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– Repositioned for Effective Leadership in the New Millennium

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THE CASE FOR PARTICIPATORY LEADERSHIP AS AN INSTRUMENT FOR EFFECTIVENESS AND EFFICIENCY IN PUBLIC ORGANIZATIONS

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ABSTRACT

The paper examines participatory leadership in public organizations and views it as a panacea to the ineffectiveness and inefficiency in these organizations. It takes a critical review of some literature and adopts the eclectic approach in its theoretical framework to explain the need for participation in public organizations. It then goes ahead to enumerate some values or benefits of participation in organizations and suggests various methods that can be applied when embracing the concept. Some of these methods include Consultative and Democratic methods, suggestion plans via suggestion boxes, multiple-management or advisory board and subordinates/union - management cooperation in which management by objectives (MBO). Total Quality Management (TQM), the Scanlon plan, among others, are cited as typical examples. The paper concludes that participation is the vogue today and indeed a sine-qua-non to goals attainment in public organizations; seeing it as not just a passing fancy, but a basic drive in man to want to be recognized and respected. It then makes the following recommendations.

1. That a training programme be evolved to educate public organizational leaders on the benefits of participatory leadership.

2. That the Government should enact a law emphasizing participatory leadership in public organizations.

3. That should there be any unwilling leader to embrace it, such a leader should be shown the way out.

4.   That the Government itself should be highly democratic to enable it champion the course of democracy or participatory leadership in public organizations.

INTRODUCTION

Public organizations are government organized semi-autonomous enterprises which are established by law to achieve certain set goals or objectives.

Goals, according to Etzioni, are "desired state of affairs which an organization attempts to realize"'. However, to realize these goals, necessary resources must be put in place namely, men, money and materials. Of all these resources, the human resources are the most important' because of their intellectual ability to harness other resources and thus must work together in a cooperative manner to achieve desired ends. This they are likely to_do in a random and haphazard manner if their activities are not coordinated by someone set aside for that purpose—a leader'.

As Nwachukwu puts it, "a leader is the most influential person in an organization who provides direction, guides group activities and ensures that group objectives are attained".[4]

Leaders act to help a group achieve objectives with the maximum application of its capabilities. They.do not stand behind a group to push and to prod; they place themselves before the group as they facilitate progress and inspire the group to accomplish organizational goals.

The importance of a leader in an organization then cannot be undermined. As Keith Davis pointed out:

Without Leadership, an organization is but a muddle of men and machines. It is the human factor which binds a group together and motivates it towards goals. Management activities such as planning, organization and decision making are dormant cocoons until the leader triggers them towards goals. Leadership tans-forms potentials into reality. It is the ultimate act which brings to success all the potentials that are in an organization and its people6.

The efficacy of any organization thus lies on the leader. The leaders in public organizations are usually appointed by the government who established them. These leaders can make or mar the organization by the style of leadership they adopt. As Blake and Mouton' put it: "people run an organization. The manner in which they are led and managed contributes to or detracts from their readiness and capacity to make significant contributions to the organizational goal attainments". This brings us to the style of leadership which is the main focus of this paper. There have been hues and cries that most public organizations are not effective and privatization is the new found love for public organizational effectiveness but little attention is given to the problems of these organizations and in particular, the type of leadership in them. The questions really to ask are:* what type of leaders do we have in our public organizations and what style du-they adopt in relating with their subordinates? What is the nature of their appointments and are they really qualified and capable, or put differently co, they have the wherewithal to lead?

Over the years, scholars and researchers alike have not been unanimous on the most appropriate style of leadership in organizations and this has led to the formulation of several theories that could bring about organizational efficiency and effectiveness. However, the style theory of Leadership has been of major concern. Hick and Gullett define leadership style as a leader's typical way of behaving towards group members (workers).8

There are broadly three styles of leadership that have been identified. They are (i) The Autocratic leadership style, (ii) the Democratic leadership style; and (iii) the laissez-faire or free-rein leadership style. Each of these leadership styles has differing approaches to decision making and relationship with the subordinates or workers in the organization.

For instance, the autocratic leadership type resets in practically all authority centering °lithe leaders. They keep all decision making authority to themselves.9 They are very conscious of their exalted position and have very little trust and faith in their subordinates. They are dictatorial and authoritarian, regarding their subordinates merely as instruments for achieving organizational goals. They dish out orders and directives and expect full compliance. They make decisions and simply communicate them to their subordinates entertaining no questions or suggestions. They want their subordinates to only do what they are told and lead by the ability to withhold or give rewards and punishment'°. Their subordinates have no opportunity to assume any full responsibility for performance and above all work with fear.

On the other hand, the democratic leadership style which is also known as the participatory leadership style is more embracing, and ensures the sharing of decision making with the leader's subordinates on proposed actions and decisions and encourage participation from them". The leader takes into consideration the wishes of the subordinates in line with his own and has an open door for new ideas, praises and criticisms. Goal attainment is the leader's target and this he does by applying the human relations approach where all subordinates are seen as important contributors to the final decision to be made and its implementation. He has confidence in his subordinates and therefore has high hopes and expectations. He sets goals with his subordinates and leaves his subordinates to get on with their jobs. He exhibits care, love and understanding for his subordinates and creates a harmonious working environment with the subordinates who in turn contribute willingly with zeal.

The laissez-faire or the free-rein leadership style embraces a different orientation in decision making. The leaders try to delegate total responsibility for decision making to their subordinates. The subordinates are simply given goals to accomplish and they are left to themselves or on their own to achieve them using their experience and ingenuity". The leaders show little or no interest in the subordinate's activities. They use their power very little, if at all, giving the subordinates a high degree of independence in their operations.

The implication here is that the leader may lose control and subordinates' activities will become uncoordinated.

Leadership style has an important role to play in the success of any organization be it private or public. Attainment of public organizational set goals will depend to a large extent on the style of the leadership which cuts across all sections, segments, or departments of these organizations.

Leadership roles differ from sections to sections or positions to positions in organizations but while this is so, the bottom line lies on the style of the leader. As Oronsaye[15] pointed out, three types of leadership positions may exist in an organization be it private or public. These are (i) the Executive leadership position (ii) managerial leadership position; and (iii) supervisory leadership position. To him, "while it is admittedly difficult to descries their precise boundaries, there are differences that need to be understood as these differences result in diverse roles for the position holders and encourage equally varied opportunities for the leadership". However, the most effective organizations are those in which leadership (the power to influence) is spread throughout all levels in that organization.[16]

Though some scholars have argued that no particular leadership style is the best, the level of participation of workers in the decisions that affect them or the organization as a whole will spur them to better commitment to the realization of set goals.

Comparatively, participation provides outstanding long term results which are by no means far better than effective short term results.

Conceptual Clarifications

Leader, Manager, Administrator and Leadership

Leadership has been conceived in several ways by different scholars. However, for the purpose of this paper, we take it as attitudinal manifestations of whoever is at the helm of affairs in an organization, be it private or public and at whatever level. It is therefore, something more than personality, situation or appointment but intimately linked with behaviour.

