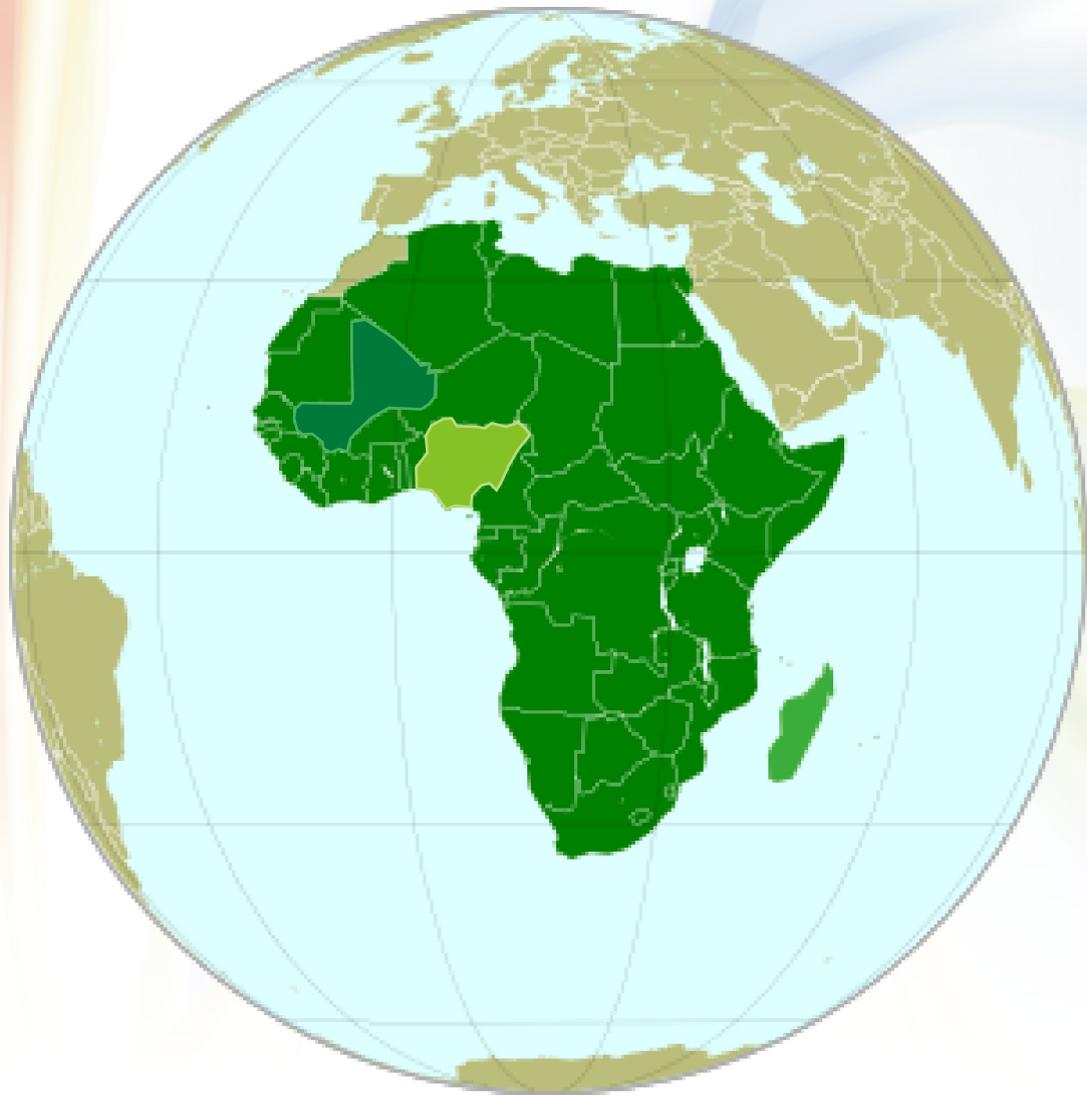


AFRICAN JOURNAL

OF SOCIAL & BEHAVIOURAL SCIENCES



VOLUME 9, NUMBER 1
MAY, 2019

CONTENTS

LEARNED HELPLESSNESS: A THEORETICAL REVIEW Alex Igundunasse & Johnson Sanmi Ibidapo	1-12
EVALUATION OF ADHERENCE OF JOURNALISTS TO THE CODES OF JOURNALISM PRACTICE IN ENUGU STATE Chima Alexander Onyebuchi, Paul Martins Obayi, Chidera M Udorah & Benjamine Onwukwaluonye	13-37
REFORMING THE NIGERIAN CIVIL SERVICE PERCEPTION SURVEY ON: ISSUES IN SUCCESSFUL IMPLEMENTATION Umar Elems Mahmud & Yusuf Abdullahi Ogwuzebe	38-53
OCCUPATIONAL STRESS, TRANSFER AND AGE AS PREDICTORS OF JOB SATISFACTION AMONG IMO ANGLICAN CLERGYMEN Ann Ukachi Madukwe, Ethelbert C Njoku & Charles Chidubem Dinneya	54-69
PEACE BUILDING: A PSYCHOLOGICAL PERSPECTIVE TOWARDS NATIONAL DEVELOPMENT Samuel Laraba Baba, Shafa A Yunus & Sani A Oshishepo	70-76
THE IMPACT OF WORKFORCE DIVERSITY ON ORGANIZATIONAL DEVELOPMENT: A CASE OF ABIA STATE POLYTECHNIC (2012 - 2017) Michael Chinazam Ihemadu & Chinyere Odiche Atasie	77-95
EXAMINING PSYCHOLOGICAL THEORIES OF KIDNAPPING IN NIGERIA Ruwan Felix Ignatius Ibrahim & Andrew E Zamani	96-111
HUMAN RESOURCE MANAGEMENT FOR EFFICIENCY AND PRODUCTIVITY: AN EXPOSITORY APPROACH Paschal I O Igboeche	113-121
INFLUENCE OF LOCUS OF CONTROL AND FAMILY BACKGROUND ON CRIMINAL BEHAVIOUR Hadiza Ibrahim Dahiru & Sani A Oshishepo	122-132
ASSESSING THE PREVALENCE OF CRIMINAL CONSPIRACY AND CULPABLE HOMICIDE IN KADUNA STATE OF NIGERIA FROM 2014-2017 Ruwan Felix Ignatius Ibrahim, Faith Monday Ajodo & Andrew E Zamani	133-149
BORDER SECURITY AND THE OPERATIONS OF BOKO HARAM TERRORISM IN NIGERIA - Emmanuel N Iheanacho & Eudora U Ohazurike	150-160
POVERTY: THE BANE OF WOMEN DEVELOPMENT IN NIGERIA George I Okoroafor & Chiaka Umoh	161-175
CHALLENGES OF REGIONAL PEACEKEEPING: A CRITICAL ASSESSMENT OF AFRICAN UNION'S ROLES IN BURUNDI AND DARFUR Chidi P Anene, Chinonyerem U Njoku & Dennis U Ashara	176-188
TREASURY SINGLE ACCOUNT POLICY: AN INSTRUMENT OF PUBLIC ACCOUNTABILITY AND TRANSPARENCY OF THE BUHARI'S ADMINISTRATION (2015-PRESENT) George I Okoroafor & Ihuoma C Bernard	189-206

