Strategic Communication as a Means of Resolving Conflict among Academics in the Nigerian Public Universities

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Abstract: The aim of this paper is to present a theoretical survey of resolving conflict among academics in the Nigerian public universities. The paper tends to adopt the theoretical research methodology, which permits the use of secondary data obtained from the literature reviewed. Though researchers have focused on different aspect of conflict in Nigerian organizations including the universities, there appears to be very little in the area of the quality of communication in handling the range of internal and external conflicts in these institutions. However, there is the fear that without this critical connection, intervention efforts will yield very minimal results. It is in line with this perspective that this paper is presented. This paper adopted recommended standpoint strategic communication, which is a key ingredient for resolving conflict. It also made a case for a robust training for all stakeholders in the education industry in this critical area of strategic communication. It is evident that full benefit of collective bargaining will be fully realized, which tends to support the provision of the transformation agenda of the present Nigerian administration.

Keywords: Conflict, University, Strategic Communication, Management

1. Introduction

Conflict has become a fundamental aspect of human societies and highly inevitable in any organization. Historically, it has been evident that people, groups in the societies and communities have often disputed and competed against each other over scarce commodities and resources such as land, money, political power, and ideology (Zhimin & Ramani, 2012). Conflict is seen as a disagreement over social issues, beliefs and ideologies (Tillett & French, 2006). Thomas (1976) defined conflict as "the process which begins when one party perceives that the other has frustrated, or is about to frustrate, some concern of his" (p.891). Tillett and French (2006) defined conflict as "when two or more people perceive that their values or needs are incompatible" (p. 9). However, Cahn and Abigail (2007) gave a different definition of conflict, saying it exists when there is a problematic situation, differing perceptions and desired outcomes, interdependence, potential to adversely affect the relationship if unaddressed and a sense of urgency. From the above definitions it is obvious that there is no single definition of conflict; and because of its diverse definitions, perception of it also varies, hence it therefore means that conflict can affect everyone to different degree (Leung, 2009).

Several studies (Zhimin & Ramani, 2012; Leung, 2009; Tillett and French, 2006; Onyeonoru, 2005) conducted in advance world of America, Europe, and in some parts of Asia have shown that effective

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communication as a part of strategic management leads to conflict resolution between and among actors (government, employers & employees). However despite these great successes recorded in these parts of the world on the usefulness of this crucial aspect of conflict resolution, there is very little evidence to show that such studies have been carried out in Africa, especially in the Nigerian environment. As obtained in the literature, there are different sources of conflicts which have been identified over the years. Some of the major sources according to Plunkett and Attner (1989), are shared resources; differences in goals; difference in perceptions and values; disagreements in the role requirements; and nature of work. Ghaffar (2009) equally identified poor communication; competition for scarce resources; incompatible goals amongst other as sources of conflict. Evidently, these could be identified in Nigerian university system. The Nigerian university system appears to have been crippled by both internal and external conflicts such that the mandates of these institutions are hardly realized. This sentiment is validated by the poor performance of our universities on the ranking tables. Policies regarding implementation of collective agreement has been found to be an important aspect for conflict resolution, reducing industrial action and creating atmosphere for mutual relationship, yet there is little evidence for the implementation of such policies in Nigeria especially in tertiary institutions.

It is common knowledge that Nigerian universities have not featured in the first 100 universities in the world. The complication deriving from the situation on ground tends to vitiate the common assumption that conflicts are inevitable in contemporary organisations. Interestingly, a number of researchers have discussed different aspects of conflicts and the Nigerian educational system (Ejiogun, 1990; Adeoti, 2003). It would appear that the focus of most of these researchers is on the cost benefit analysis of industrial conflicts in universities especially at the instance of the Academic Staff Union of Universities (ASUU). Opinions tend to favour ASUU against the government on issues of strikes and the failure to sustain development via education. What appears neglected in all of this is the place of strategic communication in dealing with issues of conflicts in the Nigerian university's system. This paper therefore, will discuss the connection between communication and industrial harmony in Nigerian universities. The paper shall operate within the framework of strategic communication which is the core component of strategic management.

2. An Overview of Nigerian University System

Universities in Nigeria emerged as a result of the need by the colonial administration to raise civil servants for the purpose of the anticipated new government at independence. The first concerted effort to provide higher education according to the report of the Nigerian Pioneer 1934 was the establishment of the higher college Yaba through which Nigerian men and women could obtain degrees of British universities in pursuant of the man power training need of the emerging new nation. To fine tune the product of the college and open new vistas for higher education for the West African sub-region, the colonial administration set up two commissions- the commission of higher education in West Africa and the commission of higher education in the colonies, both in 1943.

