

# Max Weber's Bureaucracy and Job Performance in Bayelsa State Civil Service, Nigeria (from 1999-2018)

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## Abstract

The article is devoted to the study of the influence of bureaucracy on job performance. The main purpose of the research is to assess the place of bureaucracy in the company's management system and to identify factors that reduce the quality of work. Systematization of literary sources and approaches to solving the problem of inefficient work of state authorities showed a low level of research on these issues, a high level of bureaucracy in the country, and significant shortcomings in the personnel management policy. The survey research design was employed in the study, and questionnaires served as the major instrument of data collection. Two theories were adopted – Max Weber's bureaucratic theory and Fredrick Herzberg two-factor theory of motivation. Methodological tools of the study were the analytical method, the method of logical generalization and synthesis, the survey method, the period of the study was 1999-2018. The subject of the study was the Bayelsa State Civil Service, Nigeria. The data were from the Ministries (Mainstream) Departments, Extra-ministerial Departments, and Agencies. Findings reveal that job performance begets productivity as a result of motivation. That lack of training also hampers job performance. Again, that in the eyes of strict rules and regulations without compliance which results in punishment can also slow down the performance of work, and that, negative attitude of workers can tilt their behavior against job performance. Upon these, the study recommends that civil service rules and regulations should be made flexible, workers should be motivated and incorporated into decision-making process and employees should be given special training that will help enhance their job performance and finally, workers need to be recognized whenever they exhibit excellence in the discharge of the duties.

**Keywords:** bureaucracy, job performance, efficiency, and effectiveness.

**JEL Classification:** D61, D73, J2, H21.

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## Introduction

The role of the bureaucracy in the civil service as an authentic means on how to perform a job in the world over cannot be overemphasized. This is because the role of government and its agencies is very important considering the ever-increasing range of activities undertaken by modern states. The satisfactory quantity of work and efficiency of the civil service in rendering service to the people depends on the job they perform (Mohammed, 2008: 171). Governments all over the world are usually shouldered with the functions and responsibilities ranging from socio-economic, political and to satisfy its citizens. One of the basic instruments, by which they can carry-out these public policies in terms of the functions and responsibilities to be transformed into feasible action, is the civil service which uses the tenets of bureaucracy.

Going by this it is important to say that the role of bureaucracy is critical to the civil service of any country and how job processes can be carried out. This is because the civil service, which believes in the tenets of bureaucracy, has the capacity to determine what, when and how jobs can be done. The failure and success of the civil service and how jobs can be performed depends largely on the principles it applies (Anise, in Mohammed, 2008). The bureaucracy indeed can be said to be the major vehicle of organizing the public administration of any state, it is the dominant mode of the organization across the world. Dominating in the sense that it is almost a synonym for public administration but as a term loosely signifying public administration, "Bureaucracy" has earned quite a large number of unpleasant connotations. Some of these connotations which are red-tapism (unnecessary delay), laziness, arrogance, among others are common

problems displayed in our civil service and these affect the discharge of job performance (Mohammed, 2008: 172; Akhakpe, 2014 in Dadabob, 2018). Therefore, the desire of this study is to look into the theory of bureaucracy and evaluate the impact of job performance in the Bayelsa State civil service dating from 1999-2018.

### **Statement of the Problem**

Bureaucracy in spite of the fact that it is widely used globally has so many defects. Some of which are discussed below.

Bureaucratic procedures involve exhausting paperwork and routine through endless official channels causing inordinate delays and frustration. Communication is reduced to a feeble walk and members while trying to adhere to rules and regulations may discount the value of arriving at prompt decisions. By encouraging conformity to rules and regulations, bureaucracies leave nothing for original or innovative behavior (Nwizu, 2011).

Bureaucracy has been criticized as being too strict, rigid, static and inflexible. Often time strict adherence produces timidity, "conservatism and technicism". These trends encourage or breeds resistance to changes. Compliance with rules and regulations may provide the cover to avoid responsibility for failures.

Bureaucracy emphasizes the mechanical way of doing things through the observance of the rules and regulations, but the rules and regulations are favored over employee needs and emotions. This has made bureaucracy being labeled as an "organization without persons" (Nwizu, 2011).