**TREASURY SINGLE ACCOUNT POLICY: AN INSTRUMENT OF
PUBLIC ACCOUNTABILITY AND TRANSPARENCY OF THE
BUHARI'S ADMINISTRATION (2015-PRESENT)**

George I. Okoroafor^{1*} & Ihuoma C. Bernard²

^{1,2}Public Administration Department, Imo State Polytechnic, Umuagwo, Nigeria.

*georgeokoroafor@gmail.com

ABSTRACT: The study focused on the Treasury Single Account policy as an instrument of Public Accountability and Transparency in Buhari's Administration. This paper argued that treasury single account policy as introduced by the Buhari's administration is a measure for instilling discipline, integrity, probity and scrutiny in the public service. It further argued that TSA has the capacity to close loopholes in the Nigerian financial system. The paper made use of secondary data and utilized content and descriptive method of analysis. It adopted incremental theory of Charles Lindbloom as its theoretical framework of analysis. The theory argued that government policy is based on the review, modification, adjustment and improvement on the previous policies aimed at solving a problem. The paper discovered that the introduction of TSA checkmates the high rate of financial malfeasance in the Nigerian public service. It concluded that there is significant positive correlation between TSA and public accountability and transparency in the public service. This necessitates stronger political will and requires that the major actors in TSA implementation should be accountable and transparent. It is however, recommended that the successful implementation of TSA requires accountability and transparency in the public service, collaboration among the levels and institutions of government, stronger political will as well as adequate management of the lapses and adverse effect of the TSA policy.

Keywords: Treasury Single Account, Accountability, Transparency, Public policy

INTRODUCTION

The absence of a solid unified structure of banking arrangement among the Ministries, Departments and Agencies (MDAs) of government does not promote efficient management of government resources (Odewole, 2016, p. 328). This is what undermines public accountability and transparency. The funds lodged into a fragmented multiple accounts were neither traceable nor disclosed to the Central Authority at the end of each budgetary year but they were rather paid into fictitious accounts (Eme, *et al*, 2015b). Jonah Otunla (cited in Obinna, 2015, p. 25) recalled that “there were more than 10,000 bank accounts in multiple banks which made it impossible to establish government consolidated cash position at any point in time and it led to pocket of cash balance held in MDAs account when government was out borrowing”. This affected the government ability to undertake cash planning and management as required by the Fiscal Responsibility Act. Thus, the fragmented banking system seems to be part of the factors responsible for the massive looting of public treasury,

misappropriation and illegal withdrawal of money (Okwe, *et al.*, 2015, p. 58), and financial leakages (Adebisi & Okike, 2017, p. 1).

To demonstrate his commitment to ensure restage financial scrutiny in the public service, President Buhari on the 9th of August 2015 invoked Section 80 (1) of the 1999 Constitution of the Federal Republic of Nigeria (as amended), which states that “all revenues or other moneys raised or received by the federation (not being revenues of other moneys payable under this constitution or any Act of the National Assembly into any other public fund of the federation established for specific purpose) shall be paid into, and one Consolidative Revenue Fund of the federation” by directing that all government MDAs should close all their accounts domiciled in commercial banks and transfer the balance to the federation account, that is; the Treasury Single Account (TSA). TSA, therefore, is a unified structure of federal government bank account that enables consolidation and optimal utilization of federal government cash resources. It is the account through which the federal government transacts all its receipts and payments and gets a consolidated view of its cash position at any given time (Yusuf & Chiejina, 2015). Eme et al (2015a) and Kami (2016) agreed that it is a measure of improving accountability and transparency as well as internally generated revenue. It is, however, believed as written by Adebisi and Okike (2016) that TSA is an efficient and effective means of managing government revenue generation and system that provide and enforce sufficient self control mechanism on revenue generation and budget implementation using a daily return from account balances of various MDAs into a central account.

In enforcing quick compliance of treasury single account directives, the former Head of Service of the federation. Danladi Kifasi gave the name and numbers of the TSA as: Name - Accountant General (Federal Sub-treasury), Account Number: 3000002095. This order came into effect on August 11th 2015, marking the beginning of MDAs retirement of revenue due to the Federal Government into a unified account maintained by the Central Bank of Nigeria (CBN 2015).

In view of the foregoing, this work is primarily aimed at assessing the policy of treasury single account as an instrument of public accountability and transparency in the President Buhari administration.

