



Research Paper

Bureaucratic Rules, Employees Participation and Productivity in Rivers State Civil Service, 2010-2020

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Abstract

Bureaucracy is an administrative set-up that runs on certain set of rules and procedures and a hierarchical structure in implementing control over its areas of jurisdiction. This paper examines bureaucratic rules and productivity in the Rivers State Civil Service between 2010 and 2020. The paper is anchored on the human relations theory of management. Its design was the survey design and population of study was based on 7200 civil servants in the eight (8) ministries of the state civil service. Using the Taro Yamane formula a sample size of 400 was drawn as respondents to the study, 400 structured questionnaire were distributed to the respondents while 370 of the questionnaire was returned indicating 92.5% response. Data for the paper was mainly generated through the distribution and retrieval of the questionnaire as such, the paper relied more on primary data. The paper was guided by a single hypothesis which was stated both in alternate and null forms and was tested using the chi-square at 5% level of confidence. Also, other descriptive tools like simple percentages and mean rating were used to analyze and present findings. Amongst others the paper found out that; though bureaucracy is a system that relies on a set of rules, procedures, separation of functions and hierarchical structure, but its rigid application of the rules and procedures even when they are obsolete is a disincentive to workers productivity. In line with that, the paper recommends among others that the civil services should reform those rules that no more serve any useful purpose in this 21st century. And that there should be deliberate effort by government to flatten the structure so as to allow for easier flow of information in the service, so as to reduce certain aspects of rigidity of the rules.

Keywords: Civil Service, Productivity, Employee Participation, Rivers State.

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I. Introduction

Bureaucracy is an administrative or social system that relies on a set of rules and procedures, separation of functions and a hierarchical structure in implementing controls over an organization, government or social system. Although some form of bureaucracy is necessary for large, efficiently run organizations, there is much debate over whether the theory is manifested in practice. The point here is that bureaucracy brings about delay in decision making, does not allow for innovation and response to emergency situation. There by showing that, the manner in which an organizational structure is set up and administered can have a direct effect on productivity.

Hence, it can be said that, employees' participation in decision making and in the administration of an organization promotes employees productivity. Strict application of bureaucratic principles brings about delay in service delivery, under exploration of employees' talents, expertise and intellectual abilities. Thus, Igweobi (2009) stated that, the solid foundation of any successful organization is its people. Employees represent a source of knowledge and idea, but often times that resource remains untapped. Involving employees in the managerial, administrative process and decision-making processes not only empower them to contribute to the success of an organization, but also saves the organization time and money, increase productivity and reduce outsourcing. Also, Oduma (2006) stated that, the increase in responsibility expands employee skill sets, preparing them for additional responsibility in the future. Employee's participation in decision-making process

irrespective of their rank in an organization leads to job satisfaction, employee's commitment and increase rate of circulation of information that can lead to the realization of the corporate objectives of an organization.

Observably however, some administrators and managers of some organizations believe so much in the strict application of bureaucratic principles that they do not allow employees and subordinates to participate in decision making processes and in the day-to-day administration and management of the organization. Some of them hold the erroneous belief that allowing employees to carry out certain job responsibility will make them understand the secrets of the organisation and which might result in the subordinate taking over their position from them. Again, Umeogu (2010) observed that, this kind of situation is mostly observed in government parastatals and public enterprises, where directors and managers are so stringent with performance evaluation, appraisal and monitoring process that, to them allowing employees to participate in the decision making process might weaken their authority to control the employees.

The Rivers state civil service is a bureaucratic organisation, hierarchically structured with the Permanent Secretary at the apex followed by directors, deputy directors, executive staff, clerical staff, messengerial staff etc. Hence, the extent to which the staff of the service performs their duties effectively and efficiently could be dependent on the extent to which the higher level staff relate or communicate with other employees in terms of decision making, assignment of responsibilities, roles and in the general administration of the service. Hence, this paper explores bureaucratic rules, employee participation and productivity in the Rivers State Civil Service.

The paper is presented in five interrelated parts. Part one is the introduction which we just concluded. Part two encapsulates the analytical framework upon which the paper is anchored and a brief review of some relevant concepts to the paper. Part three expresses the method which the paper adopted in generating and analyzing data. Part four covers the data presentation, analysis and discussion while part five and of course the final part excluding references, deals with conclusion/recommendations of the paper.

Analytical Framework

The paper employs the **human relations theory of management**. The human relations theory is a school of management theory stressing the importance of understanding human motivation in the work place. According to Thompson (2004), the human relations school believes that employee motivation is a result of recognition, encouragement and rewarding of individual contributions. It advocates were F. J. Roethlisberger, W. E. Moore and E. Mayo in the USA and G. Friedmann in France. Human relations theory developed as a response to Taylorism. Rejecting the biological and mechanistic approaches to F. W. Taylor's "scientific management". The Human Relations Theory proposed the implementation of methods of dealing with workers as socio-psychological beings. Robbins (2005) succinctly explains the human relations theory in his following words.

The theory believes in the human aspect of a business and how to utilize humans as a valuable resource. Without people, your business would not exist, so consider restructuring your organization with a focus on employee relations. Spend time and money to invest in developing employees and see high productivity and more success within your organization.

Also, Zhao (1997) identified the beliefs of the human relations theorists to include:

- i. Workers are human beings, so they must be treated like humans beings and not like machines. Managers should try to understand the feelings and emotions of the workers.
- ii. An organization works not only through formal relations but also through informal relations. Therefore, managers should encourage informal relations in the organization along with formal relations.
- iii. Workers want good communication from managers. Therefore, managers should communicate effectively with employees without feeling of ego and superiority complex.

This theory is most suitable to the topic of this paper because, a stringent application and practice of bureaucratic principles in an organization might be scaring for employees. It might prevent them from bringing out their hidden talents, potentials and expertise which will improve their productivity.

Conceptual Review

The Concept of Bureaucracy

Bureaucracy is a concept that is not amenable to a single definition, thus has been subjected to many different definitions. It is used variously to identify an institution or a caste, a mode of operation, an ideology, a view of viewing and organizing society, way of life, a social category etc. The term bureaucracy appears to have begun its career to describe a government by officials. Vincent deGourney is said to have coined the term in 1745. It was originally used in a pejorative sense and its focus was on government officials. It was seen as a form of government by officials characterized by its tendency to meddle, to exceed its proper functions.

