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Goal Setting and Performance Appraisal in Nigerian Public Enterprises: An Empirical Study of Nigeria National Petroleum Corporation (NNPC)

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Abstract

Goals are performance level which subordinates and manager have agreed upon as performance standards for measuring each individual contribution in the organization. Goal setting and performance appraisal are Siamese twins that would give direction to any organization if effectively designed and practiced. Goal settings are embedded in performance appraisal through the technique of management by objective. Despite the fact that management by objectives (MBO) has become an integral part of the managerial process, most public enterprises in Nigeria do not allow subordinates to mutually set goals with their superior. Therefore, this research seeks to ascertain whether goals are mutually set and the relationship between goal settings and performance appraisal forms in the Nigeria National Petroleum Corporation. The study consists of 354 senior officers in the NNPC Lagos branch. A total of 72 respondents were sampled, representing over 20% of the total population. Out of the 72 questionnaire administered, 52 were retrieved. Primary data were analyzed with frequency distribution and simple percentage. The result shows that subordinate staffs are not given the opportunity to mutually set goals with their superiors rather goals are imposed on them by the management and their supervisors. The research further reveals that weaknesses diagnosed from employees' appraisal forms are not linked to employees training and development. The study also recommends some measures to address the challenges.

Keywords: Goal, Goal Setting, Performance, Appraisal, Management by Objective, Public Enterprises, Nigeria

Introduction

Goals are performance level which subordinates and managers in organization have agreed upon as performance standards. A goal is what an individual is consciously trying to achieve. Therefore, it is a cause or aim of an action. In a similar vein, the concept refers to purpose and intent (Locke, 1968). Goals are pictorial representation of desired future events that motivate an individual's behavior. When an employee expects that specific behaviors lead to desired outcomes like higher pay, promotion, acceptance by peers, or support of his boss, he/she uses the goal as an internal standard against which to compare, regulate, and maintain his/her behavior (Meacham, 2004). A properly conceived goal energizes employees and directs their thoughts and behaviors towards improved performance (Locke, 1981). Goals have a pervasive impact on employee behavior and performance in organizations and management/administrative practice (Locke & Latham, 2002 cited in Lunenburg, 2011). A goal is synonymous with work norms, task target, bench marks, set objective and an established budget. Many studies have shown that difficult and specific goals, if well accepted by organizational members, may lead to greater individual effort, persistence and performance (Locke et al., 1981; Locke & Latham, 1990). Consequently, ambitious goals result in a higher level of performance than easy goals, and specific, ambitious goals result in a higher level of performance than easy goals, and specific, ambitious goals result in a higher level of performance than no goals or a generalized goal of "do your best" (Latham & Yukl, 1975; Yukl & Latham, 1978).

Goal settings are embedded in performance appraisal, the two concepts are Siamese twins that would give direction to any organization if effectively designed and practiced. Bird (2003) defines performance appraisal as the assessment of what we produce against set target and how. Performance appraisal is a periodic and systematic, organized, formalized process of assessing individual employee's job performance for the primary purpose of determination of the individual's efficiency, skills, improvement over time, specific talents, potentials, and weaknesses for the purpose of his development and efficient attainment of the goals of the organization (Azelama, 1995 and Banjoko, 2002). Banjoko (2002) is of the opinion that:

Either in a public or private enterprise, effective results and maximum individual employee

performance is crucial to the organization's growth and survival. Performance standards or goals are established and all employees are enjoined to strive individually and collectively towards corporate goal attainment. Consequently, there is need for individual employee's performance to be evaluated against established goals or specific set of behaviour. By appraising individual's performances, areas of relative strengths can be identified and reinforced while areas of shortcomings can be communicated to the appraisees and be encouraged to redirect their work habits in a manner that is conducive to better performance growth (p.142).