Statement of the Problem

The payment of federal government .revenue into multiple bank accounts is a gross violation of the Sections 80 and 162 of the 1999 Constitution of Federal Republic of Nigeria (as amended) which provides for a federal account. This breach by the successive governments in Nigeria underscores the rot in the management of government finance (Eme *et al.*, 2015b, Adiolu, 2015). Hitherto, the performance of the public service in ensuring accountability and transparency appears rather low. This probably emanates from the abuse of the established financial rules and regulations and code of conduct and principles guiding public service. It is regrettable to note that those who should ensure sanity and decency in the public service amidst the high level of corruption have failed to show accountability and transparency in

the government activities. Again, the inappropriate management of government resources and its effects as well as lack of stronger political will and commitment by government makes the implementation of treasury single account policy very difficult.

It is against this background that this paper is motivated to assess the policy of treasury single account as a tool of public accountability and transparency in the Buhari administration.

Objectives of the Study

The general objective of this study is to assess the policy of treasury single account as an instrument of public accountability and transparency in the Buhari administration, and the specific objectives include:

- To ascertain how treasury single account policy can be used as a positive instrument of accountability and transparency in Buhari's administration.
- To identify the challenges of TSA policy in order to make necessary recommendations for successful implementation of TSA in Nigeria towards promoting accountability and transparency in Buhari's administration.

Research Methodology

The research design of this study will be historical and descriptive. This will involve the use of historical data of treasury single account policy in Nigeria so as to describe its impacts in relation to accountability and transparency in the public service. The research adopts secondary sources of data collection. Secondary sources of data comprises of textbooks, academic journals and articles, and official gazettes and administrative data.

Theoretical Framework

This seminar adopted incremental theory as its theoretical framework of analysis. It evolved as a result of the shortcomings of rational comprehensive model which sees policy making as a scientific process which requires a progression of logical step. Dawns (1967, p. 75) argues that public officials operate in a realistic world, not the perfect informed of traditional economic theory hence, rational comprehensive theory is not a practical approach to polios making in government.

Charles Lindbloom is associated with incremental theory. According to Lindbloom and Braybook (cited in Adebayo 1983, p. 33), "a policy is directed at a problem. It is tried, altered, tried again and so forth. It allows one upon the other in the solution to a given problem". This, therefore, suggests that every policy requires a continuous improvement which is directed towards solving a problem. In this vein, Eme et al (2015b, p. 25) remark that incrementalism refers to the method of change by which many small policy changes are enacted over time in order to create a larger broad based policy change. It does not focus on a comprehensive solution but rather on remedial policies, that is; an improvement on the

previous positions. This is probably because, as Adebayo (1983, p. 33) writes, that comprehensive solution may appear impossible, difficult and unattainable, hence the need for adjusting one policy after another. The above implies that disjointed incremental theory focuses on the review of and gradual modification and adjustment of the past experiences. This allows for limitless and continuous or steady changes on the existing policies.

The merit of incremental theory in this study anchors on the fact that it advocates caution in changing the accumulated culture and tradition of the people. It is best suited for the developing societies like Nigeria, and it also guards against unnecessary risk and uncertain changes. With incremental theory in public policy, there is hardly cause for unnecessary resistance and conflict.

Incremental theory is germane to this study. This is because government is a continuum and policies are continuously improved upon a daily basis. To this extent therefore, incremental theory which Charles Lindbloom sees as the process of "Muddling Through" is relevant and significant to our study as it is always used in the management of government and requires continuity in implementation.

Meaning and Development of TSA in Nigeria

Treasury single account has been defined in various ways. Yusuf and Chiejina (2015) see it as a unified structure of government bank account enabling consolidation and optimal utilization of government cash resources. They are accounts through which federal government transacts all its receipts and payments and gets a consolidated view of its cash position. Similarly, Adeolu (2015) sees it as a bank account or a set of linked account through which the government transacts its receipts and payments. It is an essential tool for consolidating and managing governments' cash resources and minimizing borrowing cost. For Eme *et al* (2015b, p. 25), "TSA is a unified structure of federal government bank account enabling consolidation and optimum utilization of government cash resources. It is a bank account or a set of linked bank accounts through which the government transacts all its receipts and payments and gets a consolidated view of its cash position at any given time".

The foregoing definitions suggest that TSA is a common account that brings all the government funds together. It is a central account that is domiciled with the Central Bank of Nigeria which is designed to control public finances, financial income and expenses of government. Simply put, TSA is an instrument designed for a centralized proper cash management on the Nigerian public service. It is designed to end multiple accounts and ensure one account system for ministries, department and agencies of government which is believed will minimize corruption, enhance accountability and transparency, and promote prudent management of public funds. It is, therefore, designed to generally address impediments to effective and efficient cash management in the Buhari's administration.

Treasury single account policy was first recommended by the Federal Government Economic Reformed and Governance Programme in 2004, but dumped in 2005 during President Obasanjo's administration and was later reintroduced through the Federal

Government's directive under President Goodluck to all revenue generating agencies to close their accounts with commercial banks by February 28, 2015 and transfer same into a consolidated revenue fund of the federation and treasury single accounts as a new electronic revenue collecting platform. Unfortunately, the February directive could not be complied with by most of the government MDAs as the policy remained a mere policy on paper due to lack of political will on the part of the past administration to enforce it (Erne, *et al.*, 2013, p. 23).

With the emergence of Buhari as the president of Nigeria, treasury single account was reintroduced in 2015 and its enforcement has become a compulsory policy that all the revenue generating MDAs must comply with. The order of TSA which came into effect on August 11, 2015 was so significant because it marked the commencement of MDAs retirement of revenues due to the Federal Government into a unified account maintained by the Central Bank of Nigeria (CBN). Also importantly, TSA was in consonance with the constitution of the Federal Republic of Nigeria which, in sections 80 and 162 directed that all the federally-collected revenue should be paid into the federation account. This suggests that the previous multiple bank accounts operated by MDAs in commercial banks was a gross violation of the constitutional provisions.

It is pertinent to note that TSA is driven by Remita is a software that facilitates the payment of government revenue from financial institutions to a TSA in the CBN. It is the e-payment and e-collection platform used for payments with the treasury single account challenges.