A German dictionary of foreign expressions published in 1813 conceived of bureaucracy as the authority or power which various government departments and their branches aggregate to themselves over fellow citizens.

Bengt (1977) noted that bureaucracy has been identified with any of the following seven divisions: State administration, group of officials, administrative autocracy, rational organisation, organizational inefficiency, modern organisation or modern society. He observes that the concept of bureaucracy is multisided. It is used as a summary term for a category of persons with special administration tasks, as specific (form) of organization and polemically and pejoratively as a criticism of certain trends in modern society.

Laski (1987) applied the term bureaucracy for a system of government, the control of which is so completely in the hands of officials that their power jeopardizes the liberties of ordinary citizens. The term has caused so much of controversy and confusion that some scholars are of the opinion that the only reasonable approach is to avoid the use of the term “bureaucracy” while pursuing research in the areas in which it has been employed.

Bureaucracy is a management system invented to handle state affairs and organize state relationships with its citizens (AlQahtani, 2013). This relates to the standardization of procedures, keeping records of transactions, and organizing decision-making processes in a management system. The degree of bureaucratization along particular dimensions or organizational attributes determines the type of organizational activities. A bureaucracy is a complex and specialized organization composed of non-elected, highly trained professional administrators and clerks hired on a full-time basis to perform administrative services and tasks. Bureaucratic structures are thus a form of organizational structure by which the organization arranges its staff to reflect how it functions to deliver its goals and objectives. Bureaucratic structures take the shape of the pyramid in which there exists a direct vertical line connecting the top management, extending through middle management, and then cascading down to the baseline employees. The classical theory works of scholars such as Weber, Fayol, Taylor, Gulick and Urwick illuminate the foundational ideas of the universal principles that are followed for an organization to be successful (Malone, 1986).

Changing Concept of Bureaucracy

Bureaucracy continued to be understood in the manner described above through the 19th century. But conceptions began to emerge which recognized that there are differences other than those of power and size between groups of officials and modes of organisation. One of the most important of these conceptions, transfers attention from officials as a social group to the mode of organisation of the institutions in which they serve. The use of bureaucracy is important as a fore runner of the widespread 20th century habit of applying the terms “bureaucracy” or “bureaucratic” to institutions rather than to the officials employed in them; these latter as thus called bureaucrats as much because they work in the institutions and because they are members of a social group. As will be shown in the definitions of bureaucracy that follow, it is the mode of organisation that is being emphasized by the modern scholars.

It was Max Weber, a German sociologist who gave the modern concept of bureaucracy. He never defined bureaucracy in the explicit way in which he defined “class or status group”. He regarded bureaucracy as a universal social phenomenon and the means of carrying “community action” over into rationally ordered ‘societal action’. He outlined the characteristics of the “ideal” type from the functional point of view. He used the word bureaucracy not to refer disparagingly to rule by officials but to designate a quite specific kind of administrative organisation. He insisted that modern bureaucratic organization as a form of apparatus was sui-generis (Hummel, 1968).

Dimock (1987) identified bureaucracy with institutions and large scale organisations in society. For him “Bureaucracy is the state of society in which institutions overshadow individuals and simple family relationships; stage of development in which division of labour, specialization, organisation, hierarchy, planning and regimentation of large groups of individuals either by voluntary or involuntary methods, are the order of the day.

Vieg (1990) says in free translation that bureaucracy means “desk government” or management by bureaus. It denotes the sum total of the personal apparatus and procedures by which an organization manages its work and accomplishes its purposes. The organisation may be public or private, governmental, commercial, educational, ecclesiastical; but if it is of any size, it must be a bureaucracy in this sense.

Blau and Mayer (1966) defined bureaucracy as organisation designed to accomplish large scale administrative tasks by systematically coordinating the work of many individuals. A structural view of bureaucracy as an organisation was taken by Arthur K. Davis. He used the term for denoting an integrated hierarchy of specialized offices defined by systematic rules - and impersonal routinised structure where in legitimized authority rests in the office and not in the person of the incumbent. Another definition of bureaucracy is that it is “a hierarchical organisation of officials appointed to carry out certain public objectives”.

A three dimensional view of bureaucracy is given by Dey (1978) from the structural aspect; it is value neutral- neither her or villain. It can be treated as a phenomenon associated with any large scale, complex organisation. From the behavioural angle, bureaucracy may be thought of as showing some functional or pathological symptoms. From the achievemental or purposive point of view, it can be regarded as an organization that maximizes efficiency in administrations or an institutionalized method of organized social conduct in the interest of administrative efficiency.

Principles and Characteristics of Bureaucracy

According to Tibamwenda, J. (2010) a German academic called Max Weber in the 1940s propounded principles of bureaucracy. He said Weber propounded the following basic principles or characteristics of bureaucracy in organization, which are as follows:

Hierarchical Structure

Max Weber proposed a structured hierarchical system for his various examples. For instance, if there are two offices present in the system, the lower office should be directly supervised and controlled by the office that is ranked higher than that. However, unlike a rigid and traditional bureaucratic system although was not presently found in organizations, Max Weber believed that the authority should not be contained within an office completely. This is why he believed that the lower ranked office should have a right to appeal the decisions made by the higher ranked office if they are not satisfied with the decision. In this way, the authority and power of the offices are diffused and well balanced.

Selection, Qualification and Careers

Another important point that Max Weber proposed was that the selection of the officials should be on merit and qualification. Moreover, unlike traditional types of bureaucratic systems, the officials are not to be elected on personal relations, preferences and connections. Instead, every official should be selected on merits and technical qualifications. Similarly, Max proposed that an official should have a full career in the system. It must be a full-time employment and the compensation should be in salary that matches the qualification, performance and prevailing standards.

Specification of Laws and Management by Rules

Max Weber proposed that there should be specific rules created by the higher ranked offices and all the lower and middle levels offices should apply these rules consistently. This point was presented to counter the fact that many laws vary and either not present at all or so vaguely written that they could easily be confused or manipulated. This led to delay decision-making, encourages corruption and red tape. In order to counter that, it was proposed that the laws should be clear, concise and stable.