Performance appraisal serves several purposes. According to Khan (2009) Performance appraisal can play significant role in persuading performance improvement. Performance appraisals are used as a means of communicating to employees how they are doing and suggesting needed changes in behaviour, attitude, skills, or knowledge. This type of feedback clarifies for employees the job expectations held by the manger. Often this feedback must be followed by coaching and training by the manager to guide an employee's work efforts. The purpose of performance appraisal is to determine promotion, pay rise, confirmation of appointment, transfer, succession planning, demotion, laid-off, employee's strengths and weaknesses (Banjoko, 2002). Fletcher (1993) cites a study where 80% of respondents were dissatisfied with their organization's performance appraisal system, in particular with multiplicity of objective (Mooney, 2009). The common problem of PA is too many objectives, which implies a combination of backward looking/forward planning (Rees and Porter, 2003 cited in Mooney, 2009). In-spite of the challenges, organizations still consider PA as the only matrix to determine the performance of employees as well as a crucial aspect of human resource management practice.

Management by Objective

Management by Objective (MBO) is a performance appraisal technique which was introduced by Peter Drucker in (1954) that changed a manager role from being a judge to a helper. MBO is a process whereby at the beginning of a planning period the supervisor/manager and the subordinate in an organization jointly identify the common goals and objectives, define each individual's major areas of responsibility in terms of the results expected of him and use these measures as guides for operating the unit and evaluating each employee's contribution (Ordioms, 1979; Banjoko, 2002). According to Udoji (1971) MBO is "a process of identifying goal and objectives, defining managerial responsibility in terms of expected results, and measuring performance and achievement against goals and objectives". In other words at the end of a performance period, actual performance is assessed relatively to the predetermined objectives, that is, performance against each objective is scored separately to indicate whether the objective was or was not met and how far above or below the objective actual performance was (Jackson, 2000: 472). However, "after evaluation, the reasons goals were not attained or were exceeded should be explored to determine training needs and development potentials" (Jackson, 2000: 472), and the primary focus of MBO, "is to mutually set goals that are specific, measurable and reasonably attainable" (Banjoko, 2002: 159). The effectiveness of MBO is determined by management commitment and a shared vision. Jackson (2000: 473) is of the view that, "when management is committed and goals cascade from the top down, supervisory complaints are reduced by more than 20 percent and employee satisfaction increases". "In Management by Objective performance appraisal, employees are obliged to deal with overcoming empirical challenges" (Huang, et al, 2011: 272). Moreover, employees may need to know when they are being assessed under MBO, according to (Nankervis et al., 1993). Performance is likely to be optimized when an employee is aware that he or she is being rated (Huang, et al, 2011). Also, employees often demand for feedback, but they are hardly given, especially at management levels; "thus it is hard to realize the relative value of their performance compared to their peers and so cannot set in place plans for self-improvement..." (Huang, et al, 2011: 273). For instance, "at the executive level, there is often almost no regular performance feedback other than superficial praise or criticism for some crisis." (Cascio 2002, cited in Huang, et al, 2011: 273).

McGregor (1960) emphasized the importance of MBO on the aspects of performance appraisal. McGregor set fort extreme two opposite assumptions about individuals and their reactions to work. He postulated Theory X and Theory Y. Theory X assumes that employees are inherently lazy and will avoid work if they can, they only work to survive' and need therefore a; strict autocratic approach in dealing with subordinates. While theory Y assumes that people do not dislike work and derive satisfactions. Theory Y believes that, given the right conditions, most people will want to do well at work, and this theory is aimed at helping subordinates to achieve their fullest potentials/capabilities and not to control them. The assumptions of theory Y are the basis of MBO system.

The major demerit of the MBO is the fact that its fine theoretical principles and ideas may fail the test of practicability (Banjoko, 2002). For example, how many leaders can adapt the management culture advocated by

MBO? In another perspective, Levinson (2003) observes that organizations are usually obsessed with objectivity and a quantitative measure as advocated by MBO which implies quality is neglected. Most important, Levinson is of the opinion that the employee's needs and desires are usually absent from the performance measurement system; it's assumed that these are in complete alignment with the organization's goals and that, if they're not, the staff should move on. According to Levinson (2003: 3) "MBO fails to take adequately into account the deeper emotional aspects of motivation". Levinson recommends a reform on MBO based on Frederick Herzberg's findings: that employees are most deeply motivated by work which stretches stimulates and energizes them while also advancing organizational goals. However, the management by objectives (MBO) has become an integral part of the managerial process globally; all that is needed is improvement on the technique.