One of the means, by which an organization attains its goals, is through the objectives. Most times they are displaced as organization procedures become more formalized, individuals more specialized and means often become confused with ends. Specialist, for example, may concentrate on their goals and forget that their goals are means for reaching the broader objectives of the organization (Etzioni, 2008).

Again, bureaucracy encourages the compartmentalization of activities. Specialization and division of labor are encouraged in bureaucratic structure to improve organizational efficiency. But such strict categorization of activities may often restrict people from performing a task that they are capable of performing. For example, a pipe fitter can install a pump but is prohibited by work rules from making the electrical connections even if he is totally qualified to do so. Bureaucracy would also encourage a tendency to perpetuate existing jobs even when they become redundant. The typical bureaucracy tries to preserve all the old jobs and add new ones for new requirements, resulting in wastage of scarce inputs (Gerald and Kelly, 2011).

Bureaucracies often turn managers into empire builders. The empire builder values the status, power, and pay of an important position. The amount of status, power, and pay may be measured by the number of subordinates. Thus, one way of increasing status, power and pay is to enlarge one's office. By adding more people, more space, and more physical facilities-whether required or not an empire may be built. As Max Weber observed, once it is fully established, it is hard to destroy bureaucracy even if it has outlined its usefulness (Deva, 1986).

The bureaucratic structure has also been criticized for encouraging what Victor Thompson calls "Bureaupathology". Because managers compete for advancement, they are held accountable for mistakes and direct subordinates who may have the superior technical knowledge may feel insecure. Thompson believes that bureaucratic structures permit counterproductive personal insecurities to flourish and that some managers try to protect their authority and position by aloof and ritualistic behavior. This is pathological according to Thompson because it can prevent the organization from meeting its goal (Rao, 1990). These troubling criticisms compelled many to dismiss bureaucracy as a hopelessly out-dated and unwanted creature in the present-day adaptive world. Academics have also labeled it as a continental nuisance, a structural dinosaur, an impersonal monster. Bureaucracy over the years has acquired a distinctly negative flavor and is viewed as an organized system for not getting things done effectively. Bureaucrats too have been labeled as hopeless company men, experts in wasting time, money and energy. Writers have even predicted the death of bureaucracy long back.

In the face of these, one would ask is the result of red-tapism and unnecessary delays which is a fallout of bureaucratic praxis highly patronized by civil service worldwide healthy for matters that are urgent and for developing economies which are in dear need of rapid economic, political and social development? Could the unnecessary delays as defects of bureaucracy cause job boredom, monotony, lack of interest and dis-

satisfaction in job performance in our civil service? This study is to investigate and assess how the job is performed in the Bayelsa State civil service, from 1999-2017.

### Objectives of the Study

The general objective of this study focused on Max Weber's bureaucracy with biasness to job performance in the Bayelsa State Civil Service. The specific objectives include:

- to ascertain whether there is productivity as a result of tenets of Bureaucracy in the Bayelsa State civil service;
- to investigate if an unnecessary delay in seeking approval affects the performance of the job.

### Research Questions

- Is there high productivity in the Bayelsa State civil service with regards to Bureaucratic tenets?
- Could the fall out of operation affect employee's rate of job performance?

### Review of Related Literature

#### The Concept of Bureaucracy

The term "Bureaucracy" was first mentioned by Vincent de Gournay (1712-1759), who was an economist in France: he observed; "we have an illness in France which bids fair to play havoc with us; this illness is called bureau mania" – (Mesheshwari, 1992 in Nwizu, 2010: 48-64; Sharma, Sadana and Kaur, 2012: 242-245). However, the characteristics of bureaucracy were discovered by Kautilya and Hegel, but Max Weber became the first person to legitimize the concept (Nwizu, 2010). According to him, the ideal type of bureaucracy leads to efficiency, rationality and development. In this sense, he opines that the most efficient and rational organization is that in which there is clearly defined hierarchy of offices, each office with a clearly defined area of jurisdiction, each department filled with individuals tested to have gotten the highest technical qualifications and the entire set of offices bound together by a system of rules, regulations and procedures and impersonal relationships.

But this concept is used pejoratively and negative connotations of the organization to mean burdensome inefficiency, ineffectiveness and red-tapism in all public administration commonly referred to as public service (Mohammed, 2008). Weber believed that bureaucracy provides an ideal weapon to harness and routinize human and mechanical energy which was a catalyst to the industrial revolution. He further believes that everything about the organization is on how to achieve goals. His views on bureaucracy which is an epitome of the organization as internally oriented have external pressure and influence which threaten the organization's pursuit of goals.