Separation of Official and Personal Property

In a bureaucratic system, it was common to mix up the personal and official property. Max Weber strongly advised against it and proposed that there should be clear separation of official and personal properties in the offices. Similarly, the items that are used in the offices belong to the office itself and not the person working in it. This keeps a clear distinction, and furthermore, it also mitigates the chances of undue interference and skewed decisions.

Impersonal

Max Weber purposely wanted the system to be impersonal. This is to counter the most important and negative aspect of a traditional bureaucratic system, i.e. undue influences. In the commercial banks the system should be impersonal and must not be biased for individuals based on their wealth, influences, connections or position. The rules and regulations formed should be applied uniformly and consistently to everyone irrespective of ethnic, relatives, religions, etc.

Functional Specialty and Division of Labour

Along with the other points, it is also important that specialists should only do the tasks so as to maximize the benefits to be derived. The division of labor and recognition of specialization are important aspects in this refined bureaucratic theory. Workers, offices and units should be categorically divided based on the quality and specialization of employees. Similarly, every specific task should be delegated only to specialized workers, who can perform to the best of their duties (Sharma, et al 2011).

Problems and Prospect of the Public Bureaucracy in Nigeria

The public bureaucracy in Nigeria is beset with a number of problems that has hampered its elective role in governance in the country. One of the major problems confronting the public bureaucracy in Nigeria is

its politicization. Several offices in the civil service were at one time or the other politicized by the military. These include the offices of the permanent secretary and the head of service. Although, there is nothing wrong with the bureaucracy performing political functions, but the fear is that unless such political functions are carefully controlled, they can further aggravate the already strained relationship between the political officers and the bureaucrats with unpleasant consequences. The political officers would regard such political roles performed by the bureaucrats as usurpation of powers and trespass.

“Another problem is the high level of corruption associated with the public bureaucracy in Nigeria. A World Bank (1995) report stated that, “Nigeria's Public Sector lacks transparency and accountability. This is further confirmed by a recent publication of Transparency International which rated Nigeria as the second most corrupt in the world (Nigeria Tribune October 3, 2002). Mr. Ernest Shoneka, the Head of International Government that succeeded General Ibrahim Babangida also made a serious statement on the level of corruption in Nigeria”.

We can no longer ignore the issue of corruption which is now believed to be quite endemic in our country... people abroad now believe it is virtually impossible to undertake any form of transaction successfully in Nigeria today without bribery... government is specially concerned with increasing cases of white collar corruption... bank thefts, insider dealing, product counterfeiting etc. (The Guardian February 28, 1993, cited from Oluwu, 1996a).

In addition, a World Bank (1995) publication has identified the cause of corruption among public officials. It is no secret that inadequate salaries most times impel public officials into unprofessional forms of behaviour. When senior jobs produce opportunities to collect bribes, to evade income inhibiting restrictions on private trade, associates, or to misappropriate public funds, incentives are created to do one's job in ways that are inconsistent with the public interest.

The guardian news paper reported that pathetic condition of the state of the country resulting from the high level of corruption in the country. “The Nigeria state has become a predatory institution through which people in places of trust and responsibility recklessly and remorselessly loot the nation's resources and extort tribute which the ordinary citizens shares... what we see as an advanced of social anomie an ear collapse of the Nigeria state as a social organisms”. (Editorial of the Guardian March 1, 1994).

To deal with this endemic bureaucratic corruption, adequate incentives and motivation must be provided for public bureaucrats, which will not only attract talented people to the service, but also make them to perform effectively and honestly. Beyond this, Nigeria as a society should begin to change its value. In a decent society, money is not everything, but a society like Nigeria where money is considered to be everything, people can go to any length and use any means to acquire wealth, which nobody will care to query. Our orientation, value and priority must change. Integrity, honour and good name must be preferred above ill-gotten wealth that is when we can create a decent new society. Other problems that are associated with the bureaucracy, world over are its rigidity, resistance to change, lack of innovation, impersonality, and “excessive aloofness, ritualistic attachment to routines and procedures.” (Framer, 1977). The problem of rigidity and resistance to change by bureaucracy has contributed to the failure of many civil service reforms in Nigeria rights from colonial times till date.

The Concept of Productivity

The concept of productivity has been described variously by different scholars, analysts and organisations. Some think of productivity as a measure of the economy as a whole. Others think of productivity in terms of individual industries or plants. Some businessmen in their public relations speak as though the whole matter of productivity had to do with the degree of application of the workers to their jobs. At other times, the concept of productivity is used as though it were a measure of the degree of efficiency achieved in production (Freeman, 2008). An I.L.O. publication has defined productivity as the ratio between output of wealth and the input of resources used in the process of production (ILO, 1978). The Organisation for European Economic Cooperation (OEEC) has defined the concept of productivity as follows. In its widest sense it may be said that productivity is the measurement of the economic soundness of the nations. The European Productivity Agency (EPA) has defined productivity as follows. "Productivity is an attitude of mind. It is a mentality of a progress, of the constant improvement of that which exists. It is the certainty of being able to do better today than yesterday and continuously. It is the constant adaptation of economic and social life to changing conditions. It is the continual effort to apply new techniques and methods. It is the faith in human progress. One thing common to all these concepts of productivity is the desire to portray some one's ability to produce or the rate at which production is carried. Mehta(1987 p.17) defines productivity as the "ratio of output to the corresponding labour", He places the validity of this definition on its popularity. Salter accepts the measure of labour productivity as output per man hour because it has a perfectly respectable ancestry. Kendrick also opined that "productivity" used to denote the ratio of output to any or all associated inputs in real terms. But today there appears to be a consensus of opinion that productivity is the ratio of output to input. Here it may be desirable to mention the difference between the productivity of enterprise as a whole or industrial productivity and the labour

productivity. Whereas the increase in the 'productivity of the enterprise as a whole' is a simple function of the factors like technological advancement, improved managerial or organisational skills better entrepreneurial ability, positive attitude of all concerned, good industrial relations and the like. The productivity of labour depends on the stimuli or incentives available to human effort (Prokopenko, 1978). The international labour organisation productivity mission in India also pointed out that productivity does not mean mechanization. It means development of scientific attitude on the part of management and that of labour through the adoption of scientific principles and scientific techniques. In the words of Riggs, "productivity is the quality, or state of being productive. It is a concept that guides the management of production systems and measures its success. It is the quality that indicates how well labour, capital, materials, and energy are utilised. Increasing productivity is a goal advocated by business organised labour and Government. A change in productivity of a system results from the combined effect of all the factors contributing to the system's performance (Katzell et al).