Objectives and Benefits of the TSA

The objectives of treasury single account according to the Central Bank of Nigeria (2014) include:

- i. to ensure total compliance with the relevant provisions of the 1999 Constitution of the Federal Republic of Nigeria (Section 80 and 162) which presumes that all revenues expended are captured in the national budget and are authorized by the National Assembly,
- ii. to collect and remit all revenues due to the Federation Account and Federal Government consolidated Revenue Fund,
- iii. to block all leakages in government revenue generation, collection and remittance. It facilitates better coordination with monetary policy implementation,
- iv. to enthrone a new regime of transparency and accountability in the management of government receipts,
- v. to improve on availability of funds for development programmes and projects (it prevents the idle balances being maintained in multiple account),
- vi. to align with the Central bank of Nigeria's cashless policy,
- vii. to minimize transaction costs during budget execution. It facilitates reconciliation between banking and accounting data. It enhances efficient control and monitoring of funds allocated to various government agencies.

Apart from that, treasury single account presents a number of benefits. Pattanyak (2010) enumerated the benefits of TSA to the government in this way:

- a. It ensures complete, real-time information on government cash resource. The government at any time can ascertain what is has on its coffers. The TSA being electronically powered provides the government with actual and comprehensive account standing at any point in time they require such information.
- b. It helps preparation of accurate and reliable cash flow forecasts. With TSA in place, governments account are reliably maintain with high level of accuracy and on timely basis. The availability of accurate and reliable cash flow statements of the government makes it easy for the government and the revenue office to prepare a substantive cash How projection upon which the governments rely to make short and long term plans.
- c. It optimizes the cost of government operations. The TSA will ensure that there are no idle funds. Before the introduction of the TSA, the cost of governance was high because some government expenditure heads had to borrow to meet their immediate financial needs where as there are some other MDAs that keep their surplus or funds which are not immediately needed in an account with the commercial banks. This same money is borrowed to those government MDAs with immediate financial needs attracting interest thereby increasing the cost of governance.
- d. It facilitates efficient payment mechanism. It is necessary to minimize the interval between the time when cash is received and the time it is available for carrying out expenditure programs. The e-payment system that is employed to ensure efficient TSA operation will facilitate prompt payments. There will be no avenue for corrupt government official to keep salaries and other forms of payment in fixed deposits for their selfish interest. Since the e-payment platform will provide detail of all payments and to whom it is made. Thus, payment will be promptly made to the right beneficiaries.
- e. It will improve operational and appropriation control during budget execution. The adoption of treasury single account will lead to improve control on budget appropriation and execution by the government. TSA will help the government monitor and ensure efficient budget implementation. Hence, there will be proper accountability for every money spent by the government MDAs on the execution of budgets which will translate to expedient budget implementation.
- f. It enhances efficiency and timeliness of bank reconciliation. The bank reconciliation statements will be timely since the payments are electronically designed. The government at any point in lime knows what went out of or came into its coffer and the balance in connection in its cash book.

- g. It facilitates timely and more complete accounting statement/report. The preparation of account reports and financial report will be readily available whenever it is needed since all transactions are electronically maintained.

Empirical Studies

A lot of issues have been raised by scholars on treasury single account policy in Nigeria. For instance, the work of Oguntodu, Alade, Adekunle and Adegbe (2015) assessed the policy of treasury single account in relation to Nigerian economy between 1999 and 2015. Their study showed that treasury single account is a pool in which all government revenue are collected and controlled by the Central Bank of Nigeria (CBN), with the view to boost economy and reduce corruption. In their analysis of CBN statistical bulletin to show the relationship between TSA and economic performance in Nigeria, they found that the TSA has a positive significant impact on the country's economic growth but this impact is limited by various factors one of them being the recent implementation of the policy in Nigeria which made the discovery of historical data difficult. To benefit from the implementation of TSA policy in Nigeria, Oguntodu, *et al.* (2015) recommended articulated policies initiation and providing means to make sure that proper accounting of the funds should follow due process. More so, any subsequent foul play in any agencies including CBN should be duly prosecuted.

In another development, Ekubiat and Ime (2016) focused on win TSA should be adopted by state governments of Nigeria and its benefits, challenges and prospects of its implementation. They observed that funds at all levels in Nigeria have been wrongly accounted for by previous administrations. For them, TSA was initiated by the federal government to ensure prudent management of scarce resources at the federal level, but this arrangement has been left out the state and local governments. Through their survey which sampled opinions of 133 professional accountants in Akwa Ibom State, revealed that TSA is the greatest benefits of President Buhari's government hence they recommended comprehensive adoption and implementation of ISA policy in both central and state governments. They also called for prudent management of funds among the government officials. They suggested that professional and regulatory bodies like ICAN, CBN, IMF etc. should help in designing conceptual and road map of TSA for the states in Nigeria.

Similarly, Odemole (2016) in his work tried to investigate the benefits of TSA for effective cash management and its challenges. According to him, TSA is a financial tool for blocking loopholes of wastages, curbing corruption and financial recklessness in government and enthroning transparency and probity. This according to him would be possible where the government is ready to put in place enabling environment and adequate legislative support for smooth implementation of the policy. Based on his findings, Odemole recommended extensive public enlightenment among the stakeholders and the general public, strong political will, executive support and gradual implementation of the policy.

The work carried out by Isa (2016) was aimed at ascertaining the major objectives, prospects and challenges of TSA. The study observed that TSA policy has the capacity to ensure reliability and efficiency in budget execution by minimizing transaction costs, monitoring

the remittance of government revenues by the collecting banks, enthroning effective reconciliation between banking and accounting data, promoting efficient control and monitoring of funds allocated to various government agencies as well as facilitating better coordination with monitoring policy implementation. Isa observed that lack of transparent and accountable governance are the major challenges of TSA. He concluded and recommended that the successful implementation of TSA calls for strong political will, accountability, honesty and determination in the system. These can help to achieve the expected benefits of TSA in Nigeria.