The joint operation of the two commissions led to the establishment of the University College Ibadan in 1948 but which would function as an affiliate of the University of London. It was soon discovered that the University College Ibadan was not able to cater for the needs of the region. Thereafter, between 1960

and 1962, four other Universities; University of Nigeria Nsukka, University of Lagos, Ahmadu Bello University, Zaria and University of Ife, now Obafemi Awolowo University were established. It was also at this period that the Nigerian University Commission was established to streamline operations while at the same time respecting the uniqueness of each of them. Between 1972 and 1975, Universities were founded in Benin, Calabar, Ilorin, Jos, Maiduguri, Port Harcourt, Sokoto and Kano. It would appear that emphasis was on giving Nigerians more Universities but without proper provisions for handling internal and external conflict. Even with coming on bound of more State Universities, the problem got more complicated. As at the last count, Nigeria has 129 Universities spread across the Federal Government-40, State-39, and Private-50.

In spite of the increased number of universities, access to quality education still remains an issue. This has been highlighted by the former executive secretary of the Nigerian Universities Commission, Prof. Peter Okebukola. According to him more than 800,000 candidates could not get admission to universities; this alone is a major source of crisis. Other related issues are inadequate funding, inconsistency in government policies, decay in infrastructure and erosion of autonomy of universities. All these have impacted negatively on the quality of tertiary education in Nigeria (Oni, 2012). With the internal pressure created by different branches of the academic staff union of universities (ASUU), the stage appears to have been set for Nigerian universities to have many conflicts which should be address strategically. What we have seems to be a very belligerent approach by the union whereas what should be in place should be a process of constructive engagement.

As a result of the orthodox processes of seeking redress, ASUU has been presented as a warlike organization opting for extreme grievance settling mechanism. Right from 1978, Nigerian public universities have witnessed full closure as a result of strikes. In addition, between 1980 and 1981, Nigeria public universities were not in session close to a year, similarly, between 1992 and 1995, these universities lost close to two sessions as a result of strikes. In a similar direction, the public universities have gone on strikes at least four times as a result of different levels of grievances between 2011 and 2013 (Isa, 2012). In some cases ASUU has resorted to court cases but without much respite. A clear picture of these conflicts is presented in Table 1:

Table 1: Conflict in the Nigerian Public Universities

Date	Staff University	Groups involved	Cause(s)/Effects	
June, 1995	UNILORIN	ASUU vs. University	Non-payment of excess workload	
		Administration	allowance	
Dec. 1995	O.A.U	ASUU vs. University	Mass failure in the faculty of	
		Admin	Pharmacy	
April 1996	All Universities	National ASUU vs.	Stalled negotiation on welfare	
		Federal Govt.	package leading to the banning of	
		ASUU		
August 1999	All Universities	National ASUU vs.	Demand for improved conditions of	
		Federal Govt.	service (strike action)	
March 2000	All Universities	NASU vs Federal	Nonpayment of certain allowance	
		Govt.	enjoyed by academic staff	
April 2000	Edo State	Lecturers vs. Edo State	Demand for increase subvention	

	University	Govt.		
April 2000	LASU	Lecturers vs. Lagos State Govt.	Opposition for the reappointment of the VC for the second term resulting to the sack of 22 lecturers including 6 professors	
Oct. 2000	All Universities	NASU Vs Federal Govt.	Non-payment of examination administration allowance (strike action)	
Jan. 2001	UNILORIN	ASUU vs. University Admin	Demand for reinstatement of retrenched lecturers	
Feb. 2001	All Universities	ASUU Vs Federal Govt.	Need for increased funding of Universities	
Feb. 2001	All Universities	SSANU vs. Federal Govt.	Nonpayment of examination allowance (strike action)	
March 2001	UNILORIN	ASUU vs. University Administration	Demand for reinstatement of retrenched lecturers, leading to closure	
May 2001	UI	Lecturers Vs ASUU Executives	Non-joining of strike by some professors leading to physical assaults.	

Source: Alabi (2002). http://unilorin.edu.ng/journals/education/ije/dec2002.