Historically productivity measures related to the physical and technical aspects of the productive process. A formal organisation was created to handle problems of specialisation departmentation and technical co-ordination of jobs in an organisation. The Industrial Revolution brought significant changes in technical conditions of production. Before the advent of Industrial Revolution an individual made the complete product and there existed a simple and flexible relationship between the crafts man and his few assistants. The introduction of machinery and large scale production changed the structure of jobs and the nature of work process. Jobs were divided and individuals work was conditioned by work processes which were increasingly characterised by repetitive jobs, immediate dependence on the work of others and problems of man-machine relationships. Subsequently, the writings of Taylor, Gulick and others laid the foundations of a theory of organisation based on division of labour, technical consideration of task, time and motion study and allocation of jobs or positions. Thus consideration of work process and division of work were of primary importance. Man has always been interested in easier ways of doing things, since he first thought of the wheel and cart to help him carry loads (Lawhor, 1985 p. 36).

The modern approach to study of organisation and productivity attempts to provide an integrated framework which combines both the classical and the neo classical elements. It treats organisation as a system of mutually dependent variables. The studies undertaken by the Tavistock Institute of human relations illustrated the usefulness of viewing organisations as socio-technical systems. The analysis of socio technical system is important for the determination of optimum solutions for process, design. The task of process specifications that will produce the output most economically process design is concerned with selecting the work stations, managers have to give consideration to the behavioural consequences of arranging work situations. In an assembly line, the work is divided into individual tasks and assigned to consecutive operations on the line. The manager should give considerations to the need for designing work situations so as to create favourable interpersonal relationship in addition to meeting the technological specifications. In industries where work groups operate under conditions of pooled interdependence, the manager should give consideration to the creation of sequential work groups that generate social motivation and promote productivity. Up to some twenty years ago, the techniques for the analysis and evaluation of work done, were very limited in scope and application. Since then they have developed rapidly in quality and effectiveness and particularly in the range of work to which they can be applied work study is the most important concept in the process of increasing productivity. The growing complexity of new processes and equipment quite apart from rising prices, means that now a days it is frequently necessary to make a considerable capital investment for each new plant employee. A modern trend therefore is for all technical staff to be given some training in the principles of work study and for the design and layout of new plants and better processes to proceed with these principles in mind as well as purely technical considerations. In the case of product standardisation and simplification, work study can be used to access the economics of various alternatives. The note below shows how the work study helps in increasing productivity (Katzell et al, 1978).

To achieve improved factory and work place layout improved design of equipment better working environment reduction of fatigue resulting in improved use of material, plant equipment Work Measurement To assess human effectiveness To achieve a basis for comparison of alternative met- ads correct critical meaning continuous economy of manpower effective planning of production realistic labour costing: basis for sound incentive scheme (Freeman, 2008).

Earlier approach to productivity centred primarily on the factor like labour productivity machine productivity and the like. It is important that managerial productivity is also paid attention in order to reap the benefit of total productivity. Managerial productivity will certainly take care of the factor productivity. The ratio of value added over total salaries of managements at best an aggregate measure of the productivity of the total management performance. However such an aggregate measure fails to distinguish between the poor and the outstanding performance of individual managers. Managerial productivity lies in the better utilisation of organisation resources towards the attainment of the organisational resources and organizational objectives. As the objectives will vary at different stages of the growth of an organisation as well as and for different types of industries, there can hardly be evolved one yardstick that will suit all types of organisations. Productivity is

considered as a ratio of output (goods manufactured or services rendered). Production based models can be categorised into two variations depending upon the way the valuation of output is carried out. (i) Output as value of production (ii) Output as value of addition models based on output as value of production (Lawhor, 1985).

The Concept of Organisational Performance

The concept of performance has gained increasing attention in recent decades, being pervasive in almost all spheres of the human activity. Performance is a subjective view of reality, which explains the multitude of critical reflections on the concept and its measuring instruments. The multitude of studies at international level in the field of performance is also due to the financial crisis that swept the economy globally, which has led to a continuing need of improvement in the area of performance of entities. The concept of company performance is often used in the scholarly literature, but it is only rarely defined. Due to the large number of concepts employed in defining performance. Thus, organizational performance is confounded with notions such as: productivity, efficiency, effectiveness, economy, earning capacity, profitability, competitiveness etc. For this reason it is increasingly insisted on a clear and unambiguous definition of the concept of performance.

The term performance emerged in the mid-nineteenth century and was first used in defining the results to a sporting contest. In the twentieth century, the concept has evolved and developed a series of definitions that were meant to encompass the widest sense of what is perceived through performance.

Currently, there is no performance independent to targeted objectives. Reaching the objectives translates with achieving the performance. Since the objectives of an organization cannot be defined precisely and are more and more numerous, the performance is more and more difficult to define, as it is a relative measure.

The concept of performance, as it appears defined in the dictionaries of French, English and Romanian, defines more the idea of outcome, achieved goal, quality, and less the economic aspects of efficiency and effectiveness. The Explanatory Dictionary of the Romanian Language defines performance as "a result (particularly good) obtained by someone in a sporting contest; a special achievement in a field of activity; the best result obtained by a technical system, a machine, a device, etc." The definition shows that the term performance was originally taken from the mechanics and sports fields, in order to afterwards be used to characterize the very good results also achieved in other fields. This means that performance is attained only by a limited number of entities, those who get the best results. Performance cannot be connected to any result achieved, but only with a special one. What does "special" mean? In the first place, net superior to what was obtained in an earlier period, in the second place, superior to results obtained by "others" and, in a third place, different by the objectives obviously set, in a favourably acceptance.