The research conducted by Agbe, Terzungwe and Igbabee (2017) examined the nature, origin, challenges and lessons of treasury single account in Nigeria. Their study showed that TSA is a mechanism for plugging loopholes in the Nigerian financial system and for capturing detailed information about the government's cash resources and spendings on a daily basis. They discovered that Nigeria is a country with great potentials, and to guarantee its economic development, a vibrant, accountable and stable TSA policy is needed. To achieve these, they recommended sound financial regulators like CBN to be proactive and institute measures to correct any lapses or negative impact of the policy as no law or measure is foolproof.

Nwaorgu, Ezenwaka and Onuorah (2017) investigated the effects of TSA and accountability in Nigerian public services. The authors observed that TSA policy would go a long way in blocking the identified financial leakages in revenue generation as well as promote transparency and accountability in the public service's financial system. Their findings showed that TSA is capable of bringing sanity in the financial management of the public service. For a successful implementation of the policy, they recommended that government should engage in massive public enlightenment about the importance of TSA policy and also overhaul the capacity of the Federal Ministries and CBN to cope with the challenges associated with enforcement of the provision of the TSA policy.

The study carried out by Adebisi and Okike (2016) argued that TSA is an efficient way of managing public fund for efficient and effective people oriented government. The result of the study revealed that the adoption TSA is an effective tool for curbing revenue leakages in Nigeria. It recommended the introduction of TSA at the state level and adequate working system to be put in place to ensure that its objective is achieved.

Fatile and Adejuwon (2017) examined the implications of treasury single account on cost of governance in Buhari's civilian administration. The authors observed that increase in the cost of Governance is not basically as a result of over bloated bureaucracy but rather caused by corruption. According to them, the introduction of TSA would help to ensure accountability of government revenue, enhance transparency and avoid misappropriation of public funds. They also observed that with TSA, government will block all leakages and loopholes of financial resources of the government also ensure robust financial management system, proper cash management by eliminating idle funds usually left with different deposit money banks and enhance reconciliation of revenue collection and payment. The study discovered that TSA is a reliable means of public fund management hence they recommended strong

political will, honesty and determination for successful implementation and overcoming the challenges of TSA.

Okereke and Okoye (2017) studied TSA in Nigeria with a view of providing the way forward for its successful implementation. They argued that TSA will end the collection and disbursing of government revenues to the disregard of the provision of the constitution which requires all government revenues to be remitted into a single account. To strengthen the operation of the policy in Nigeria, they recommended that the legislature should look inwards to address the operational details of TSA. In addition, they suggested total overhauling of the capacity of the Federal Ministry of Finance and the CBN to cope with the challenges associated with the enforcement of the provisions of the TSA.

The work undertaken by Agbe, Terzungwe and Igbabee (2017) examined the nature, origin and challenges and lesson for Nigerian experience of the TSA. It argued that Nigeria being a country of great potential, a vibrant, accountable and working TSA is required to drive economic growth and development of the nation. They recommended that financial regulators, including the CBN should be proactive and institute measures to correct any lapses or negative impact of the policy as no low or measure is foolproof. Also, the fear that it will negatively affect commercial banks and possibly lead to massive losses should be addressed.

The Major Actors and their Roles in the Implementation of TSA

The major stakeholders' Responsibilities in the Operation of TSA and their responsibilities are highlighted below in Table 1;

Actors in TSA Policy	Expected Roles
Ministries, Departments and Agencies (MDAs)	<ul style="list-style-type: none"> i. Ensure that their revenue targets are met ii. Provide their payers with details of payment including accounts and nature of payment iii. Guide payers on e-collection processes including how to pay at the banks or through other channels of the CBN payment gateway (Remita). iv. Where applicable, ensure that appropriate services are rendered upon confirmation of payment v. Monitor their payers and collecting banks to ensure that payments are actually made, vi. Undertake regular reconciliation of all collection accounts vii. Render revenue returns to the office of the Accountant - General of the Federation.
Central Bank of Nigeria (CBN)	<ul style="list-style-type: none"> i. To provide payment gateway platform ii. Development of overall e-collection and e-payment policies for the nation. iii. Interfacing with Deposit Money Banks (DMBs) and

	<p>monitoring them.</p> <p>iv. Creation and maintenance of bank account including Consolidation Revenue Fund/TSA, and TSA sub Accounts.</p>
Office of the Accountant - General of the Federation (OAGF)	<p>i. Ensure effective implementation e-collection</p> <p>ii. Development of operational guidelines</p> <p>iii. Proper monitoring of the collection gateway</p> <p>iv. Prompt reconciliation of all collection</p> <p>v. Support MDAs, banks and payers for smooth operation of e-collection</p> <p>vi. Regular monitoring of all collections to ensure that they are promptly remitted and accounted for.</p> <p>vii. Issuance as well as continuous review and update of the e-collection guideline and processes, Abide by the provisions of the Memorandum of Understanding with CBN, Service Providers and Banks.</p>
Service Providers	<p>a. Work with CBN, Office of Accountant General of the Federation and other stakeholders to articulate systems requirements.</p> <p>b. Provide a robust, stable and effective integrated processing platform</p> <p>c. Ensure the optimal availability of all relevant systems and platforms;</p> <p>d. Provide effective and efficient support to users of all platform</p> <p>e. Provide users with relevant reports</p> <p>f. Training of users on the use of the payment gateway.</p>

TSA Control Mechanisms

- a. The operation of the TSA e-collection initiative is designed to be monitored by all relevant agencies, including the office of, the Accountant - General of the Federation (OAGF). Budget Office of the Federation (EOF) and office of the Auditor-General for the Federation to ensure that MDAs comply with the relevant government financial management provisions, as well as the TSA implementation guideline.
- b. Central Bank is responsible for monitoring of all linked accounts to TSA at the CBN compliance of banks and other financial institutions with the CBN guidelines on the implementation of TSA as well as ensuring that withdrawals limits are enforced.
- c. CBN is also responsible for daily transfer of funds from the sub-accounts to the CKF/TSA based on instructions from the OAGF.
- d. Categorization of MDAs for Federal Government TSA/e-collection scheme.