NOTE:

ASUU: Academic Staff Union of Universities

SSANU: Senior Staff Association of Nigerian Universities NASU: Non Academic Staff Union of Universities

LASU: Lagos State University

OAU: Obafemi Awolowo University

UI: University of Ibadan UNILORIN: University of Ilorin

In addition, Statisense (2013) has further given an elaborate chronological break down of ASUU strike from 1980. As it claims that statistics obtained from the National Universities Commission revealed that since 1980 to 2013. ASUU has embarked on strikes over 23 thereby marking every year with strike. Analysis given by the author is depicted in Table 2.

Table 2: ASUU Strikes (1980 and 2013)

Year

1980 ASUU embarked on an industrial action because of the threat of termination of the

appointment of six lecturers from University of Lagos.

ASUU embarked on further strikes to demand funding for the universities, the reversal of

the problem of brain drain, poor salaries, and conditions of service, including the

	improvement of entire university system.
1983	There was negotiation on the Elongated University Salary Structure (EUSS) and this became an issue of dispute in 1988 because of the lack of implementation of this prior agreement.
1984	ASUU went on strike to oppose deregulation of the economy and to resist military dictatorship.
1985	The union embarked on strike to resist the military regime and its authoritarian decree 16 of 1985.
1986	ASUU went on strike to protest the introduction of Structural Adjustment Programmes (SAP) by Ibrahim Babangida's administration.
1987	ASUU went on strike to demand the implementation of Elongated University Salary Scale and to establish a joint negotiation committee between ASUU and the federal government.
1988	Strike against the effects of imposed Structural Adjustment Programme.
1992	Went on strike due to the failure of negotiations between the union and the federal government over the working conditions in Nigerian universities.
1993	ASUU was banned again because it refused the order of Industrial Arbitration Panel (IAP) to suspend industrial action and return to negotiation table.
1994	ASUU embarked again on a strike to demand renegotiation of agreements reached in 1992, the reinstatement of over eighty lecturers whose appointment were terminated.
1996	ASUU embarked on strike due to the dismissal of the ASUU President Dr. Assisi Asobie.
2001	ASUU declared industrial action on issues related to funding of universities, but also seeking the reinstatement of 49 sacked lecturers at the University of Ilorin for taking part in previous industrial action in 2001.
2002	ASUU embarked on a strike to protest the failure of the Government of Obasanjo to implement the 2001 agreement.
2003	ASUU embarked on further industrial action due to the non-implementation of previous agreements, poor university funding and disparity in salary, retirement age and non-implementation.
2007	It was the same agitation of salary increment and other reforms in the education sector the ASUU cried on in 2005 that led to the strike in 2007, ASUU went on another strike for three months.

2008	It held two one-week "warning strikes" to press on a range of demands, including an improved salary scheme and re-instatement of 49 lecturers who were dismissed many years ago.
2009	ASUU embarked on an indefinite strike over disagreement with the FG on an earlier agreement reached. After three months of strike, in October 2009, a MoU was signed and the strike was called off.
2013	July 1st, 2013 Current industrial action started: Aug 20th makes 50 days

Source: Adapted from Statisense (2013)

Further, as identified by Statisense (2013) the major causes of strikes amongst others include: salary parity between ASUU and the other staff unions in the University, poor implementation of agreement by Federal Government, review of salaries, review of fringe benefits and allowances, increased university autonomy (Bankole, 2010), appointment of governing councils, appointment of Vice-Chancellors, modification of NUC roles in universities, minimum standards of accreditation to be handled by universities, restructuring of NUC, improved level of funding (Tillett and French, 2006; Onyeonoru, 2005), transfer of landed properties to universities, Government patronage to university consultancy, reduction of JAMB's role in admission amongst several others." However, the net effect of these conflicts is the decline of in the output of the academic staff, the entire university workforce and a dimension of increased staff turnover (Brahm, 2007). Thus there is the need for alternative procedure to handle conflicts in our institutions. Herein lies our recourse to strategic communication. This prescription stems from what Fajana (2000) considers as a failure of the operators of the universities and the employees to reach agreement on the core issue of the engagement. Akanji (2005) observed a clash of interest between the operators and workers in the system. These situations according to Onyenuonru (2005) are manifestation of industrial conflict which expresses dissatisfaction within the employment relationship. What appears to emerge from the situation on ground is that conventional approaches to conflict management in Nigerian Universities have failed. The provisions of the laws of industrial relations in the Nigerian Labour Act have not also helped matters ((Akinwale, 2011; Bankole, 2010; Tillett & French, 2006; Onyeonoru, 2005).