#### Basic Features of Bureaucracy

Weber made some classifications which he spelt out as features of bureaucracy. Below there are features presented by Nwizu (2010):

- **Division of Work:** By division of work, it means there are a number of positions and posts and these are filled by specialists. The tasks necessary for the accomplishment of goals are divided into highly specialized jobs. That each job is broken down into a simple routine and well-defined responsibilities. For this, each employee is knowledgeable of the area he operates and where he must abstain from.
- **Hierarchy:** Organizations cannot be formed without having some people at the top and some at the bottom. A lower office must be under the supervision and control of a higher one. This allows room for a subordinate and superior relationship, having the superior to lead while the subordinate is under obligation to obey orders from the superior. Hierarchy is a way of ranking positions in a descending order from top to bottom of an organization. In the bureaucratic structure, each lower officer is under a superior who is in turn under the control/supervision of another higher person. This goes to say that there is no office that is void of a control in the organization. This hierarchy is expected to show the line of communication and flow of command (Bernard, 1886-1961; Fayol, 1841-1928; Nwizu, 2010).
- **Official Rules and Regulations:** Under this, Weber in Nwizu opines that workers should work under rules and regulations of the organization to enable the tasks to be completed. That behavior of workers is subject to systematic discipline and control within the framework of rules.

- **Office Records:** Bureaucratic organizations are featured by the maintenance of strict and proper official records for continuity in the future and for reference purposes. This, in essence, gave rise to the issue of filing of documents (Sharma, Sadana and Kaur, 2012).
- **Formalization Impersonality:** Generally, bureaucratic activities should be segregated from official activities and made distinct from private life. For administrative purpose formality, decisions, rules, regulations and governed procedures be documented and recorded for prompt actions that can be called upon at any time (Onah, 2005; Sharma, Sadana and Kaur, 2012).
- **Remuneration of Officials:** According to Weber, workers should be remunerated by fixed wages/salaries in money terms.
- **Specialization and training:** There should be a specialisation of work – professionalism and training should be given to workers to master the bit of work they are doing.
- **Discipline:** Under this, Weber emphasized that officials should be subjected to strict and systematic discipline and control to tilt the conduct and behavior of workers to the organization's objective. Sigmund Freud maintained that man is naturally wicked and also capable of destroying himself if not carefully controlled (Onwuchekwa, 1995).
- **Administrative Class:** Weber upholds that there should be an administrative class responsible for coordinating the activities of the members of the organization. These should be made up of official bureaucrats, selected based on competence and skilfulness. Their involvement should be based on technical competence with salary increased at intervals and perpetually until they separated from the organization they are separated from service (Weber, 1992 in Onah, 2005).

### **The Concept of Job Performance**

The concept of job performance is very useful and important to the survival of any organization. The condition for the job to be performed may not totally depend on motivation, but on the employee, who performs the job. Although motivation plays a major role, the organization must provide an enabling environment for them to perform their functions. Items that can spur an employee to perform his/her job creditably well, depends on the ability of the employer to make the employee have recognition, responsibility, promotion and prospect of the job. He will be very satisfied if he is given a pat on the back for a job well-done, although the Civil Service law says it is the organization that takes praise and not the employee. Under this, the employee will not be encouraged to do more. Again, it is discovered according to (Herzberg); that the prospect of a job can be motivational, which will, in turn, bring about job satisfaction. Job performance has some cleavages for a job to be well performed, the employee must have a full understanding of the job he/she is performing (Flippo, 1980).

### **The Reforms of 1997 in Public Bureaucracy**

This reform was formed by the then military junta of Late Gen. Sani Abacha under the Ayida Panel with the reference to identify and find out the various factors inhibiting the effectiveness and efficiency of the Nigerian Civil Service.