Thus, for instance, autocratic leadership differs from participatory leadership simply in terms of behaviours. The former as we have seen in the introduction is simply authoritarian, issuing_orders or commands, shutting out inputs to decision making by subordinates and where it is even allowed; it is usually symbolic as the leader would have concluded on what to do. The latter differs in the sense that he or she accommodates different shades of ideas or opinions and allows them to influence the final decision taken.

All organizations have leaders and they cut across all segments, sections or levels of the organization as Oronsaye earlier posited. However, it is simply a matter of nomenclature to refer to those at the helm of affairs as leaders, managers or administrators in public organizations. We shall use them interchangeably in this paper.

Whether as a Leader, Manager, or Administrator, therefore, the Leader combines human and material resources to achieve desired organizational set goals. The concern, however, is whether these leaders possess autocratic or participatory leadership qualities and its implication for public organizational effectiveness and efficiency.

Participation

Participation, simply put, entails people's involvement in decision making and not just that of the leader. That is, people or subordinates getting involved in the decisions that affect them or the running of the organization. Our interest here is group participation, not individual participation like the leader seeking ideas from one man or few men in the organization. This is as bad as autocracy and has grave implications for effectiveness.

Public organizations

Having defined this in the introduction, it is necessary to clarify it again. They are organizations other than private organizations that government plays a great part, for example, in funding and by the appointment of the leadership or head. Thus, any organization that the government sponsors and appoints leaders for is taken here as public organization.

Effectiveness and Efficiency

These two concepts remain highly controversial. While some people see them as synonymous, others do not see them as such. However, effectiveness will refer to the successful achievement or attainment of set goals if possible at minimum cost. Efficiency, on the other hand, implies the relationship between inputs and outputs made in goal attainment. That is, using minimum inputs e.g. human, financial and material resources to achieve maximum benefits (outputs).

Thus, when we talk of efficiency we are looking at the measurement of the cost of achieving the goals set. It is efficient to the extent that comparatively with the benefit achieved, it is minimal. Effectiveness, conversely implies successful attainment of set goals not necessarily looking at the cost.

The Abubakar regime for instance, successfully handed over power to the present civilian government of Chief Olusegun Obasanjo. To that extent, it was effective. Whether this was done at minimal cost becomes a matter of efficiency and a different ball game altogether. The National Electric Power Authority (NEPA) despite all the money allegedly invested on it, has not been effective talk less of being efficient. The central thing about both concepts however, is that of goal(s) attainment.

Break-eveness

We singled out efficiency and effectiveness because of the controversies usually surrounding them. However, break-evenness is one other concept grossly misconstrued. It simply implies a situation where though profit or gain may not be made, but losses are avoided, and this is our position in this paper.

Decision Making

This entails making a choice or taking a definite position or stand in a given situation. It is also seen as choosing the best from many alternatives in a problem solving situation. As Herbert Simon puts it, there are programmed and non-programmed decisions. Decisions that emanate from definite procedures or are routines are programmed decisions and those that arise from novelty ,and are unstructured are non-programmed decisions.

In this paper, we are concerned about decision in its totality. Subordinates can make inputs to programmed decisions just as they can to non-programmed decisions and where the leader out of exigency takes a sole decision, it behoves him to inform the subordinates within a short time for their suggestions.

Statement of the Problem

Public organizations are structured to work towards objectives". Although they are not so expected to make profit, they should, however, break even and be effective's. But this is not the case with most public organizations.

Although, there are other variables such as Government's undue interference, poor funding, lack of initiative, competition, poor technology, poor infrastructures, indiscipline, lack of transparency, disorderliness, poor attitude to work, leadership incompetence, etc, that do affect public organizational efficiency, effectiveness or break evenness, the buck rests on the style of the leadership.

The leadership style determines the level of subordinates participation in decision making and the ways and manners the organization is administered.

Research studies have shown that organizations which are low in efficiency tend to have leaders who are highly bossy. Decision making is centred on them alone.

Participation in decision making creates an individual's mental and emotional involvement in a group situation which encourages him or her to contribute to group goals and share responsibility for them.20

The problem with most public organizations is that the leaders are not "democratic" in their relations with their subordinates. They dictate the tune and have the administration of the organization centred on them. The need for subordinates to participate in decision making is not a passing fancy. It is rooted deep in the culture of free men around the world and it is no doubt the basic drive in men21. The process of participation brings into play the higher drives and motives of men, the drives for self-expression, accomplishment, autonomy, and self-assertion. It makes the subordinates know that their contributions are sought and appreciated.22

Participation has enormous potentials for raising productivity, bettering morale and improving creative thinking. It affords a means of building some of the human values needed in a group and creates an asset in morale so that when necessary orders are given, subordinates will respond more co-operatively because they are participating.

Great benefits to the organization and its members can derive from a leadership style of this nature.23

One other issue of concern in public organization leadership is the competence of the leaders so appointed. In most cases, some of the appointments lack merit. What becomes of such organizations is having incompetent leaders who lack the abilities or capabilities to lead the members to attain set goals or objectives. Thus, what are usually found in some of these organizations are "round pegs in square holes" rather than "round pegs in round holes" or "square pegs in square holes". Once this situation arises, there will be arbitrariness in the way such leaders behave or administer the organizations and this will in turn affect the goals of the organization.

Literature Review

Many researches or studies have been carried out on leadership styles and while the controversy still lingers on, it .is necessary to point out that no man is an island to himself and that co-operation rather than hegemonic autocracy is a panacea for efficiency and effectiveness in public organizations.

Reinsis Likert is one of the many scholars who have carried out one research or the other to buttress the significance of participatory leadership in organizations.

In order to test the hypothesis put forward in new patterns of management, a large scale survey of several hundred managers was carried out at the University of Michigan25.

As guidelines for the research and for the clarification of his concepts, Likert postulated four systems of management's.

1. Management was described as "exploitative - authoritative. These managers were highly autocratic, had little trust in subordinates, motivate people through fear and punishment with occasional rewards, engage only in downward communication, limit decision making to the top, and display similar characteristics.

2. Management was called "benevolent-authoritative". These managers have a condescending confidence and trust in subordinates, motivate with rewards and some fear and punishment permit some upward communication, solicit some ideas and opinions from subordinates and allow some delegation of decision making but with close policy control.

3. Management was referred to as "consultative". These managers have substantial but not complete confidence and trust in subordinate's, usually try to make constructive use of subordinates' ideas and opinions, use for motivation rewards with occasional punishment and some participatiOn, engage in communication flow both down and up, make broad policy and general decisions at the top with specific decisions at lower levels, and act consultatively in other ways.