Public Enterprises

The traditional function of government in the past used to be the maintenance of law and order before the emergence of modern state. Modern government is saddled with the responsibilities of providing public utilities or social services, regulatory services, economic formation and execution or implementation of development of the state. To perform these functions modern government established certain bodies. These are referred to as government parastatal commonly known as public enterprises or state owned enterprises. A public enterprise is an integral part of the public service. Accordingly, public enterprises are organizations established and funded by government of a country to perform certain functions (production of services and commodities for the citizenry) which ordinarily could be better carried out outside the bureaucratic structures of the civil service. "A public enterprise is an organization in which the government, on behalf of the state, possesses adequate financial ownership to allow its control, established either to meet the welfare needs of the people or to make profit for the state" (Azelame, 2002: 4).

In Nigerian context, public enterprises are established by Act of Parliament in civilian regime and decree in the era of the military regime. In a nutshell, public enterprises are legal entity. Public enterprises in Nigeria are: Nigeria Railway Corporation, Nigeria Radio Corporation, Nigeria Television Authority, Nigeria Port Authority, Federal Airport Authority of Nigeria, Nigeria National Petroleum Corporation etc. In Nigeria, the law or enabling law establishing a public enterprise is usually made by the legislature. The primary goals of the public enterprise often contains in the enabling law. The proposals for goals setting in the enabling law go from the government to the legislature, and they also come back to the government as laws for enforcement (Azelame, 2002). Company Act of 1968 mandates every public enterprise in Nigeria to have a Board of Directors. The enabling law establishing public enterprises contains broad goals, and the board of directors makes specific policies out of the broad goals (Azelame, 2002). In the words of Azelama (2002):

The specific policies are passed to the management of the public enterprises for implementation, that is, authority is usually delegated to the chief executive of the public enterprise or committees of the board to make specific objectives out of the policies, and these policies are usually in the areas of input procurement, finance, personnel, quality control etc. Policy made by the board may be initiated by the management of the public enterprise" (p. 56)

It is imperative to note that in order to facilitate the attainment of the broad goals of the public enterprise, management usually breakdown the goals into various departments, units according to every employee job description and specification. In setting goals at the departmental or unit levels, management by objective (MBO) is usually practice to cascade goals from the top down. Supervisor and his subordinates mutually set specific, attainable and common goals and objectives, clearly define what is expected of them in terms of areas of responsibilities and the expected results (Banjoko, 2002).

Statement of the Problem

Management by Objective was introduced in Nigerian public service by the Udoji Reform Commission of 1972-74 for the primary purpose of adapting Nigeria's public service to the demands of development. It has been observed that many public enterprises in Nigeria do not apply the principle of MBO properly as regard to goal setting and performance appraisal. According to (Banjoko, 1982 and Rao 1984), public organizations in Nigeria emphasize more on training without paying special attention to performance appraisal, and that it is the outcome of performance appraisal that supposed to reveal training needs. This means that organizations are putting the cart before the horse, thereby preventing genuine individuals and organizational growth. The most worrisome is that despite the fact that the concept of management by objectives (MBO) has become an integral part of the managerial process, most public enterprises in Nigeria do not allow subordinates to participate in goal settings; the prevailing management style is imposition of goals by management for subordinates to achieve. This practice is capable of intensifying demoralization, dejection, frustration, withdrawal, hostility, resentment of subordinate staffs, and distrust between a superior and subordinates. Nigeria National Petroleum Corporation (NNPC) is very strategic to Nigeria economy. It came into operation as a result of the need to expand the revenue base of the Nigeria public sector in the hope of operating and managing it efficiently and profitably through the application of global best management practices like MBO. NNPC is selected because observation shows that the public enterprise does not on most occasions take into cognizance the report of employees appraisal exercise in selecting staffs for oversea training. In a similar vein, the organization hardly allows manager and subordinates to mutually get goals as advocated by MBO, hence this study.

Objectives of the Study

The specific objectives of the study are to

- i. determine whether goals are set or mutually set in Nigeria National Petroleum Corporation (NNPC);
- ii. Investigate the relationship between goal settings and performance appraisal in Nigeria National Petroleum Corporation; and
- iii. assess whether employees are trained according to weaknesses diagnosed in appraisal forms.