Currently there are a variety of definitions attributed to the concept of performance due to its subjective nature. In the literature there are many articles or studies that define the concept of performance closely related to environmental factors.

Organizational performance or workers performance is defined as a way of knowing whether workers carried out their job/duties well. Many government organizations assess their workers performance on an annual basis in order to know areas that requires training and development (TAIWO, 2010) performance by workers is a great concern in most organization because it will enable the management to know if the workers are doing their work well to which they are been paid. According to Vikas& Ravi, (2011) exploring this thought defines organizational performance as a means to reach a set goal within an organization (tio, 2014) affirms that organizational performance is not a single action but rather a complex activities. However, Howell and Hall-Merenda, (1999) have a different view point concerning organizational (workers) performance. They stated that "Workers" performance is all about social standing which is also related to the view point that being stated by Greenberg and Baron, (2000).

Greenberg and Baron had stated that workers performance is considered as the main important aspect in generating continuous profit i.e. in terms of private organizations. According to Rabey, (2007) Workers performance is determined during job performance reviews with the consideration factors of time management leadership skills and performance to assess each worker on an individual basis. This is in consonance with what other researchers have earlier stated. Sinha, (2001) stated that employees performance is directly depended on the willingness and openness of the workers themselves on doing their job. He also said that by having the willingness and openness of the workers in doing their job it will increase the workers' productivity which also leads to the performance. Stup (2003) also explained that to have a good performance outcome, workers have to get the task to be done on track as to achieve the organizational goal or target. Furthermore, a reward system should be in place in the organization to be implemented on the bases of higher performance by the workers. This in effect will serve as an impetus for the workers to put in their best.

There are many factors that have been described by Stup (2003) as being contributory to the enhancement of an organizational performance. The factors among others include; physical work environment, equipment and tools, meaningful work, performance expectation, feedback on performance, reward for good or bad performance etc. According to Agha and Jamhour, (2012) organizational performance depends on leaders' mastery to create a cooperative working climate and on their ability to lead a team. They went further to state that, effective result require emotional engagement and empathy from participants in terms of activities performed within a team in order to provide solutions to issues that need to be resolved as professionally as possible. Organizational performance in the view of Batool,(2013) refers to the degree to which the organization, with some informational, financial and human resources, positions itself effectively on the business market.individual performance can influence the performance of the entire organization in the short, medium and long term in a positive or negative way (Batool, 2013).

Besides, the success of any business or establishment be it private or government depends on it organizational performance, which means its ability to effectively implement strategies to achieve institutional objectives (Babcock &Strickland, 2010). Aina, etal, (2012) outline some of these factors as determinants of organizational performance; human and cultural factors , technology, natural resources, economic factors, regulatory measures, markets, management philosophy, organizational culture (Goals, value, Beliefs & norms), organizational climate, motivated behavior and teamwork. Taiwo, (2010) worked at the two key words in explaining organizational performance. An organization is an organized group of individuals with a specific purpose 'Performance' is the process or action of performing a function or task. Hence, when the two words are put together, that is Organizational Performance, it now means, according to Taiwo, (2010) how successfully an organized group of people with a particular purpose perform a function. It is the achievement of successful outcomes, which involves analyzing a company's performance against its objectives and goals. In other words, organizational performance comprises real results or outputs.

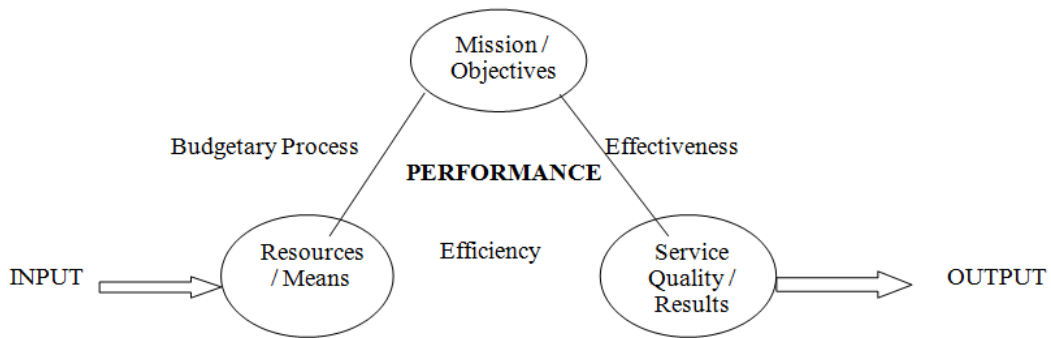
The three main outcomes according to Stocker, (2010) are: shareholder value performance, financial performance and market performance. Employees performance or organizational performance is the attitudes workers put towards work-related conditions. Beln, (2003) was of the view that organizational performance is more of a response to a specific job. Organizational performance is an important element from organizational perspective, as it leads to higher organizational commitment of employees and high commitment leads to overall organizational success and growth (Beln, 2003). Organizational performance depends on leaders' mastery to create a cooperative working environment and on their ability to lead a team (Bass, 1999).

According to Babcock, (2010) effective result in any organization require emotional engagement and empathy from participants terms of activities performed within a team in order to provide solution as quick and professionally as possible. Organizational performance according to Batool, (2013) refers to the degree to which the organization, with some informational, financial, and human resources position itself effectively in the world of work (business market). He also said that individual performance can influence the performance of the entire organization in the short, medium or long term in a positive or negative way.

Organizational performance or workers performance can be used interchangeably to mean one and the same thing. Many organizational and behavioral research studies have examined the links between work and organizational performance, leading to various definitions of the two concepts as we have seen so far. For instance Bass, (1999) defined employees or workers performance as the effective orientation of an employee(s) in regard to his or her work. Additionally, Asree, e'tal (2010) considered employees performance to constitute an individual's overall perception and evaluation of the work environment and it may also be viewed as a positive emotional status that develops from an individual's job appraisal and job experience. The overriding concept that links these definitions is that employeess(s) performance is a result of employee satisfaction, which captures how individuals in an organizational environment feel regarding their overall work various studies have emphasized personal characteristics and environmental factors as critical variables influencing employee satisfaction and performance (Batool, 2013).