4. Managers were, referred to as the "participative group". They have complete trust and confidence in subordinates in all matters, always getting ideas and opinions from subordinates and constructively use them, give economic rewards on the basis of group participation and involvement in such areas as setting goals and appraising progress towards goals, engage in much communication down and up and with peers, encourage decision making throughout the organization, and otherwise operate with themselves and their subordinates as a group.

The findings confirmed overwhelmingly that the least productive departments tended under the practices that come under systems 1 and 2 (exploitative and benevolent authoritative) management and that the most productive departments used practices that came under systems 3 and 4 (Consultative and Participative) management".

Specifically, Likert found from the research that those managers who applied the System 4 approach to their operations-had greatest success as leaders. He also found that departments and companies managed by the System 4 approach were most effective in setting goals and achieving them and were more generally productive. He ascribed this mainly to the extent of participativeness in management and the extent to which the practice of supportive relationship is maintined27.

Blake and Mouton also carried out a research into leadership styles and came to a conclusion that, the most effective leadership style is that, 'winch shows high concern for, both production and employee morale and satisfaction28. Thus, while a leader aims at attaining organizational goals, he does so by also carrying the subordinates along. It is simply a bi-dimensional approach29.

To substantiate this, Blake and Mouton developed what they called the Managerial Grid which is represented in a graph. The vertical axis represents degrees of "concern for people on a low to high scale graduated 1 - 9. The horizontal axis represents degrees of "concern for production, again on 1930.

Five basic combinations of degrees along both scales were used to illustrate the five groups of leadership styles. Basic descriptions of each group were given, covering aspects of behaviour, attitude, reactions, causes and results31.

The group combinations are 1.1, 1.9, 9.1, 9.9 and"5,5. The 1.1 style has a low degree of concern for both production and people. It is likened to a laissez faire style. 1.9 style is highly concerned about people at the expense of concern about production: 9.1 style puts maximum emphasis- on production, and is only minimally concerned with people and even at that, only in a negative way to ensure that they do not obstruct production: 9.9 style has high degree for both production and the people. The 5.5 has a middle-road approach; infested with the leader showing an intermediate amount of concern for both production and employee satisfaction, creating a balance for the needs of one against the other and reaching compromise solutions".

As mentioned earlier, Blake and Mouton saw the 9.9 style as the most ideal and effective, where leadership style achieves maximum production/profit by involving and obtaining full commitment from all the people involved. To them, the style optimizes by setting up a situation where the real needs of people are fully met in contributing towards organizational goals". They believe this leadership approach will, in almost all situations, result in improved performance, low absenteeism and turnover, and high employee satisfaction. The 5.5 style could have been seen as appropriate also, but it is deficient because of its middle stance which makes it highly vulnerable. Blake and Mouton have simply made it known that people-oriented leadership is a sine-qua-non to organizational effectiveness. See below the Managerial grid.

Similar in some respects to Likert's systems of management is the immaturity - maturity continuum model of Chris Argyris". His research was focused primarily on the problem of co-existence of the individuals in organizations and organizational needs. He agrees with other behavioural scientists that people (subordinates) have strong self-actualization needs, and that organizational controls leave the employee feeling submissive and dependent. Thus, Argyris argues that the effective leadership style is the one that will help subordinates move from a dependency or immaturity level to a state of maturity. He reasoned that if an organization does not provide people with

opportunities for maturing and for being treated like mature individuals, they will become frustrated and anxious and will act inconsistently with organizational goals. See Argyris's immaturity-maturity continuum.

Mary Parker Folliet35 is another scholar who wrote favourably on participatory leadership style. She asserted that the old ideas of leadership in organizations are changing because of the changes in the concept of human relations and developments in management.

Folliet contends that the mere consent of workers to do as they are asked to do is not enough. To her, workers do have something to contribute to how an organization is managed and that it will be worthwhile to allow workers, i.e subordinates make their contributions in organizational matters. For this, she contends that the effective leadership style is therefore the one which can energize the subordinates, know how to encourage initiatives and how to draw from what each subordinate has to contribute or give.

Table 1: The managerial grid

		Concern for Production		
High				
9	1.9 Management. Thoughtful attention to needs of people leads to a friendly and comfortable organisation atmosphere and work tempo			9.9 Management work accomplished is from committed people with interdependence through a common stake in organisation purpose and with trust and respect
8				
7				
6				
5		5.5 Management, Adequate performance through balance of work requirements and maintaining satisfactory morale		
4				
3				
2	1.1 Management. Exertion of minimum effort is required to get work done and sustain organisation morale			9.1 Management. Efficiency results from arranging work in such a way that human elements have little effect.
1				
Low	1 2 3	4 5 6	7 8 9	
	Low	Concern for Production	High	

Source: Adapted From R.R. Blake and J.S Mouton. The Managerial Grid

In Folliet's view, leaders do not only influence their group members but are also influenced by them. A reciprocal relationship is, therefore, the chief characteristic of leadership. She made the following suggestions for organizational effectiveness:

1.   Provision of a clear two-way channel of communication and consultation.

2.   Instituting management practices which recognize and act on the principle of participation by constantly allowing for, expecting and using the ideas contributed by workers.

3.   Putting in place a mechanism for settling differences and for dealing with the "diverse contributions" of men who are very different in temperament, training and attitudes.

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Ubeku was also not left out in supporting participatory leadership. According to him, "to lead human beings successfully one has to exercise some measure of control and authority. But the authoritarian way of leading people, at least in the work situation, cannot succeed today... Organizations today are much larger and both the manager and the managed are all employees of the same organization".

What Ubeku is specifying here is that the era of autocracy in organization is gone and what is in vogue today is the participatory style of leadership.

Beachu in his view sees participatory leadership as significant and appropriate for all levels in the organizational hierarchy. He recommended a programme of management in which employees (subordinates) are invited to contribute ideas and suggestions concerning the running of the organization.

According to him, "because leaders cannot possibly know all the answers to all the problems and issues connected with the work of their departments, they can often obtain valuable advice and assistance from their subordinates".

Keith Davis writing on "the case for participative management" sees participatory management as having enormous potential for raising productivity, tettering morale, and improving creative thinking. To him, the need of people to participate is not a passing fancy. It affords a means of building some of the human values needed to devote long-range efforts on it and embrace it as a method fa organizational effectiveness.

Table II: Argyris's Immaturity-Maturity Continuum

Immaturity characteristics	Maturity characteristics
Passivity ⟶	Activity
Dependence ⟶	Independence
Capable of behaving a few ways ⟶	Capable of behaving in many ways
Shallow interests ⟶	Deep interests
Short-term perspective ⟶	Long-term perspective
Subordinate position ⟶	Self-awareness and control

Source: Adapted from C. Argyris, Personality and Organization (New York, Harper & Brothers, 1957). pp. 50 - 61.