Research Question

- i. Do manager and subordinates in Nigeria National Petroleum Corporation mutually set goals?
- ii. Do performance appraisal conducted based on goals set in Nigeria National Petroleum Corporation
- iii. Do NNPC trained its staffs according to weaknesses diagnosed in appraisal forms

Methodology

Primary and secondary data were utilized in this study. Primary data were sourced through questionnaire. The study consists of senior officers in Nigeria National Petroleum Corporation (NNPC) Lagos branch, Nigeria. Lagos head office and operational offices of NNPC were selected because of the proximity and accessibility to the researcher. The categories of senior staff surveyed are in junior to top managerial positions. There were 354 of such officers in Lagos branch. A total of 72 respondents were sampled, representing over 20% of the total population. Out of the 72 questionnaire administered, 52 were retrieved. Primary data were analysed with frequency distribution and simple percentage. Secondary data were obtained through a review of academic journals and relevant textbooks.

Analysis of responses given by employees of NNPC who served as Respondents

Table one shows that 61.5% of the respondents are male while 38.5% are female. This means male employees dominate the management cadre of NNPC in Lagos branch.

		Frequency	%	Valid %	Cumulative %
Valid	Male	32	61.5	61.5	61.5
	Female	20	38.5	38.5	100.0
	Total	52	100.0	100.0	161.5

Table 1: Gender

Source: Field survey (2013)

Table two indicates age(s) distribution of respondents. The age(s) of the respondents shows a concentration of 63.3% between 21-40 years, follows by 41-50 years old (22.4%) and the two age groups together account for 85.7% of the respondents. Meaning that about two-third of the respondents are between 21-50 years old and they are all young people.

Table 2: Age Bracket

		Frequency	%	Valid %	Cumulative %
Valid	20-30	2	4.1	4.1	4.1
	21-40	31	63.3	63.3	67.3
	41-50	11	22.4	22.4	89.8
	51-60	5	10.2	10.2	100.0
	Total	49	10.2	10.2	261.2

Source: Field survey (2013)

For marital status, about 81% are married while about 19% are still single.

Table 3: Marital status

		Frequency	%	Valid %	Cumulative %
Valid	Valid Single		19.1	19.1	19.1
	Married	38	80.9	80.9	100.0
	Total	47	100.0	100.0	119.1
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Source: Field survey (2013)

Table four below indicates that majority of the respondents have minimum of second degree (master) certificates. In all, 38.5% obtained HND/first Degree certificate, 50.0% have second degree certificate while 8% earned 3^{nd} Degree certificate. All the same, 100% of the respondents possessed tertiary education qualification.

Table 4: Educational Qualification

		Frequency	%	Valid %	Cumulative %
Valid	HND/first	22	42.3	42.3	48.0
	Degree				
	Nd Degree	26	50.0	50.0	92.3
	Rd Degree	4	7.7	7.7	100.0
	Total	52	100.0	100.0	240.3

Source: Field survey (2013)

Respondents on table five below shows the study area have average of 10 years in term of working experience with standard deviation of 6 years and minimum and maximum of 3 and 27 years experiences respectively. About 65% have between 6-10 years of experience, 18% have not less than 5 years of experience, while about 10% have between 15-20 years of experience in civil service

Table 5: Work Experience

		Frequency	%	Valid %	Cumulative %
Valid	1-5yrs	9	18.4	18.4	18.4
	6 – 10yrs	27	55.1	55.1	73.5
	11 – 15yrs	3	6.1	6.1	79.6
	16 – 20yrs	5	10.2	10.2	89.8
	21 – 25yrs	3	6.1	6.1	95.9
	26ys+	2	4.1	4.1	100.0
	Total	49	100.0	100.0	457.2

Source: Field survey (2013)

Section B:

A determination of whether goals are set or mutually set in NNPC

The result on variable one on table 6 below shows that 2.0%, 4.9% and 4.9% strongly disagree, disagree and undecided respectively. While 18.4% and 71.4% agree and strongly agree that goals are set for employees in NNPC. This implies that NNPC subordinate staffs are not given the opportunity to participate in goal settings rather goals are imposed on the subordinates by top management. This negates the principle of MBO instituted in all Nigerian public enterprises.

The finding on variable two on table six below reveals a cumulative disagreement showing 54.7% and 18.9% strongly disagrees and disagrees respectively. While 3.8%, 17.0% and 5.7% undecided, agrees and strongly agrees respectively. Therefore, goals are not mutually set by superior and subordinates in NNPC.