Beheshtifar, and Roasaei, (2012) have reported several model of assessing organizational performance processes to looking at organizational tasks as events where performance measurement aids like the behaviourally anchored rating observation scale (BARS) abuse and any other off task behaviors that undermine performance. According to Behestifar and Roasaei, (2012) the following are some of the models used in assessing the performance of any organization: team level performance: - for team level organizational performance two completion of a task is an important measure. Moreover, teak proficiency is another indicator or good performance. Counter productive work behaviors:- are indicated by the absenteeism. Theft, tandiness, disregard of instructions, safety regulations substance abuse and any other behaviors that undermine performance with good indicators like initiative, extra tasks performed, resourcefulness, enthusiasm, motivation, creativity commitment and interpersonal relationships. Adaptive Performance:- This denote the responsiveness at work and is measured through innovation, adjustment to changing circumstances, flexibility and open-mindedness and of planning, organizing, problem – solving, monitoring and decision – making.

1 Diagramic **Definition of Performance**



Source: Matei, L., Management public [Public Management] – Second Edition, Economic Publishing House, Bucharest, 2006, page 192

Another author supports the idea of embedding in the definition of performance of the public sector not just only the financial aspects but also those related to reaching the environmental and social equity objectives. This is an approach of Chai, N. (2009), which supports the need for the transition from the system of the 3E (efficiency, effectiveness, economy) to a 5E-type system (economy, efficiency, effectiveness, environment and equity). In Bartoli and Blatrix’s opinion (2015), the definition of performance should be achieved through items such as evaluation, piloting, efficiency, effectiveness and quality.

Concept of Civil Service

The word civil is derived from an old French word “civil” which means ‘relating to law’ and directly from latin word “civilis” which means “relating to citizen” while the word service is derive from an old French word “servise” which means “aids”.

The Nigerian civil service had its origins in organizations established by the British in colonial times. Nigeria gained full independence in October 1960 under a constitution that provided for a parliamentary system of government for the country’s three regions. The Nigeria civil service is a body that governs employees entrusted with the administration of the country, and mandated to carry out the policies of the government of the day. In other words, it is the body of civilian employees of any level of government, not subject to political appointment and removal, normally hired and promoted largely on the basis of competitive examination.

Okonkwo, (2008) in his view stated that civil servants are those folks in Nigeria government agencies other than the military and police. Most of employees are career civil servants in the Nigerian ministries. Who progresses based on qualification and seniority.

A Kala (2008) define the civil service as a collection term for a sector of government composed with many career civil servants hired on professional basis. It refers to the service responsible for the administration of the government of a country. It excludes the legislative, judicial and military branches. Hence members of the civil service have no official political allegiance and are not generally affected by charges of governments. As a noun the concept civil service refers to those branches of public service concerned with all governmental administrative function outside the armed services. The body of persons employed in these branches. A system or method of appointing government employees on the basis of competitive examination, rather than by political patronage. (Thesaurus 2005). It can also be seen as the service that is officially responsible for the public administration of the government of a country. That is to say the nonmilitary personnel who work for government applying its laws and regulations.

According to Idris, (2009) since the era of independence, various commissions have studied and made recommendations for reforming of the civil service. These include among other margan commission of 1963, Adebo commission of 1971 and the Udoji commission of 1972-74 etc the also said that a major change occurred with the adoption in 1979 of a constitution modeled on that of the United States. The Dotun Philip’s panel of 1985 attempted to reform the civil service. The 1988 civil service re-organization Decree promulgated by General Ibrahim Babangida has a major impact on the structure and efficiency of the civil service.

According to Okonkwo, (2008) asserted that the report of Ayida panel made recommendations to reverse some of the past innovation and to return to the more efficient civil service of earlier years. Hence, in the words of Bada (2008), the civil service has been undergoing gradual and systematic reforms and restructuring since May 29, 1999 after decades of military rule. He further said somehow, the civil service is still considered stagnant and inefficient, and the attempts made in the past by panels have had little effect on the promotion of sustainable human development in Nigeria.

In the views of Akinyemi, (1020), he stated that, the ministries are responsible for various parastatals (i.e. government owned agencies or corporations) such as universities (Education), National Broadcasting commission (Information) and Nigeria National Petroleum corporation (petroleum). Other parastatals are the responsibility of the office of the presidency, such as the independent national Electoral commission, the Economic and Financial Crime Commission and the federal civil service commission.

However, the above development has shown the genealogical administrative setting of Nigerian civil service from 1960 – date. The central idea is that various civil service reforms that have taken place in Nigeria greatly promoted sustainable human development. Hence, strong human resource management, man power planning and utilization, effective organizational performance, efficient employee- employer relations in a given establishment and high level bureaucratic stability have eluded the post colonial Nigria civil service, a damaging effect on the promotion of sustainable human development (Amua, 2011). We duly note excuse Orosaye gave for his reform plans. The top hierarchy, he noted is too overcrowded and too linear in it regional character. It goes right to the heart of the contradiction that has become the Nigeria public service.

For too long a time officers were not recruited, promoted and maintained per efficiency, but on selective quota- the so called “federal character requirement. Many junior and inexperience people with varied and even occasionally ambiguous level of skill, training and protraction from so-called disadvantage states were brought in and sometimes promoted and privileged over more test and senior from other parts of the country (Akale, 2008). A Civil Servant or Public Servant is an employee who works in Civilian Career Public Sector for a government department or agency; many refer the study of Civil Service to be part of the field of public administration.

The Civil Service is independent of government also composed mainly of career bureaucrats hired on professional merit rather than appointed or elected whose institutional tenure typically survives transitions of political leadership. A Civil Servant or Public Servant is a person employed in the Public Sector on behalf of government department or agency (Idris 2009).The first priority of a Civil Servant or Public Servants is to represent the interests of the citizen (Idris 2009).

Importance of the civil service

The civil service is present all over Nigeria and it thus has a strong binding feature: It plays a vital role in effective police- making and regulation, it offers non. Partisan advice to the political leadership of the country, even in the midst of political instability, the service gives affective coordination between the various institutions of governance and also between different departments, bodies etc and the list is endless it offers services delivery and leadership at different level of administration.