Classical experiments by Roethlisberger, Bavelas and Coch and French confirm the belief that participation is extremely valuable40. In the course of their experiments, Roethlisberger and his associates found that rather than better physical facilities, increasing workers productivity, new relationships, many of them involving participation, developed between workers and supervisors, and workers and experimenters improved both productivity and morale. The result of the experiment, they contend convincingly showed that participation, though not the whole cause of the improvement in productivity, was a significant cause".

That participation is a sine-qua-non to effectiveness and efficiency in attaining organizational goals or objectives is incontestable.

Another experiment that has been considered a classic in participatory leadership is that conducted by White and Lippitt of the University of Iowa'''. In the second of two major experiments into leadership, four groups of ten-year-old boys were each exposed to the autocratic and democratic styles of adult leadership. The group of boys were organized into clubs to carry on various craft activities, under these leaders. The criteria for measurement were among other things, interpersonal relationships such as socio-metric attraction and rejection, leadership, quarrelsomeness, obedience and social activity.

The experiment proved that the autocratic leader had decision making centred on him. He was personal in his praise or criticism and aloof from active group participation. He

spent most of the time giving orders, making disruptive commands, and giving non-objective praise and criticisms.

On the other hand, the democratically led group had policies developed through group discussions. The leader was fact-minded in his praise and criticism and tended to be a group member in spirit. He spent most of the time making guiding suggestions, giving information, and encouraging the boys to make their own decisions democratically.

The result of the experiment was that though both leaders were about equally efficient, they did not equally carry the group along. The autocratic leader created hostility, aggression, and scape-goating among the boys and the end result was many of the boys dropping out. Conversely, the democratic leader was more humane. There was more group-mindedness and more friendliness. There was mutual praise, friendly playfulness, and readiness to share group goals. The end-result was that there was no dropping out but permanence.

The permanence was simply as a result of the boys participating in the decisions that affect them and the group as a whole.

Wickert was another researcher who conducted a study of operators and service representatives of the Michigan Bell Telephone Company some years ago. His objective was to know those who were still on the payroll of the company at the time of the study and those who had separated from the company. He found that those who had stayed with the company showed that they did so because they had the opportunity to make decisions on the job and felt that they were needed and making important contributions to the success of the company. Conversely, those who had left the company stated (via questionnaires and interviews) that they had little chance to participate in the decision making affecting them and 'their jobs.

Fleishman" conducted a study of the way workers in a women's dress factory reacted to frequent changes in work details caused by the introduction of new dress styles. He divided them into two groups. The experimental and control groups. The experimental group determined the sequence of operations, the procedures for bundling as well as the pricing of individual operations. The control group did not participate in planning their own work.

The results revealed that the experimental group which participated in planning their work achieved a high rate of output almost immediately after introducing the new style. When the same process was conducted on a previously worked out style, the situation remained the same. Fleishman thus concluded that attitudinal factors rather than skill factors were the major contributors to the output or increase in efficiency of the experimental group.

The quantum physicists" also see participation as problem solving and an aid to stability. According to them, humans can only accept better what they actively participated in creating. They posit that reality, acceptance, etc, can only take place through an endeavour in which people participate. They see humans as part of the "generative dance of life" if they eschew rigidity or predictability and connect in relationships, becoming evocateurs and participating in a universe which demand diversity and thrives in plurality.

Another scientist, Fred Wolf;' posits that "...self plays a role in what is seen to be no-self'. He explained that the more participants (rule) engage in this participative universe, the more we can access its potentials and the wiser we can become. Thus the trust and confidence the people can have in their systems can only come to play if they participate in it. Fred is not far at all from what other researchers and scholars have said.

In a discussion about creating change from disorder, Weisbord and Janoff summed up their participation in a process attempting to create change with the entire systems

involved. The process involved participants from all levels of the affected organization including stake holders. They reported that for two to three days, they worked intensely to create shared visions of organization's past, present and future. The significance of participation came to the fore by the richness of the interpretation and the future scenario that was created. They explained further that in the conference, the surprising interpretations became available because the whole system was in the room, generating information, reflecting on itself and who it wanted to become.

A considerable number of scholars, researchers and writers have described and reviewed research studies in the field of participation".

One of the principal themes throughout Marrow's book: "Making Management Human", is the subject of participation. Marrow described a number of group decision making experiments conducted in his plant into such problem areas as resistance to change, turnover, and employee attitudes. He was a strong advocate of participation and his book constitutes a strong endorsement for participation as a method of management49.

Vroom, upon reviewing some research work on leadership style, concluded that there is substantial evidence for the belief that participation in decision making does increase productivity. He asserts that when workers have influence in making decisions that they are able to carry out, productivity tends to be higher than when the level of influence is low.

Another proponent of participatory management is Maier. After reviewing some of the significant research done on participatory leadership and the advantages thereof, he recommended the training of supervisors to embrace the method for organizational effectiveness and decision makings.

Douglas McGregor is another proponent of participatory leadership style. In his Human Side of Enterprise, he represented two opposite sets of assumptions that he thought were implicit in most approaches to supervision. These two sets of assumptions he called Theory X and Theory Y.

He considered people (subordinates) were being treated to a Theory x approach, which he considered wrongs'. This approach anilines that:

1. The average human being has an inherent dislike of work and will avoid it if he can.

2. Because of this human characteristic of dislike of work, most people must be coerced, controlled, directed or threatened with punishment to get them to put forth adequate effort toward the achievement of organizational objectives.

3. The average human being prefers to be directed, wishes to avoid responsibility, has relatively little ambition, and wants security above all.

To McGregor, this view about man by the supervisors or leaders is incorrect. He posits that the human side of enterprise is all of a piece and the assumptions that management holds about its human resources determine the whole character of the enterprise. These assumptions determine also the quality of the organizations success...". He therefore derived a new set of assumptions which he called Theory Y and said it was preferred in modern times. These assumptions are that:

1. The expenditure a physical and mental effort in work is as natural as play or rest. The average human being does not inherently dislike work. Depending upon controllable conditions, work may be a source of satisfaction (and will be voluntarily performed) or a source of punishment (and will be avoided if possible).

2. External control and the threat of punishment are not the only means for bringing about efforts toward organizational objectives. Man will exercise self-discretion and self-control in the service of objectives to which he is committed.

3. Commitment to objectives is a result of the rewards associated with their achievement. The most significant of such rewards for example are the satisfaction of ego and self-actualization needs.

4. The average human being learns, under proper conditions not only to accept but to seek responsibility, avoidance of responsibility, lack of ambition, and emphasis on security are generally consequences of experience, not inherent human characteristics.

5. The capacity to exercise a relatively high degree of imagination, ingenuity, and creativity in the solution of organizational problems is widely, not narrowly, distributed among group members.

6. Under conditions of modern industrial life, the intellectual potentialities of the average human being are only partially utilized (by their leaders).

McGregor's position in participatory management or leadership is very clear. The point is: human beings do not dislike work and that they are thinking individuals who have potentials which they are ready to share if given the opportunity to do so.