Ministries, Department and Agencies were categorized and implementation strategies were spelt out for various categories for TSA implementation compliance as follows:

Table 2: Categorization of MDAs in TSA

S/No	MDA Category	Examples	Implementation Strategy
1	MDAs fully funded through the Federal Government Budget	All Ministries, Departments, Agencies and Foreign Missions	<ul style="list-style-type: none"> i. All collections from these Agencies to be paid directly into the CRF/TSA i. Expenditure to be driven from CRF/TSA based on Annual Budget.
2	MDAs “partially funded” through the Federal Government Budget but generate additional revenues	Teaching Hospitals, Medical Centres	<ul style="list-style-type: none"> i. All collections from these Agencies to be paid directly into the CRF/TSA, except for extra budgetary receipts which are to be paid into sub-accounts at CBN, which are linked to TSA. i. Platform will be configured to allow access to funds in the sub-accounts based on approved budget.
3	MDAs not funded through the Federal Budget but expected to pay operating surplus 25% of Gross Earning to CRF	CBN, SEC, CAC, NPA, NCC, FAAN, NCAA, NIMASA, NDIC, NSC etc	<ul style="list-style-type: none"> i. All collection from these agencies to be paid into sub-accounts at CBN which are lined to TSA. i. Platform will be configured to allow access to funds in the sub-accounts based on approved budget.
4	MDAs that are funded from the Federation Account	NNPC, FIRS, NCS, NMSD, DPR	<ul style="list-style-type: none"> i. All Federation revenues generated by these Agencies to be paid into the Federation Account at CBN. ii. All Independent Revenue generated by these Agencies to be paid into CRF/TSA. iii. FGN share of Federal Account to be paid into CRF/TSA iv. Statutorily approved cost of collection to be deducted from Federation Account and paid into sub-accounts at CBN which are linked to TSA.
5	Agencies funded through	NSC, RMRDC,	<ul style="list-style-type: none"> i. Sub-Accounts linked to TSA

	the special Accounts. (Levies)	PTDF, NITDA, etc	to be maintained at CBN. ii. All IGR collected to directly paid into the CRF/TSA iii. Platform will be configured to allow access to funds in the sub-account based on approved budget. iv. Dividends from these agencies to be paid into the CRF/TSA
6	Profit oriented Public Corporations/Business Enterprises	BIO, NEXIM, BOA/Transcorp Hilton etc	i. TSA sub-accounts to be maintained at CBN. ii. FG portion of the collection to be paid into CRF/TSA iii. Partners portion of the revenue to be transferred to the partners account.
7	Revenue generated under Public Private Partnership	All incomes from PPP arrangements e.g. production of international passport, Seaport, Concession Arrangement, Drug Revolving Funds, (Teaching Hospitals, Universities) fertilizer revolving fund, Roll-Back Malaria, SURE-P etc	a. Project Account (revolving funds) to be maintained at CBN b. Collection (IGR) from these agencies to be paid to CRF/TSA c. Platform will be configured to allow access to funds in the sub-account based on approved budget.
8	MDAs with revolving funds and project account		

Source: Odewole, 2016.

The table shows the summary of the ministries, departments and agencies in Nigeria in different categorization in-line with their sources of funds in the process of implementing treasury single account, stating the accounting system to adopt and the types of account to be maintained in various government collections and inflows of public fluids accrued to them.

All government fully or partially funded MDAs are expected to comply with the ISA instruction by the President to close all accounts with commercial banks and transfers the balances to the TSA. However, there are exceptions to the instruction as pointed by Taiwo (2015). According to him, Organization where government is only a shareholder and public corporations that are providing commercial rather than social services should be excluded to avoid hampering their operations given the level of bureaucracy in government. Examples include organizations such as Asset Management Corporation of Nigeria (AMCON), Federal Mortgage Bank, and the Sovereign Wealth Fund). These entities though exempted from the TSA are required to maintain an account with the CBN where all its revenue will be paid and are allowed to only withdraw from the account maximum of the amount approved in their budget.

Challenges

Reactions have continued to thrill on the introduction of treasury single account by the Buhari's administration. There is the fear that the implementation of TSA might disrupt operations of government Agencies, especially agencies with Nigerian Maritime Administration and Safety Agency (NMASA), Nigerian Ports Authority (NPA) with huge daily operations. Available evidence according to Adefemi (2015) appear that the implementation of TSA has the capacity of crippling MDAs as a result of bureaucracy in addressing needed fund for the smooth running of MDAs when the need arises.

Similarly, many stakeholders are worried that TSA would encourage bureaucracy and delay in access to funds. This position probably motivated the committee of Vice Chancellors of Federal Universities to urge the government to exclude universities from TSA policy. A delegation of the committee led by Professor Michael Fabirade during a courtesy visit to Accounting General of the Federation, Alhaji Idris Ahmed, said that the universities by means of their operations and services should be regarded as peculiar establishment, which should not be treated as purely public service in function or categorized as revenue generating agents (Eme, *et al*, 2015. Okoroafor & Ohazurike, 2016, p. 142).

There is the challenge of corruption in the public service. Odey (2004), Uhuru *et al*, (2013, 2014) and Achebe (1982) agreed that what has done the greatest harm in Nigeria public service is corruption. The Nigerians public service is characterized as corrupt and lacking the will and power to persecute culpable parties. This is already playing out as the National Assembly which is supposed to oversee compliance with TSA policy is lobbying for exception from the TSA to keep the public in dark on the expensive cost of governance which the TSA is aiming to end (Okike nd).

"There is the factor of poor sensitization of those in the position of implementing the TSA policy and the masses on the importance and benefits of the policy. Many stakeholders and the public are very ignorant on the operations of TSA. This calls for sensitization and enlightenment.

