Limited financial or budgetary resources available to carry out this research was another limitation encountered.

#### **5.6 Suggestion for Further Study**

The researcher believes that further research can be conducted on the inter-relationship between the Ministries in Oyo State. The suggested research should highlight the negative practices that go on in the Ministries in order to attract Government's lion share in budgets; thereby inhibiting economic growth as the government sometimes is misled by Ministries' superfluous proposals, some of which are heavily padded.

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## APPENDIX 1

### QUESTIONNAIRE ON INTER-CADRE CONFLICT IN THE LOCAL GOVERNMENT SERVICE OF OYO STATE

**Dear Respondent,**

This survey intends to collect data needed to understand the inter-cadre conflict that occur in the Local Government Civil Service of Oyo State. It aims at identification of causes and impact of such employee-employee conflict on individuals and institutions and to clarify in details the role that has been played by the Oyo State Local Government Service Commission (OYSLGSC) to reduce inter-cadre conflict. It will draw recommendations on how to avoid or manage effectively the inter-cadre conflict in the local government service. The information him provide will never be revealed to anybody but it will be incorporated with other people's ideas and views without specifying people's names. If there is any question him are not comfortable to answer or if him are not interested in answering all the questions there is no problem but it is better to answer to all questions as asked. Thank him so much for the support and contribution in answering to the following questions.

**ADEWOLE ADISA JIMOH**

**SECTION A: Socio-Demographic Characteristics of the Respondents (Tick his answer)**

Age:                    21-30 [ ]    31-40 [ ]    41-50 [ ]    51-60 [ ]    61 and Above [ ]

Gender:                Male [ ]                    Female [ ]

Marital Status:    Single [ ]    Married [ ]    Divorced [ ]    Widowed [ ]

Education:            Diploma [ ]    Bachelor's Degree [ ]    Master's Degree [ ]

                            Ph.D Degree [ ]

Hierarchical level:    Manager [ ]    Technical staff [ ]    Support staff [ ]    Working  
Experience (in years ) within the local government Service of  
Oyo state

Under 5 years [ ]    Between 5 and 10 years [ ]    Between 10-15 Years [ ]    More than  
15 years [ ]

## SECTION B: SOURCES OF WORKPLACE CONFLICT

*Among the following causes of workplace conflict identify those him think were the sources in his organization*

Following the order of importance rank the causes on scale of 4 to 1 where;

3-Strongly Agree    2-Agree    1 Disagree

S/N	Item	SA	A	D
1	Workplace conflict are just caused by corruption			
2	Criticisms and gossip			
3.	Accusation			
4.	Misconduct			
5.	Jealousy			
6.	Sick leave document forgery			
7.	Pressure			
8.	Disagreements on goals			
9.	Competition			
10	Unfair provision of different kinds of benefits e.g. training, etc.			
11.	Sexual harassment			
12.	Harassment to junior by superiors			
13.	Refusal of sick leave			
14.	Communication problems from leaders			
15.	Nepotism and favouritism			
16.	Non-transparent recruitment process			

## SECTION C: IMPACT OF WORKPLACE CONFLICT

S/N	Item	SA	A	D
1.	Broken relationships (lack of collaboration and cooperation)			
2.	Work instability and security			
3.	Lost of commitment to work			
4.	Decrease productivity			
5.	High employee turnover			
6.	Waste of time leading to low quality of work			
7.	Insecurity			
8.	Strikes and rebellion			
9.	Judicial and penal effects			
10.	Build cohesion			
11.	Improving organizational practices			
12.	Improving policies and procedures			
13.	Improving quality of decisions			
14.	<b>Improve workplace conflict management skills</b>			
15	<b>Allow adjustment of resources</b>			

**APPENDIX 2**

**REFERENCES (PRIMARY SOURCES)**

<b>S/N</b>	<b>NAME OF INFORMANT</b>	<b>AGE</b>	<b>OCCUPATION OR PROFESSION OF INFORMANT</b>	<b>STATUS OF INFORMATION</b>	<b>PLACE OF INTERVIEW</b>	<b>DATE OF INTERVIEW</b>
1.	Abiola, Islamiyat (Mrs.)	37years	Civil Servant	Administrative Officer	Ido Local Government	7 <sup>th</sup> September, 2016
2.	Adegoke, Sunday Idowu (Mr.)	51years	Civil Servant	Director of Admin and General Services	Ido Local Government	21st September, 2016
3	Adeoye, Morufat (Mrs.)	46years	Civil Servant	Confidential Secretary	Ido Local Government	8th September, 2016
4.	Adigun, Magaret (Miss)	29years	Civil Servant	Administrative Officer	Ido Local Government	19th September, 2016
5.	Agunlana, Abosede (Mrs.)	53years	Civil Servant	Typist	Ido Local Government	8 <sup>th</sup> September, 2016
6.	Akinloye, Jamiu (Mr.)	42years	Civil Servant	Accounts Officer	Ido Local Government	12 <sup>th</sup> August, 2016
7.	Alhaji Dada, Abdulahi (Alhaji)	49years	Civil Servant	Technical Supt. Officer	Ido Local Government	19 <sup>th</sup> September, 2016
8.	Dada, Olabode Kasim (Mr.)	31years	Civil Servant	Environmental Health Officer	Ido Local Government	8 <sup>th</sup> September, 2016
9.	Laseinde, James (Mr.)	43years	Civil Servant	Accountant	Ido Local Government	7 <sup>th</sup> September, 2016
10.	Monsur, Olaide (Mr.)	36years	Civil Servant	Community Development Officer	Ido Local Government	12 <sup>th</sup> August, 2016
11.	Seriki, Fausat	51years	Civil Servant	Chief Matron	Ido Local Government	20 <sup>th</sup> September,

	(Mrs.)				Government	2016
12.	Thomas, Folake Aina (Miss)	27years	Civil Servant	Assistant Executive Officer	Ido Local Government	21 <sup>st</sup> September, 2016
13.	Tiamiyu, Gbadegesin (Mr.)	36years	Civil Servant	Store Keeper	Ido Local Government	15 <sup>th</sup> September, 2016
14.	Victor, Joseph Ademola (Mr.)	33years	Civil Servant	Medical Report Officer	Ido Local Government	14 <sup>th</sup> October, 2016
15.	Waleola, Olutoyin (Mr.)	38years	Civil Servant	Statistical Officer	Ido Local Government	21 <sup>st</sup> September, 2016
16.	Wuraola, Siraju (Mr.)	52years	Civil Servant	Chief Driver	Ido Local Government	26 <sup>th</sup> September, 2016
17.	Yinusa, Abosede (Miss)	30years	Civil Servant	Staff Nurse	Ido Local Government	26 <sup>th</sup> September, 2016
18.	Mr Fabunmi Akintayo	56years	Civil Servant	Principal	Community Grammar School Ido Local Government	14 <sup>th</sup> October, 2016
19.	Zacchaeus, Abodude (Mr.)	45years	Civil Servant	Agricultural Superintendent	Ido Local Government	12 <sup>th</sup> August, 2016
20.	Zachaeus, Adekunle (Comrade)	54years	Civil Servant Unionist (NULGE)	Audit Assistant	Ido Local Government	6 <sup>th</sup> April, 2017.