In a recent research" on leadership and decision making in public organizations, with the Edo Broadcasting Service (1996 - 1998) as a case study, it was revealed that the organization which hitherto was ineffective and receiving condemnation from the public became effective as a result of the participatory style of the leadership within the period. Most of the staffers interviewed confirmed this.

For example, the then Acting Assistant General Manager (Administration), Mr. Alex Ogoigbe in an interview confirmed that the leadership style within the period was participatory. According to him, "as sole administrator, the then executive Head was supposed to be autocratic, but she was democratic; she ran an open door policy". From the responses of the senior managers in the Organization during the study, the style of leadership was not contentious.

The table below shows responses of the 21 senior managers interviewed, 13 or 61.9% strongly disagreed and in the same vein, 8 or 38.1% merely disagreed that the Administrator made decisions alone which they must obey.

Similarly, 16 or 76.19% and 4 or 19.05% of the senior managers totaling 20 or 95.24% rejected the suggestion that the Executive leader made decisions but persuaded them to accept it rather than force it on them.

Table 111: Assessing the decision making style of the Executive Leadership between 1996-1998 from the senior managers of EBS

Responses	Strongly Agree	%	Agree	%	Not sure	%	Strongly Disagree	%	Disagree	%	Nullified	%	Total	%
She makes the decision alone announces it to us which we must obey.	-	-	-	-	-	-	13	61.90	8	38.10	-	-	21	100
She makes the decision alone but rather than forcing it on us, she persuades us to accept it.	1	4.76	-	-	-	-	16	76.19	4	19.05	-	-	21	100
She presents tentative decision made by her which is subject to change after deliberations.	1	4.76	3	14.28	6	28.57	2	9.52	9	42.86	-	-	21	100
We make decisions ourselves and she merely coordinates with little control.	-	-	-	-	4	19.05	1	4.76	15	71.43	1	4.76	21	100
She presents the problem on the ground with some suggestions, seeks for more suggestions as to solving the problems and takes a decision based on the best interest of the organisation.	13	61.90	6	28.57	-	-	-	-	2	9.52	-	-	21	100
We all put our heads together, discuss the problems on the ground and take decision considered to be in the interest of the organization	15	71.43	3	14.48	1	4.76	-	-	2	9.52	-	-	21	100

On whether the Administrator presented tentative decisions made by her, which could be subject to change, there was overwhelming disagreement.

However, there was overwhelming agreement that the leadership style was participatory as more than 70% of the senior managers agreed to this in various degrees.

Within the period, the managers and other subordinates as well as members of the public agreed that there was improvement in the services of the organization.

Tables IV and V testify to this.

In table IV, of the 21 senior managers interviewed, 21 or 100% agreed that the services of the organization improved tremendously and in Table V, of the 403 subordinates (middle managers downwards) interviewed, 99 or 96.12% agreed that there was improvement in the services rendered to the public.

The then State Commissioner for Information, Youth, Sports and Culture, Mrs. Helen Lola-Ebueku on the occasion of the opening ceremony of the 1998 EBS Week/ Shopping Fair, acknowledged the performance of the organization within the period when she said:

> I cannot end this short address without giving a pat on the back to all staff of Edo Broadcasting Service for bracing up to the challenge of the self-sustenance policy of the government. For two years now, you have been responsible for the payment of your salaries. If no one has commended you for this, I want to tell you today that you 'have done well.

Various transformations took place during the period and these according to the then Sole Administrator, Mrs Adesua Kupolati, were as a result of her administration's belief that it was only hard work and allowing subordinates to participate in the decisions that affected them and the entire organization that success can be brought about.

From a near dismal situation, the organization was transformed to a self-sustaining level, courtesy of the participatory leadership style.

Table IV: Responses as to whether the Organization improved on its services to the public within the period from the middle managers.

Response	Frequency	Percentage
Yes, Improved	17	80.95
No, not improved	-	-
Yes, partially improved	4	19.05
It is difficult to say	-	-
Total	21	100

Table V: Responses as to whether the Organization improved on its services to the public within the period from the middle managers downwards.

Response	Frequency	Percentage
Yes, Improved	86	83.50
No, not improved	1	0.97
Yes, partially improved	13	12.62
It is difficult to say	3	2.91
Total	103	100

Theoretical Framework

For a better understanding of our subject matter, we shall adopt the eclectic approach and draw from three theories. The reason for this is that each theory reinforces the other.

1. The Democratic theory

2. The systems theory

3. The Need theory of individuals.

The Democratic theory

Though this theory has been largely associated with government, it has become inevitable to relate it to organizations for proper conduct and effectiveness. As Ralph M. Besse puts it as far back as 1957:

> Two thousand years ago, we put participation in the religion which has come to dominate the World. Two hundred years ago we put this essential element in our political and social structure. We are just beginning to realize that we ought to put participation in business as well".

The theory is informed by the works of classical and neo-classical theorists such as Aristotle, Plato, Thomas Hobbes, John Locke, Jean Jacques, Rousseau, Edmund Burke, James Madison, John C. Calhoun, to mention a few.

The core issue about democracy is the importance it attaches to human personality. It assumes civic capacity on the part of individuals. This capacity involves intelligence, self-control and conscience. Its essence is the right of every man bound by the decision of a government (organization) to contribute (whatever is in him to contribute) to the making and remaking of those decisions'. This right is integral to democracy because it makes possible free discussion and the continuous participation of the people (individuals) in the government (organization). This implies the obligation to respect the other man, to listen to his arguments and to take into account his point of view66. It is through participation that individuals (subordinates) contribute ideas towards the solution of problems affecting their organization and jobs. Participation can create an asset in morale so that when necessary orders are given, people will respond more co-operatively because they are participating in the affairs of the organization.

Participation is ego and task involvement of an individual in his group. It includes not only the physical contribution of the person but also his intellectual and emotional involvement in the affairs of the organization".

When leaders establish means for obtaining help from subordinates in the making of plans and decisions, they are making them to know that their contributions are sought and appreciated and this creates great benefits and harmony in the organization.

There is no doubt that participation is a suitable method to which public organizational leaders need to devote long range efforts and the means of tapping its need to be developed.

The Systems Theory of Organization

The systems approach to organization views an organization as a whole with a set of interrelated and interdependent parts. These parts could be internal or external.

The individuals are essential part of the organization without which the organization could neither exist nor function. The theory has its roots in Ludwig Von Bertalanfy, who propagated the idea via his publication: 'General System Theory'. According to him, "in Order to understand an organized whole, we must know both the parts and the relations between them". Since Bertalanfy perfected his idea, many scholars have built upon it.

For the purpose of this paper, we shall highlight that of Chester 1 Barnard. In his classic treatise entitled "The Functions of the Executive". Barnard emphasized a system of cooperative effort in a formal organizationn. Some aspects of the logic of his analysis are:

1. Physical and biological limitations of individuals lead them to cooperate and once they cooperate these limitations become limited and also play a part in inducing further cooperation.