3. Federal Government and Nigerian Educational System

No country can survive and develop without proper education. Nelson Mandela sees education as the greatest weapon to change the world. Levi Obijiofor in his article published in the Guardian Newspaper of Saturday, August 29, 2009 "ASUU: Same Old Story", "The Guardian revealed precisely how funding allocated for university education has dropped drastically. In 1999, the budgetary allocation was 11.12% which eventually plummeted to appalling figure of 5.48 percent in 2008. In 2009, the Guardian Newspaper allocated 10.6% of the budget to university and later dropped to 6.4% in 2010; 6.2% in 2011; 8.43% in 2012 and 8.7 percent in 2013 (*see table 3 & 4*).

Table 3: % of Budgetary Allocation for University Education in Nigeria (1999 and 2013)

S/N	Year (s)	Budgetary Allocation (%)	
1	1999	11.12	
2	2000	4.51	
3	2001	7.03	
4	2002	6.11	
5	2003	4.75	
6	2004	4.54	
7	2006	6.55	
8	2008	5.48	
9	2009	10.6	
10	2010	6.4	
11	2011	6.2	
12	2012	8.43	
13	2013	8.7	

Table 4: Budgetary Allocation (University Education) of Some Selected Countries

S/No	Country	% Budget A	Allocation to	Position
	,	Education		
1	Ghana	31.0		1st
2	Cote d' Ivore	30.0		2nd
3	Uganda	27.0		3rd
4	Morocco	26.4		4th
5	South Africa	25.8		5th
6	Swaziland Mexico	24.6		6th
7	Mexico	24.3		7th
8	Kenya	23.0		8th
9	United Arab Emirates	22.5		9th
10	Botswana	19.0		10th
11	Iran	17.7		11th
12	USA	17.1		12th
13	Tunisia	17.0		13th
14	Lesotho	17.0		14th
15	Burkina Faso	16.8		15th
16	Norway	16.2		16th
17	Colombia	15.6		17th
18	Nicaragua	15.0		18th
19	India	12.7		19th
20	Nigeria	8.4		20 th (<i>Last</i>)

Source: World Bank (2012)

It can be depicted from *table 4* that in Nigeria, the total federal allocation to education has been on the decline. This implies that the lots of education have actually gone from temple to abattoir, hence the allocation of a diminishing fraction of the Gross Domestic Product (GDP) to education perpetually brings about a huge danger to the country's long-term growth and developing prospects. The lingering under-funding in the educational sector especially in Nigerian public universities had embraced a collection of cost-sharing procedures to subsist. In some public universities, grants and allocations were never paid which invariably gives room for multiple payment for students. This multiple fee includes: school fees, acceptance fees, course registration, accreditation and certification, sports, identity cards, medical fees, library fees, laboratory and transcript. These fees vary from one public institution to another. The rationale for these chronic charges is a clear indication of government's insensitivity and failure to sufficiently fund all levels of education. This makes education to be only for the rich while the less privilege strives to excel.

The work environment in many of these public universities is schools is terrible, exceptionally intolerable. This could be the reason why Nigeria universities has failed to attain any remarkable and noteworthy position in world global ranking. Additionally, the ratio of academic staff to students in many universities is 1:100. National Open University of Nigeria (NOUN) teaching staff to students is 1:213; the teaching ratio in University of Abuja (UNIABUJA) teaching staff is 1:120; while Lagos State University (LASU) teaching staff to students constitute 1:140. In contrast, in Harvard University,

teaching staff ratio to students is 1:4; Massachusetts Institute of Technology is 1:9; and Cambridge University is 1:3.

The needs to increase the funding for university education has become inevitable especially in the subsequent years to meet up with prescribed UNESCO's 26%. It is dismaying to note that Nigeria spends less than 9.0% of its yearly budget on university education compared with other African countries. World Bank (2012) report on the yearly budgetary allocation of university education for twenty countries worldwide shows that Nigeria is at the last position with percentage allocation to the education sector at 8.4%. Countries like Ghana with 31.0% occupied the 1st position; Cote d' Ivore occupied the 2nd position with 30.0%; south Africa, Tunisia and Kenya 5th, 13th and 8th position with percentage allocation to education sector at 25.8%, 17.0 and 23.0% respectively.