Another challenge in the implementation of TSA is the mobility of the MDAs to carryout timely reconciliation of account. Odewole (2016) recalled that every organization has a statutory duty to keep close watch on its bank account transactions to guard against fraud or the infiltration of extraneous entries. It exerts the watch through regular preparation of bank reconciliation statements. Unfortunately, since the introduction of TSA policy in Nigeria, many MDAs find it very difficult to carry out timely reconciliation of the TSA account.

There is also a growing concern among the banking service that TSA will have spiral effects in their operations. The introduction and implementation of TSA has continued to lead to loss of jobs in the commercial banks who hitherto rely on government accounts for huge cash deposit. Today, the cash flow in these banks have reduced drastically as a result of TSA implementation.

Despite all these concerns, it is believed that TSA implementation calls for patience and sacrifice as it will on a long run ensure accountability and transparency. Hence, ISA successful implementation calls for open and transparent leadership.

Accountability, Transparency and TSA Policy

Accountability and transparency revolve around integrity, discipline and character in serving the people. Both may be interchangeable, but in a strict sense, they mean different thing. Accountability is a principle in a democratic government by which public officer are required both politically and legally to explain to the people, through legitimate channel how they make use of the public funds, materials, authority and power entrusted to their hands (Ogunna, 2003, p. 230). It is all about being answerable to those who have invested their trust, faith and resources to you. It entails the obligation to demonstrate that work has been conducted in accordance with agreed rules and standards and the officer reports fairly and accurately on performance results vis-a-vis mandated roles and or/plans (Adegite, 2010). These definitions, therefore, imply that accountability demands the public officers to be responsible, responsive, reasonable and answerable to people so as to ensure that the public office is used for the purpose they were made for. Put differently, it entails that the holders of public should subject themselves to the public scrutiny, openness and probity (Oruebor & Okoroafor, 2013, p. 89). On the other hand, transparency connotes openness and adherence to due process (Abubakar, 2010 cited in Oruebor & Okoroafor, 2013). It means that the operators of public service are open to public institution and investigation. It implies absence of secrecy in public administration as public administration belongs to the people, and people should know from time to time what the officials and officers in public administration are doing (Ogunna 2015). It can then be said that accountability and transparency showcase a system of qualities. The qualities are what give identity and service to government service (Ezeanyika & Oporum, 2006 cited in Alo, 2017, p. 213). They are the virtues that drive effectiveness and efficiency in the management of public institutions, prudent and judicious management of public funds. They ensure that the public officials act in the best interest of the general good.

The need to ensure accountability and transparency in government motivated the introduction and implementation of the treasury single account policy by President Muhammadu Buhari (Kanu, 2016). In Nigeria, the rate of financial recklessness or corruption has remained so high. Funds that were made to go into government treasury which should have been used for developmental purposes are diverted into personal accounts leading to deprivation of basic needs of life to the people, poverty, unemployment (Gberevbie & Iyoha, 2007) and underdevelopment. These are some of the effects of poor accountability and transparency in the Nigerian public service. The EFCC report of 2012 shows that embezzlement through diversion of public funds between 1999 and 2012 amounted to ₦1.4 trillion. This could have been minimized if there were a single treasury account in government (Fatile & Adejuwon, 2017, p. 20).

Conclusion

Understanding the connection between TSA and accountability and transparency is an important factor for the development of the public service. Although a lot of criticism has been given about the policy, where it is effectively utilized, it will ensure prudent management of public funds for public interest. Our study has revealed that TSA has significant positive impacts in the Nigeria public service and also serves as a positive instrument of accountability and transparency. To achieve this require a reorientation of the public service, stronger political will from governments, and the management of the lapses and adverse effects of TSA policy.

Recommendations

Treasury Single Account policy has the mandate of eradicating corruption and promoting accountability and transparency in the Nigerian public service. To achieve this objective, the following recommendations are considered:

1. The values of accountability and transparency should be institutionalized in the Nigerian public service. This calls for a reorientation and sensitization of the various ministries, departments and agencies of government on the benefits of TSA.
2. For TSA to serve as a positive instrument for accountability and transparency, it should be introduced at all levels of government. This demand collaboration and synergy among the units, organs and institutions of government, stronger political will and total commitment and sincerity of purpose in the implementation of TSA policy.
3. The operators and actors involved in the implementation of TSA policy like CBN should be accountable and transparent as well as instituting measures to cushion the lapses and adverse effects of TSA policy in the public service.

REFERENCES

- Achebe. C. (1982). *The Trouble with Nigeria*. Enugu Fourth Dimension Publishers.
- Adamolekun. L. (2002). "Central Government Organization" In Adamolekun, L. (ed). *Public Administration in Africa: Main Issues and Selected Country Studies*. Ibadan: Spectrum Books.
- Adebayo. A. (1986). *Power in Politics*. Ibadan: Spectrum Books.
- Adebisi, J. F. & Okike. B.M. (2016). The Adoption of the Treasury Single Account (TSA) and its effect on Revenue Leakages of Nigerian States. *American Research Journal of Business and Management (ARJBM)*. Vol. 2, pp. 1-10.
- Adelemi, O. (2015). "Implementation of the Treasury Single Account in Nigeria". *This Day* September 15, P23.
- Adegile, E. G. (2010). "Accounting, Accountability and National Development". *Nigerian Accountant*, 43(1): 56-64.
- Adeolu. I. A. (2015). "Understanding the Treasury Single Account (TSA) System - Things You Should Know". *Business and Economy, Market Development*.
- Agbe, I. E., Terzungwe. A. S. & Igbabee, U. S. (2017). Treasury Single Account: Nature, Origin, Challenges and Lesson for Nigerian Experience. *Imperial Journal of Interdisciplinary Research (IJIR)*. Vol. 3, Issue 5, 2017. pp. 787-793.
- Alo, L. C. (2017). Ethics and Accountability in Public Affairs: A Quest for Reorientation in Nigeria. Nigerian Public Administration Revenue. *A Journal of the Department of Public Administration*, Ebonyi State University. Abakaliki. March 2017, Vol. 4. No. 4. Pp.
- CBN (2014). Communiqué No. 94 of the Monetary Policy Committee Meeting. March 24th -25th. Pp. 1037.
- CBN (2015). *Revised Guidelines for Compliance with Treasury Single Account by Banks in Nigeria*. Abuja: CBN Building.
- Downs, A. (1967). *Inside Bureaucracy*. Boston: Little Brown.
- Ekubiat, J. U. & Ime, E. E. (2016). "The Adoption of Treasury Single Account (TSA) by State Governments of Nigeria: Benefits, Challenges and Prospects." *Journal of Finance and Accounting*. 4(3):126-30 online. <http://www.sciencepublishinggroup.com/j/Jfa>.doi:10.1 1648/j.jfa.20160403.14.