2. Organizations can be divided into two kinds: the "formal" organization, which is that set of consciously coordinated social interactions that have a deliberate and joint purpose, and the "informal" organization, which refers

to those social interactions without a common or consciously coordinated joint purpose.

3. The formal organization cannot exist unless there are persons who are able to communicate with one another and have a common conscious purpose.

4. The function of the Executive in the formal organization among others is the maintenance of organization communication...and the integration of the whole.

To Barnard, cooperation is thus a creative process and leadership is the fulminator of its forces.

Barnard's analysis has only justified the essence of participation in organizations. Cooperation here includes exchanging ideas and creating room for suggestions from subordinates. No doubt, participation does have enormous potentials for raising productivity, bettering morale and improving creative thinking".

The Need-Satisfaction Theory

The need-satisfaction theories are based on the assumption that human beings have needs and it is their desire to satisfy specific needs that initiates their behaviours".

To understand human needs adequately, it is useful to classify them as to type. Thus, we have innate or primary needs, such as food, shelter, water, rest to overcome fatigue, sex, air, bodily elimination, preservation of self, etc. They are basically physiological needs and vital to the survival of a human being. The other major type of need is called the acquired or secondary needs. These needs are dependent upon our experience. They are learned'. They include the social and esteem needs (egoistic), such as belongingness, self-significance, self-respect, etc.

Abraham Maslow was the first to develop the need satisfaction theory from the human relations school of Elton Mayo et al. Others like Herzberg, Alderfers, McClelland further developed on it.

The primary aim of the theory is to increase organizational effectiveness, which could be achieved by properly taking care of the human needs. As we stated earlier, human needs can be primary or secondary and could also fall into physiological or psychological needs. Maslow listed five major needs": These are

1. The Physiological needs

2. Safety needs

3. Social needs

4. Esteem needs

5. Self-Actualization.

Herzberg, however, classified Manslow's needs into two and tagged them `dissatisfiers' and `satisfiers'. The physiological needs, safety needs and the social needs are the first part at the lower level of Manslow's hierarchy. The Esteem and Self-actualization needs are at the upper level of the hierarchy. One interesting conclusion about Herzberg's finding was that satisfaction and dissatisfaction appear to be somewhat independent".
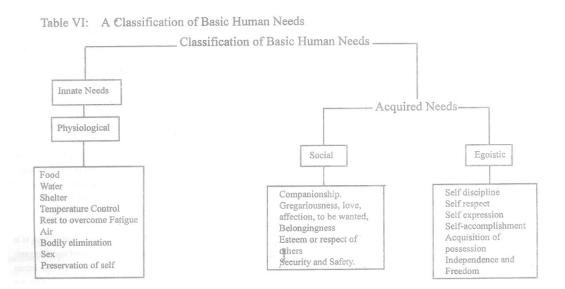
Thus, given that every other thing is in place, the psychological need of man in organization cannot be wished away and this brings us to the ego in man. The egoistic needs are concerned primarily with a person's .view or conception of himself. Satisfaction of these needs tends to enhance one's ego. Some writers refer to the egoistic needs as personal drives. Business executives and individuals tend to be strongly motivated to meet their egoistic needs. They have a drive for power, prestige and status. They seek to make their mark wherever they are. They want to accomplish and achieve. They want others to(hear their words. The individual worker fee!s a warm glow when

some one (especially his boss) praises him and will feel more important if the same boss asks him for his advice or suggestion on issues affecting the organization".

Thus, for subordinates ego to be respected and recognized, it calls for a participatory leader. It is through a participatory leadership that subordinates' ideas or suggestions can be sought and utilized. It is through a participatory style of leadership that a subordinate can have a sense of belonging as his or her ideas are constantly tapped for the good of the organization. A leader who considers himself or herself as Mr. or Mrs. "know all" forgets that no man is an island unto himself.

Through corporation and interdependence a public organization can become effective, after all, it is said that two heads are better than one. When two or more persons meet minds together to find solutions to problems, they are more likely to find a more formidable solution than when one person does so.

We share the standpoint of these theories.

Table VI: A Classification of Basic Human Needs

A classification of basic human needs adapted from Dale S. Beach. Personnel: The Management of people (Third edition) N. Y.: Macmillan, p. 257.

Counter Views of Participatory Leadership

A lot of controversy surrounds the choice of the most effective leadership style in organisations, whether private or public.

We have made in this paper, some literature reviews and theoretical frameworks to buttress our case for participatory leadership. However, these are some of the counter views.

The Trait Approach to Leadership

The earliest and more recent debates on successful leadership were championed by practicing leaders/managers who saw their successes as being based on their personal characteristics and qualities. They, therefore, argued strongly that to be a successful leader, one must have certain qualities and characteristics".

However, they have largely failed to uncover any traits that clearly and consistently distinguish leaders from followers". The issue is further clouded by the non-unanimity in traits, and how much of any trait a leader should have'.

As Jennings puts it, "Research has produced such a variegated list of traits presumably to describe leadership that, for all practical purposes, it describes nothing... there is no one personality trait or set of qualities that can be used to discriminate between leaders and non-leaders".

In general, the studies of leadership traits have not been a very fruitful approach to explain leadership, for example, not all leaders possess all the traits discovered at the same time, and many non-leaders may possess most of all of there.

The point here however is that it is not the trait per se that matters (though it helps to some extent) but the style adopted by the leader. A not too academically sound leader

may even administer or run an organization successfully than some professionals. This may not be unconnected with the fact that while a professional may think he knows all, the other leader will rely on exchanging ideas and seeking suggestions from his subordinates.

Autocratic Style

This is yet another counter view to participatory leadership style. The argument here is that attainment of goals is faster. This is highly fallacious as such processes as lack permanence and are open to all sorts of abuses, ranging from corrupt practices, financial abuses, lack of accountability, transparency and conversion of public property to personal use.

This leader indulges in continually pushing for production. He is prominent in issuing orders, telling and announcing deadlines to be met. His style is exemplified by military approach in its extreme forms'. The leader believes in command, giving disruptive orders and making unpalatable statements to the subordinates instead of encouraging them.

As we noted earlier, men have ego and want respect and once these are not there, the end result is that the subordinates easily "chicken out" and rather than making efforts on their jobs, they think of their personal survival and seek solace elsewhere.

The participatory style no doubt has great benefits to organizations. It can be likened to the case of a man carrying a load compared to when two persons carry the load. Two or more heads, as the saying goes, are no doubt better than one.

As a result of the ambiguity in the style, some researchers have advocated "benevolent autocracy" by managers (leaders), towards their subordinates.

Two of the most articulate arguments for this position were developed by Robert McMurry and by Harold Leavitt and Thomas Whilsler. One of their arguments is that participative, management may be interpreted by employees as their right to veto managerial decisions and to generally become lax in their work behaviour.