4. Communication Demands of the University System in dealing with Conflicts.

The evaluation of ASUU as a fighting organ actually followed the successive destruction of education (Kazeem, 2009). This stand presents Government and ASUU at two opposing camp with very little opportunity for reproachment. This position has implication for communication. There is usually the challenge of trust in the negotiation between Government and ASUU. In a media note recorded as www.facebook.com, the president of ASUU, Professor Ukachukwu Awuzie accused the Federal Government of playing politics with the (education) sector. Prof. Awuzie was also reported to have "regretted" what he described as the propaganda to give ASUU a bad name, insisting that nothing could change the Union's resolve and the Union continue with the strike until the Federal Government returns to the negotiating table" Awuzie also noted that teams from the Federal Government hardly obtained the mandate of their principals to abide by the principals of collective bargaining. There are also insinuations that the Federal Government would always desire to keep the student at home during elections and at any time an unpopular decision against the masses of the country would be taken. Another dimension to the distrust has been the dichotomy between the Federal and State Government, especially when some States are governed by the opposition parties. In the Vanguard Q&A segment in August, 27th, 2007 "FG/ASUU Collective bargaining agreement and federalism in Nigeria: what follows", there was reference to the Federal Government claiming that State Government was constraining it to abide by the terms of the agreement.

5. Breach of Collective Bargaining

In 1978, the Uthman Mohammed Commission report included an instrument that empowered the Federal Government to usurp the disciplinary function of University Governing Councils. This led to the Federal Government dismissal of some universities teachers. In 1980, President Shehu Shagari directed the council of the University of Lagos to remove six academic staff following the Justice Belonuru's Visitation Panel report. Incidentally, in 1980, the Supreme Court gave judgment in favour of the academics. In 1987, the Minister of Education, Professor Jibril Aminiu dismissed Festus Iyayi, President of the University of Benin ASUU as a result of the imposition of Professor Grace Alele Williams as the University's Vice-Chancellor. If Nigerian universities would be considered as learning organisation, they would be expected to evolve a learning culture, encourage the free flow and exchange of information, commit to learning and formal development; insist on learning from experience and create a

climate of openness and trust (Nakpodia, 2009). It appears that these criteria are manifest in our universities in varying degrees. With regards to the trust and openness criteria, we can argue with certainty that the universities and their proprieties have not been very high on the scale.

6. The Place of Strategic Communication in Managing University Conflict

According to Waldt (2004), strategic communication is an aspect of corporate communication. The full range of corporate communication would include managerial communication, organisational communication, public relations and marketing communication. As a component of the general organisation framework, strategic communication would draw from strategic management. Strategic management generally is the process of specifying objectives, developing policies and plans to achieve these objectives, the critical parts for strategic managements include situation analysis, objective setting and the setting of objective planning. These are tied to the broad vision of the organisation and in this case, the university.

The major task of strategic communication involves informing, convincing, and persuading in such a way that we communicate value, share belief and identify a common focus. The constant spate of denial, accusation and counter-accusation after most sessions of negotiation between ASUU and the Federal Government do not tend to show a lot of understanding of the requirement for strategic communication. Indeed, what is expected is a platform to create mutual relationship, match and lead one another in communication scenarios. This level of communication according to Grice (1975) should be simple, concise and full of courtesy and dignity. That way, communication should be to negotiate rather than manipulate. Both parties are expected to build consensus and at the same time empower each other in such a way as to keep the confidence of all participants. It is that level of communication which according to Hagee (2006) that is called the peak of communication. It's that brand of communication that expresses the symphony of souls, exhibiting absolute honesty in an open mind.

Incidentally, the experience with our universities does not in any way suggest that the operators and stakeholders have internalized the processes of strategic communication. Rather, just as has been noted by Black (2010), many of the operators and stakeholders in our universities fall into the mould of liberals and radicals and not humanists. There is therefore the need to reinvent the glory of our universities starting with a conscious effort to train men and women with the right frame of mind, who must see the education of the next generation as a calling, rather than just another job. By the same token, those who must oversee the ministries of education at all levels must also be trained in the art of gentle and subtle persuasion with the intention to negotiate and not manipulate. The Government and all promoters of tertiary education must commit to a measure of autonomy to bring out the best in the faculty, staff and students.

7. Conclusion and Recommendations

Evidently, in the literature reviewed above the initial motivation for universities in Nigeria was to provide the critical workforce for the emerging nation. That expectation tended to have influenced the quality of the staff. Whatever virtues these staff had were perhaps drawn from their religious affiliations and perhaps from their different cultural backgrounds. With the declining fortunes of our institutions as

well as the overall economic profiles of the nation, tensions began to mount culminating in what Okigbo (1997), described as "the crisis in the temple". However, a sustainable programme of strategic communication as stated by Grice (1975) would be a strong panacea to create a change. This prescription would serve the objectives of the transformational agenda of the present Government of Nigeria.

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