S/N	Variable	Distribution	SD 1	D 2	U 3	A 4	SA 5	Sum	Average	Std. Dev.
1	Goals are set for	Frequency	1	2	2	9	35	222	4.53	.915
	employees in NNPC	%	2.0	4.9	4.9	18.4	71.4			
2	Goal are mutually set	F	29	10	2	9	3	106	2.00	1.345
	in NNPC annually	%	54.7	18.9	3.8	17.0	5.7			

Table 6: Determination of whether goals are set or mutually set in NNPC

Source: Field survey (2013)

Investigation of the relationship between goal settings and performance appraisal

The result on the variable which says "Performance appraisal is conducted based on goals set in NNPC" shows that about 32% and 23% of the respondents agrees and strongly agrees while those that disagrees and strongly disagrees are 22.6% and 7.1% respectively but 15.1% are undecided.

Variable two on table seven below reveals that; agreement are made with 37.7% and 43.4% agrees and strongly agrees percentages amounting to 81.1% of agreement on a cumulative basis. 9.4% and 7.5% strongly disagrees and disagrees respectively, while 1.9% is undecided. This means goal setting and performance appraisal play complementary role in employees' performance in NNPC.

	Variable	Distribution	SD	D	U	Α	SA	Sum	Average	Std.
			1	2	3	4	5			Dev.
`1	Performance appraisal	Frequency	4	12	8	17	12	180	3.4	1.276
	is conducted based on	%	7.5	22.6	15.1	32.1	22.6			
	goals set in NNPC									
2	Goal setting and	F	5	4	1	20	23	211	3.98	1.278
	performance appraisal	%	9.4	7.5	1.9	37.7	43.4			
	play complementary									
	role in NNPC									

Table 7: Investigation of the relationship	n hatwaan aar	al sattings and	norformanco	opproised
Table 7: Investigation of the relationshi	p between goa	al settings and	periormance	appiaisai

Source: Field survey (2013)

An assessment of whether employees are trained according to weaknesses diagnosed in appraisal forms

The finding on table eight below shows that 28.3 and 35.8 strongly disagrees and disagrees respectively, while 1.9 and 7.5 and 26% agrees, strongly agrees and undecided respectively. It is apparent Therefore, that staffs are not trained in NNPC according to weaknesses diagnosed from each employee appraisal form.

Variable	Distribution	SD 1	D 2	U 3	A 4	SA 5	Sum	Average	Std. Dev.
NNPC trains its staffs according to weaknesses diagnosed in each staff appraisal form	Frequency %	15 28.3	19 35.8	14 26.	1 1.9	4 7.5	161	3.04	1.018

Table 8: An assessment of whether employees are trained according to weaknesses diagnosed in appraisal forms

Source: Field survey (2013)

Summary of findings, conclusion and recommendations

This study examines goal setting and performances appraisal in the Nigerian public enterprises with specific reference to Nigeria National Petroleum Corporation (NNPC). The research reports the NNPC senior employees' perception of the twin concepts and how each of the concepts has been applied in the NNPC. It shows that goals are usually set at the beginning of the year and performance appraisal conducted based on the goals set at inception in NNPC. However, the study reveals that subordinate staffs are not given the opportunity to participate and mutually set goals with their superiors rather goals are imposed on them by the top management. This implies that NNPC will hardly conduct an objective appraisal. Though goal setting and performance appraisal play complementary role in NNPC, but the outcome of performance appraisal, that is, weaknesses diagnosed from employees' appraisal forms are not linked to employees training and development. Sequel to the findings of this study, it is recommended that:

- Difficult and specific goals should be set by government for all the arms of government including the core managing directors in public enterprises
- Subordinates should be allowed to participate in goal setting
- Subordinates and supervisor should mutually set goals to avoid demoralization, dejection, frustration, withdrawal, hostility, resentment of subordinate staffs, and distrust between a superior and subordinates.
- Employees' training should be linked to weaknesses diagnosed in their Annual Performance Evaluation Report (APER).
- Adequate provisions should be made for the attainment of the goals set in NNPC.
- Mechanism should be enshrined for monitoring the attainment of the goals set.

• An objective performance appraisal through the technique of management by objective should be conducted properly and at the appropriate time.

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