This however cannot be completely true. As we shall see later, there are many techniques to participatory management and the ultimate is efficiency and effectiveness. Leaders and subordinates can generally make suggestions and bring forth ideas which are analysed and of course, the most plausible idea or suggestion is taken for consideration and indeed subject to reconsideration if found wanting. The principle of participation is dialogue and compromise or consensus. No single party dominates or considers the other party as inconsequential.

The Contingent or Situational approach to Leadership

The contingent or situational approach takes a middle road position claiming that no one style is the best but rather the style used by the leaders is contingent upon the situation at a given point in time.

We shall take some leading theorists in this regard for the purpose of analysis. The theorists are Fred Fiedler and Robert Tannenbaum and Warren H. Schmidt.

Fielder's theory implies that leadership is any process in which the ability of a leader to exercise influence depends upon the group task situation and the degree to which the leader's style, personality, and approach fit the group". In other words, it is situational factors and the interaction between a leader and the situation that makes an effective leader.

Tannenbaum and Schmidt align with Fiedler, but maintain that three variables should be analyzed". These are forces in the leader, forces in the followers, and forces in the situation.

The forces in the leader according to them, include the value system of the leader, his confidence in subordinates, the leadership inclinations and feeling of security in an uncertain situation. All these will inform the leadership style.

The forces in the subordinates include their willingness to follow and this can be premised on whether their "high needs" are met. The effective leader is therefore the one who can identify the different situational needs of the subordinates and fulfil them. Leadership is followership86. It is therefore, useful for leaders to understand the forces at work within group members. According to Tannenbaum and Schmidt, such understanding can help the leader structure his or her own behaviour or style.

The forces in the situation include the type of organization, the effectiveness of the work group, the type of problem or task and the pressure of time for decisions to be made.

The stand of Fiedler and Tannenbaum and Schmdt is quite clear. There is no doubt that certain situations may call for a particular leadership style. For example, emergency situations or the pressure of time for decisions to be made.

The leader in his wisdom can in this situation take a decision on behalf of the group. However, the snag is that he should in no distant time (say within 48 hours) brief his subordinates, whose contrib'utions he must be willing to consider. In this wise, he would have been democratic.

The forces in the leader should also not be a barrier. Leadership behaviours can be learned. Leaders should be trained in this regard and where they remain adamant, they should be shown the way out. A leader who knows his onions and has no skeleton in

his cupboard should have confidence in his subordinates and have a positive inclination towards them.

Values or benefits of participation

1. Participation is an effective countermeasure for apathy". It makes people's attitudes and morale to change as they become "ego-involved",. in decisions in which they have had a part. Participation means mental and emotional involvement of a person's self, rather than just his skill". Thus, he gets committed in tab small measure and acquires a greater sense of responsibility for making the agreed upon course of action succeed rather than being indifferent.

2. Participation helps to improve the quality of managerial decisions. This is because a wide range of alternatives and their consequences are brought to bear on the decision process. It brings to the fore, the saying that two heads are better than one. As a matter of fact, when there are combined talents and abilities of many people working on a problem, the tendency will be for a better decision than when a single person or a few attempt to do so alone. When people brainstorm, they are more likely to generate many ideas towards solving complex problems than when one man unilaterally does so. By the same token, it may cancel a poor plan by management thus saving many headaches.

3. Participation also facilitates acceptance of change. Subordinates will like to resent change that is imposed upon them unilaterally, more so that they may not know whether their interests have been properly considered. However, when subordinates participate to work out the nature and mechanics of a proposed new system, they can analyze all the possible objectives and ramifications and decide for themselves whether it is

feasible". When leaders fail to carry their subordinates along, they succeed in making them "change-oriented" subordinates or "radicals".

4. Participation increases subordinates trust on management. Because they participate, they see things the way they are and this brings about less rumour-mongering and ill-feelings. When there is a feeling of trust and confidence in organizations, peace, progress and stability may not elude such organizations.

5. Employee development is substantially enhanced by participatory management. Participation programmes give subordinates an opportunity to work on projects and problems that they would ordinarily never encounter under the authoritarian management.

6. Participation brings about improved communication (upwards and downwards) in organizations. Similarly, it brings about horizontal or diagonal communications. This is a rare value in participatory leadership unlike the Authoritarian leadership where communication is "one-way" from the leader to the subordinates.

7. Participation creates a closely-knit relationship and has effects upon the morale of the subordinate. The very act of consulting a subordinate means that the boss (leader) values the subordinate's knowledge and abilities, which is a form of recognition. The ego in man makes him to want to be recognized and respected for what he is and can afford. Being more closely identified with their jobs and with the organization, subordinates are less likely to quit, to be absent, or to express serious discontent.

8. Participation also encourages subordinates to accept responsibility for activities. They become responsible subordinates who will want set goals to be achieved rather than sabotaging them because they are not involved in

setting the goals. A subordinate who is actively involved in something may naturally be committed to carrying it out".

9. Participation affords a more peaceful manager (leader)–subordinate and management–union relationships. This is because when there is involvement of subordinates in the decisions made, the notions of murmurs, strikes, variabilities, instability, spontaneity, showdowns, demonstrations, riot among other signs of disenchantment or discontent will be largely nipped in the bud,

10. Participation similarly affords greater ease in the management of employees or subordinates. Because subordinates are part of the decisions made in the organization, they will be more committed to its implementation, resist radicalism, shun absenteeism, strike actions, or the zeal to cause disorder and have their trust and confidence on management enlarged. As a result, managers (leaders) will have less headache in thinking of how to manage their subordinates and similarly, fewer disciplinary actions will be applied.

11. Participation saves time, and waste. When workers embark on strike, it is because their demands are not met or they are not satisfied with certain developments or occurrences in the organization, and this is because they are not being carried along. When workers are actively participating in organizational matters, attempts at strike actions which breed loss and waste will be highly minimized.

Some suggested participation methods and activities that can be useful in organizations.

1. Frequent or Regular meetings: This requires of the leader to meet with the subordinates or their elected representatives at scheduled or unscheduled intervals. It could, for example, be weekly, bi-weekly or fortnightly (although some can also be daily). The meeting will depend on the situation

of things on the ground or better still for the leader to keep the subordinates abreast of developments in the organization, seeking their views where necessary, or to pass on information and directives to them or to involve them in group discussion for the purpose of decision making or implementing decisions. This can be done at any level of leadership or management be it top management, middle-management or the supervisory level.

2. Individual participation: Although this has some grave implications, it can still serve as a participation method. Here, the leader can pick subordinates in their individual capacities to seek suggestions or ideas from them. The implication is that he decides who to liaise or discuss with and can deliberately leave out some. In this case' the group does not meet. However, individual participation is as bad as autocracy because it is not collectively representative and the individual subordinate's ideas may just be very subjective and witch-hunting. Some may want to seek their personal goals rather than group goals and as Robert Mitchell puts it (in his Iron Law of oligarchy), a few will end up controlling the organization.