Functions of Civil Service

According to the civil service rule below are some of the chief functions of the civil service:

Basis of government: - There can be no government without administrative machinery,

Implementing laws and policies: The civil service is responsible for implementing laws and executing the policies framed by the government.

Policy formulation: - the civil service is chiefly responsible for policy formulation as well. The civil service officers advise ministers and commission in this regard and also provides them with facts and ideals.

Stabilizing force: Amidst political instability, the civil service offers stability and permanence. While governments, ministers and commissioner can come and go, the civil service is a permanent fixture giving the administrative set up a sense of stability, direction and continuity.

Instruments of Social Change and Economic Development: Successful policy implementation will lead to positive change in the lives of ordinary people. It is only when the promised goods and services reach the intended beneficiaries a government can call any scheme successful. The tasks of actualizing scheme and policies fall with the officers of the civil service.

Welfare Service: The service offer a variety of welfare schemes such as providing social security, the welfare of the weaker and vulnerable (woman girl, child, children and the disable) sections of society, old-age pensions, poverty alleviation etc.

Developmental Functions: The civil service performs a variety of developmental functions like promoting modern techniques in agriculture, promoting the industry, trade, banking functions, bridging the digital divide. Etc.

Administrative Adjudication: The civil service also performs quasi-judicial services by settling disputes between the state and the citizens, in the form of tribunals, inquiry and panel

Classes in Civil Service

According to the Nigeria Civil Service, there are five classes of civil servants these are: Professional class, Executive class, Administrative class, Clerical Class and manipulative or Messageria class. The professional class, according to Akala, (2008) refers to those officers who are recruited based on their

specialized training, skills, scientific and technical knowledge. Those in this class are, Lawyers, Medical Doctors, and Engineers, architects, accountants and teachers. In the view of Akala, these classes of civil servants offer professional advice on the technical policies of government and supervise sensitive projects undertaken by the government. Recruitment into this class is based on professional or university education.

Okonkwo, (2008) asserted that the executive class implement the general polices and programme of the government on a daily basis. They supervise and control the activities of their subordinates and help to collect facts that aid in making policy decision. Okonkwo, (2008) further stated that, the administrative class servants who organize and coordinate the activities of the ministries. They execute high-level administrative work, advice ministers in formulation and implementation of policies and serve as communication link between the minister and other civil servants. To be recruited into this class a person must have a university degree and pass the prescribe examination plus interviews conducted by the civil service commission.

In this class are directors-general, deputy directors, assistant directors etc. The Clerical class according to Akinyemi (2010) include: typists, electrical Officers, clerical assistants and secretaries who help staff in the other classes to carry out their functions. Their job involves: keeping records, movement of files, Preparation of data and vouchers and payment of claims. These are holders of Secondary School Certificates and GCE or Equivalent to Professional Certificates in typing. While the messagerial/manipulative or auxiliary class of workers are the drivers, cleaners, painters, messengers, porters and gardeners. Their work involves manual labour and the entry qualification is leaving school certificate.

Characteristics of the Civil Service

Below are some of the characteristics of the civil service in Nigeria:

Permanency: - The Civil Service is a permanent government establishment and employees enjoy security of tenure. The civil service remains intact while government come and goes periodically.

Neutrality:- The Civil Servants are required to be politically neutral so that they can serve faithfully, any government in power, no matter the controlling party. The law requires them to resign their appointment where they are interested in partisan politics.

Impartiality:-This implies that Civil Servant should discharge their official duties fairly to all the people they are serving without religious class, gender, ethnic or other consideration or biases.

Anonymity: - Civil Servant may neither disclose government official secret nor speak to the press on government matters, except they are authorized by the minister who is supervising the ministry. They cannot be held responsible for their official actions. The minister and director – general are politically accountable for the success or failure of their ministry.

Expertise: - This Civil Service consists of highly qualified and professionally experienced experts in various fields. The formulation and implementation of government policies and programs depend largely on specialists, while political office holders may not themselves be specialist in the areas they supervise.

Bureaucracy: - This refers to official way of doing things in the office. The strict adherence to established rules and regulations, this sometimes cause delays in the implementation of government policies and programmes.

Merit System: - The recruitment and promotion process in the Civil Service is often based on merit. Only qualified and competent candidates are recruited by the civil service commission. Promotion is also carried out in accordance with the established rules and regulations (Okonkwo, 2008).

II. Method

The paper adopted the survey design which deals with data collection, research questions and hypotheses testing of the investigation. This type of design is applied in describing or explaining a situation/event or area of interest systematically, factually and accurately. Onyido and Kalu in Oputa (2016:42) stated that descriptive survey involves collecting data on; and describing in a systematic manner the characteristics and facts about a given population.

The total number of staff of the eight (8) ministries selected is put at 7200 (Office of the Head of Service, Rivers State) and this was used as the population of study. Oputa (2016:49) opined that sampling is a process of taking a small portion of a population to represent the whole.

According to Eric (1998) “In inferential statistics method, sample results are used to draw conclusion about the population from which the samples have been drawn. Indeed due to the difficulty involved in studying the entire population sample was drawn for effective and incisive analysis.

Using the Taro Yamen formular for determining sample size:

$$n = \frac{N}{1+N(e)^2} \text{ or } n = \frac{N}{1+N(0.05)^2}$$

Where n is the required sample size for the population under study.

N: is the population size = 7200

e: is the margin of error(ME) which is 0.05

Thus if the total population of the workers of the eight (8) ministries is 7200 the sample size will be:

$$n = \frac{720}{1 + 720(0.05)^2}$$

= 399.65

n = 400 Approximately

The 400 respondents was selected from the eight (8) ministries of the Rivers state civil service.

The main instrument of data collection was structured Questionnaire, which was administered on four hundred respondents drawn from the state services of civil servants. They are chosen through the purposive sampling technique from the 8 ministries.

The responses from the questionnaire was presented in statistical tables and converted to percentages for analytical purposes. Descriptive tools like simple percentages and mean rating were also used to analyze and present findings.

The chi-square statistical tool was used to test hypothesis and validate or invalidate the relationship between variables.