- Eme, O. I., Chukwurah, D. C. & Iheanacho. E. N. (2015a). Addressing Revenue Leakages in Nigeria. *Arabian Journal of Business and Management Review* (OMAN Chapter) Vol. 5, No. 4, November 2015. Pp. 1-19.
- Eme. O. I., Chukwurah, D. C. & Iheanacho, E. N. (2015b). An Analysis of Pros and Cons Treasury Single Account Policy in Nigeria. *Arabian Journal of Business and Management Review* (OMAN Chapter) Vol. 5, No. 4, November 2015. Pp. 20-39.
- Fatile, J. O. & Adejuwon, K. D. (2017). Implication of Treasury Single Account on the Cost of Governance in Nigeria: Buhari Civilian Administration in Perspectives. *International Journal of Advanced Studies in Economics and Public Service Management*. Volume 5, No. 2, April, pp. 13-29.
- Gberevbie, R. I. & Iyoha, P. O. (2007). *Corruption and Cost of Governance in Nigeria*. Ekpoma: Ambrose Ali University Publishing House.
- Ikya. E. A., Akaa. S. T. & Ucherwuhe. S. I. (2017). "Treasury Single Account: Nature, Origin, Challenges and Lesson for Nigerian Experience." *Imperial Journal of Interdisciplinary Research (IJIR)*. Volume 3, Issues 5. 2017. ISSN: 2454-1362. <http://www.onlinejournal.in>.
- Isa, A.A. (2016). The Treasury Single Account (TSA) as an Instrument of Financial Prudence and Management: Prospects and Problems. *Research Journal of Finance and Accounting Sustainable Development (AEJSD)*. Pp. 66-71.
- Kami, C. (2016). Impact of Treasury Single Account on the Liquidity. *ABC Journal of Advanced Research*. 5(1):43-53.
- Nwaorgu, I. A., Ezenwaka, F. A. & Onuorah, J. (2017). Treasury Single Accounting (TSA) and Public Service Accountability in Nigeria. *Journal of Economics, Management and Trade*. (19(4): 1-8. 2017, Article no. JEMT. 37780. ISSN: 2456-9216.
- Obinna, C. (2015). "Banks Face Liquidity Strain as Federal Government Fully Enforces Treasury Single Account." *Thisday Monday*, 11th August, 2015.
- Odeh, J. (2004). *The Children of a Wicked Generation (Why they are Angry, Desperate and Vicious)*. Enugu: Snaap Press Ltd.
- Odewole, O. P. (2016). Treasury Single Account: A Tool for Effective Cash Management in Nigeria. *Journal of Finance and Accounting*, 2016; 4(6): 328-355. <http://www.sciencepublishinggroup.com/j/jfa>.doi:10.11648/j.jfa.2016040612. ISSN: 2330-7331 (print): ISSN: 2330.7323 (online). Pp. 331-333.
- Ogunna, A. E. C. (1996). *A Handbook on Local Government in Nigeria*. Owerri: Versatile Publishers.

- Ogunna, A. E. C. (2003). *Dynamics of Military and Politics in Nigeria*. Owerri: Whyte and Whyte Publishers.
- Ogunna, A. E. C. (2015). The Nature of Public Administration In Oruebor, A. A. & Okoroafor, G. I. (eds). *Contemporary Issues in Public Administration*. Owerri: Complete Life Publishers.
- Oguntodu, J. A., Alalade, Y. S. A., Adekunle, Y. A. & Adegbe, F. F. (2015). "Assessment of Treasury Single Account and Nigeria's Economy between 1999 and 2015". *Journal of Accounting and Financial Management*. ISSN: 2504-8856. Vol. 2, No. 6. 2016. www/iiarpub.org.
- Okoroafor, G. I. & Ohazurike, E. U. (2016). An Analysis of Treasury Single Account Policy in Nigeria Public Service. *Unicorn: International Journal of Contemporary Studies*. Vol. 2, No. 2, May 2016. Pp. 133-159.
- Oruebor, A. A. & Okoroafor, G. I. (2013). Sustaining Accountability for Good Governance in Nigeria. *Asupnek Journal of General Studies. A Journal of Academic Staff Union of Polytechnic (ASUP)* Vol. 2. Number 1. 2013 pp. 88-96.
- Pattanyak, S. (2010). Establishing a Treasury Single Account (TSA) Concept. Issues and Challenges. The International Consortium on Government Financial Management (ICFGM) Maintain this Public Financial Management Blog.
- Taiwo, O. (2015). Treasury Single Account and Taxation (Part I). *Business Day*, Wednesday 07, October. 2015.
- Uguru, L. C. & Ibeogu, A. S. (2014). Effect of Bureaucratic Corruption and Lack of Public Accountability on Grassroots Transformation in Nigeria. *African Journal of Politics and Administration Studies (AJPAS)* 6(1) Abakaliki: Copyraft International Ltd.
- Uguru, L. C. & Iheanacho, A. S. (2013). Nexus between the Nigerian Public Service and Bureaucratic Corruption. *African Journal of Social Policy and Administration*. 6(2). Davon Science Pub.
- Yusuf, L. A., & Chiejina, N. (2015). "Anti-graft War: One Economy, One Account. *Sunday Nation*, August 16, 2015.