3. Consultative leadership. Here, a leader can call a meeting of all his subordinates whenever the situation requires, to obtain their ideas on some organizational problems. He presents the problems and seek questions, suggestions, ideas or criticisms. He may also present a solution for the subordinates to deliberate upon but he would have assured them that such solution is not final but subject to change or bow to a superior solution. Alternatively, the leader can present a problem to the subordinates, seek their suggestions but make the final decision, taking into account the suggestions from the subordinates. Thus, the subordinates would have participated and the decision based on consensus.

4. Democratic leadership: This is similar to the consultative leadership except that the leader here does not provide any solution to problems or have the final say but would rather have a joint meeting with the subordinates and there and then consensus solution will be arrived at based on mass contributions. His role is simply to preside over the meeting and make contributions (not binding contributions) where necessary. This is not to suggest that he relinquishes his authority as the leader but he shares it with the subordinates.

5. Suggestions arrangements through boxes or letter writing from subordinates: This is another method of participation. Here, the leader establishes a formalized system whereby the subordinates are encouraged to comment on or submit suggestions or ideas that can improve the organization. The snag here is that the subordinates will have less interest.to do so since they may be afraid of reprisal or such suggestions being thrown into the dust bin. Therefore, the leader can use the payment of monetary awards to induce contributions. In this case, a means of ensuring participation is established and encouraged and it provides an avenue for upward communications as most subordinates would have been insulated from their leaders. The point however is that the leader has to be sincere enough in treating the suggestions.

6. Standing advisory committee or multiple management: In this case, the leader can constitute a standing committee or group within the organization or what can be called a junior board of executives to always look at issues or problems affecting or emerging in the organization and make recommendations to him or her as the case may be. This board will be held in high esteem by the leader and its recommendations taken very seriously. The board members do not need to be representational but a system will be devised whereby the members can be rotational or at least have a way of

coming in and going out of the board at intervals. Thus, every subordinate will have the opportunity or chance of becoming a board member. Those who are there at a particular time will want to strive to leave a good legacy. The leader need not be part of the suggestion process but may have to make a choice from the very few suggestions that will be made. It is like a "Senate' representing both the leader and work ers (subordinates).

7. Collective bargaining: Here, the leadership at the top recognizes the subordinates elected representatives to negotiate with it on matters affecting them in the organization. These representatives who are also workers in the same organization will help to relate with the leadership (management) or such matters as salaries, pension plans grievance procedures, benefit plans, compensation plans, leave and leave bonuses or allowances, discipline, promotions, health matters, etc. The compromise reached must be binding on all and fully implemented to earn full participation.

8. Departmental representations: Here, each department in the organization elects a representative who will from time to time hold meetings with the leadership and brief members of the department on developments on a regular basis. By the same token, the representative will forward the suggestions or ideas of the departmental members when meeting for consideration. In this case, there will be participation.

9. Workers council: A workers' or subordinates council can be constituted not necessarily unionized but will be made up of respected workers whose views the workers hold in high esteem. The workers will bare their minds to these men among them who will then put the issues across to the leadership or management. The leadership will have no alternative than to recognize them knowing fully well that they are opinion leaders who can cause serious harm to the organization if their views are not respected. This group plays a significant role in creating a balance in the organization.

10. Subordinates/Union-Management Cooperation: It was decided to bring this suggestion last because of its various dimensions. Indeed, 'it has been found to be very useful in organizational goal attainments and devoid of rancour. The system implies that both leadership (management) and subordinates jointly assess problems, set goals, set standards, set targets, and fashion out means of attaining them. Thus,, a formal program of cooperation and consultation between the leadership and subordinates or their union is made to solve problems and improve effectiveness and efficiency for the mutual benefit of both the workers and the organization.

The programme can be with incentives or non-incentives. The one with incentive implies that once the set targets are met, the excess can be converted into monetary benefits and shared among subordinates. The non-incentive type will not attract such opportunities or benefit. Overall, subordinates will feel a sense of participation ?yid this can actually bring about harmony and stability in organizations.

Typical examples are Management by Objectives (MBO) popularized by Peter Drucker; Total Quality Management (TQM) which hinges on joint co-operational efforts towards improving the quality of goods and services for benefit of the end users (consumers). The Scanlon plan originated by Joseph N. Scanlon which hinges on participation on incentive basis or a system of rewards; theory Z (the Japanese approach) coined by W. Ouchi, an American exponent of Japanese management style. The theory hinges on a high degree of mutual trust and loyalty between management and employees (subordinates) with decision-making shared at all levels among others.

Conclusion and Recommendations

There is no gainsaying the fact that participative leadership (management) is a sine-qua-non to organizational effectiveness and efficiency. The situation in some of our public organizations where the leaders behave as if they are "Lords" or "Tin gods" should be

condemned. There is no doubt that these attitudes cause a great harm to public organizations in attaining their set goals successfully.

Government should as a matter of urgency re-orientate public organizational leadership to be democratic.

As was mentioned earlier, participation is not a passing fancy. It is rooted deep in the culture of free men around the world, and it is a basic drive in man. When ideas and suggestions are sought from subordinates, they will be challenged and will want to be committed to the set goals for which their ideas and suggestions were sought.

Leaders (managers) should realise that no man is a repository of knowledge. A team work will bring about commitment and progress in productivity. Subordinates should be given an opportunity to direct their initiative and creativity toward the goals of the organization.

Participation differs from "consent" seeking which entails only the creativity and ideas of the leader who brings his idea to the subordinates for their approval rather than their initial contribution to the idea. Participation is a two-way psychological and social relationship among people rather than a procedure imposing ideas from above" and it should be embraced as a solution to the persistent ineffectiveness and inefficiency of most of our public organizations.

Participation, no doubt is not without some barriers but generally, it can be very useful and far outweighs any autocratic approach.

We recommend therefore, that a continuous training programme be evolved where public organizational leaders are exposed or educated in participatory leadership, and that there should be a legislation (law) making it mandatory for all public organizational leaders in Nigeria to be participatory in their approach, Also, these leaders should be

evaluated individually and where they are unwilling to embrace participation, they should be shown the way out by those (Government) who appointed them. Finally, the Government which appoints public officers should itself be very democratic to enable it champion the course of democracy or participation in public organizations.

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83. See Robert McMurry et al in Hick and Gaullett op. cit., pp 483 - 484.

84. Koontz et al. op cit p. 667.

85. See Tannenbaum and Schmidt "Continuum of Leadership Behaviour" in Hick and gullet op cit., pp. 485 - 489. See also Chruden and Sherman, op. cit pp. 292-297.

86. Beach op cit., p 563.

87. Chruden and Sherman op cit op 282.

88. Beach op cit.

89. Ibid

90. Ibid

91. Chruden and Sherman op cit p. 283

92. These methods were generally discussed in Beach op cit. pp 567 577 and they informed the basis for some of the methods suggested.

93. Chruden and Sherman. op cit.