Data Presentation and Analysis

Table 1: Showing the Distribution of Questionnaires

Communities	No. Distributed	No. Returned (%)
Ministry of Education	50	47
Ministry of Urban Development	50	48
Ministry of Works	50	45
Ministry of Finance	50	48
Ministry of Environment	50	44
Ministry of Health	50	45
Ministry of Information and Communications	50	46
Ministry of Justice	50	47
Total	400	370 (92.5%)

Source: Field Work, 2022.

From the table above, it shows clearly that 400 questionnaire were distributed to our respondents in order to give necessary information on the effect of bureaucracy on the productivity of staff of the Rivers State civil service. The table reveals that the various ministries selected in the Rivers state civil service for the study received fifty (50) copies each of the research instrument-questionnaire. The table also reveals that out of the 400 questionnaires distributed, 370 were completely filled and returned, representing 92.5%.

Data Analysis

Section A: Social Background of Respondents

Table 2: Showing the sex distribution of respondents

Sex	No. of Respondents	Percentage (%)
Male	250	68
Female	120	32
Total	370	100

Sources: Field Work, 2022.

From the data shown above, it shows that 250 respondent's representing 68% are male, while 120 respondents representing 32% are female.

Table 3: Showing the Age Distribution of Respondents

Age	No. of Respondents	Percentage (%)
25 – 30	90	24
31 – 45	130	35
46 and above	150	41
Total	370	100

Sources: Field Work, 2022.

From the data shown above 90, (24%) of respondents are between the ages of 25-30 years. 130 (35%) are between the ages of 31 – 45 years. While 150 (41%) are 46 years and above. The significance of the age distribution as shown above is that a combined 280 respondents representing 75.7% are between the ages 31 and above.

Table 4: Showing the Marital Status of Respondents

Marital Status	No. of Respondents	Percentage (%)
Single	100	27
Married	270	73
Total	370	100

Source: Field Work, 2022.

From the data above, it shows that 100 respondents, representing 27% are staff who are single, while 270 respondents (73%) are married people.

Table 5: Showing the Educational Qualification of Respondents

Educational Qualification	No. of Respondents	Percentage (%)
Vocational	40	10.8
Secondary	50	13.5
NCE/ND/HND	60	16.2
B.Sc/B.Ed	100	27.0
Msc/MPA	75	20.3
Ph.D	45	12.2
Total	370	100

Source: Field Work, 2022.

The data above indicates clearly the educational qualification of respondents. 40 (10.8%) are graduates of vocational schools. 50 (13.5%) are holders of SSCE certificate. 60 (16.2%) are holders of NCE/ND and HND certificates, while another 100(27%) are holders of B.Sc. and B.Ed. degrees. 75 (20.3%) are holders of M.Sc. degree and another 45 (12.2) holds MPA degree.

The significance of this is that the respondents possess the basic educational qualifications and knowledge to give opinion about the important issues raised in this paper.

Data Analysis: Section B

Table 6: Do you think rigid adherence to rules can enhance employees' productivity

Option	No. of Respondents	Percentage (%)
Yes	170	45.95
No	200	54.05
Total	370	100

Source: Field Work, 2022.

Based on the table (6) above, 340 respondents representing 92% claimed that rigid adherence to rules does not enhance productivity of worker in the service . On the other hand, 30 respondents representing 8% responded in the affirmative.

Hypothesis

Null; .Rigid adherence to rules has not enhanced employees' productivity.

Alternative; Rigid adherence to rules has enhanced employees' productivity.

Table 7

No	Observed value	Expected value	O - E	(O - E) ²	$\frac{(O - E)^2}{E}$
1	170	185	15	225	1.22
2	200	185	15	225	1.22

$X^2 = 259.72$

Hence the calculated value of $X^2 = 2.44$

From the table, at @ 5% level of confidence $df(n-1) = (2-1) = 1$

$X^2_{(0.05, 1)} = 3.84$

Since the chi-square value calculated is less than the chi-square tabulated we accept the null hypothesis.

Data from the field showed bureaucracy with its rigid adherence to abstract rules, regulations and procedures has not in a significant manner enhanced workers productivity. This agrees with Dey (1975) who posited that bureaucratic organizations have too many rules, measures and procedures which make them to be over-complicated and difficult for workers to understand and follow them. What is more, rigid adherence to rules also kills innovation and creativity as the worker is not at liberty to make use of their discretion. Merton and Seltznick (1957) also align with this position by averring that rigid adherence to rules for their own sake is a dysfunction or pathology of individual bureaucrats.

III. Conclusion/Recommendations

The paper is on the effect of bureaucracy on workers' productivity in the Rivers state civil service, 2010-2020. Bureaucracy is a system that relies on a set of rules, procedures, separation of functions and hierarchical structure in running an organization or government establishment.

Data from the field (table 6) showed 54.03 percent of respondents, which is in the majority disagreeing that rigid adherence to rules has enhanced workers productivity in the Rivers state civil service. However, 45.95 percent opined that rigid adherence to rules has enhanced workers productivity in the service. Thus, it can be concluded that bureaucracy with its rigid application of rules and procedures is a disincentive to workers productivity.

The paper also concluded that those at the higher echelon of the civil service do not encourage subordinate participation in the decision making process. They have thus failed to make effective use of that important tool to enhance service delivery.

Flowing from the conclusions drawn from the field survey, the paper wishes to make the following recommendations: Firstly, though adherence to rules is very necessary in every large establishment like the civil service, rigid adherence to them are hardly productive. Rules should be seen as a means to an end, not an end in itself. Thus, rigid adherence to rules for its sake should be discouraged.

What is more, the civil service should reform those rules that no more serve any useful purpose in this 21st century.

Secondly, there should be deliberate efforts on the part of the government to flatten the structure. Flow of information should not rigidly follow a stiff hierarchical order to the point that lower level staff would not be able to have access to the ultimate boss, even in the case of emergency.

Again, the channel of information should not be too long. Those at the higher echelon of the service should devise a means of passing down critical information to the end users to avoid information distortion.

Finally, government should make it the norm (and not the exception) to adhere strictly to the merit principle, in recruitment into the service, promotion and transfers.

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