The highlights of the recommendations of this panel which led to the 1997 reforms, were published in a white paper in June, 1997 by Adebayo. They are as follows:

1. Ministries/extra-ministerial departments should be structured according to their objectives, functions and size not according to uniformity.
2. Ministers no longer to be accounting officers of their ministries but rather the duty of the director generals, Minister will still be chief executives, while the D.G serves as advisers.
3. The title of Directors - General to reverse to Permanent Secretaries again to remove the confusion of Director General who was head of the parastatals and other government agencies.
4. That the post of Permanent Secretary is a career post and appointment to be made from among the Directors based on seniority under the advice of the Head of Service and chairman of the civil service commission.
5. That ministries and extra ministerial departments should have staff committees for dealing with personnel matters and should comprise:
  - a. management staff committee for officers on GL 14-17;
  - b. senior staff committee for officers on GL 07- GL 13.

In fact, this panel was more detailed and elaborate to have dealt with the summary of other issues concerning the civil service (Uzoho, 1997). These reforms did not affect the federal civil service alone but also affected the states all over the country.

### **Basic Issues in Bayelsa Civil Service**

The civil service of Bayelsa state came into existence in 1996 when the state was created by the militoorganizational junta of Late General Sani Abacha. The state was carved out from the old Rivers State with effect from the date of its creation on 1<sup>st</sup> October, 1966. All civil servants from Bayelsa State automatically were deployed and moved to Bayelsa state to start another civil service life. The functions and features of the Bayelsa State civil service never changed as it draws its references from the decree and section establishing the federal civil service as applied to all other states in the federation. Like a family bloodline issue, the problems of the Bayelsa State civil service are like that of the federal and other states. The lifeline ailment of non-performance, inefficiency and ineffectiveness is what is affecting the new civil service system.

### **The Concept of Civil Service (The Basic Bureaucratic Institutions)**

The civil service can be defined as the entire organization of employees of various ranks, talents and training, who are in the service of government on a regular permanent basis and who do not engage in any form of politics while in their service of the government. It would be described as a collection of civil bureaucracy set up by modern governments to administer and execute their policies and programmes. Section 227 of the 1979 constitution of the Federal Republic of Nigeria defines civil service to mean service of the Federal/States in a civil capacity as staff of the President/Governor, the office of the Vice President/Deputy Governor, Ministry or Department of government of the Federation/States assigned with the responsibility for any business of the Government of the Federation/State.

According to (Nwizu, 2010: 277) there is a difference between the civil service and public service, as all those employed for the purpose of serving the government directly, be it federal or state are civil servants while the public servants are staff employed to administer in areas other than government at the federal/state such as the extra material departments and agencies. Below are some features of civil service:

1. Hierarchical.
2. Impartial.
3. Professional.
4. Anonymous.
5. Comprehensive.
6. Performance and continuity.
7. Non-political and
8. Non-partisan.

These characteristics are not different from the bureau rational set up hence it is referred to as bureau rational civil service, an example is the hierarchical positions.

### **Civil service and Job Performance**

The Civil service is structured in line with bureaucratic principles. Generally, it is defined as comprising all servants of the state other than those holding political appointments, who are employed in civil capacity and whose remuneration is paid out of money voted by the legislature (Adebayo, 1986). The civil service is the entire organization of employees of the government of all cadres who are in the government service on a permanent basis. They perform their duties in line with the civil service rules in accordance with government prescribed functions.

### **Nature of Nigeria Civil Service**

Nigeria came under one state in 1914 when the Northern and Southern protectorates were amalgamated into a single administrative system. A federalist principle was instituted and built into the Nigerian constitution in 1946. Before this period Nigeria had a unitary system of government. This had an influence on her civil service which was dominated by expatriates that gave birth to the unified civil service where the British



officials occupied the top echelon of the entire service (Nwizu, 2011). The service like many colonial bureaucracies and the colonial civil service was structured in a way to achieve efficiency with the least cost.

The headquarters of the colonial government was at Lagos where the Governor-General lived and served as the head but was accountable to the Colonial Secretary in London (Nwizu, 2010). Duties and responsibilities were delegated to the Chief Secretary who was the head of the service, and who coordinates the affairs of the entire service which was divided into two major parts – the departments and the political administrations. The principal function of the department administration covered areas like education, health, agriculture, forestry public work, etc. These bodies were to assist the Chief Secretary in carrying out the functions of the various departmental heads and their major functions and goals were to maintain law and order and mobilize resources for the colonial administration through the Lieutenant Governor, the Residents and the District officers.

By 1946, the then Governor-General, Sir Arthur Richards inaugurated a new constitution which separated development in the different parts of the country but in 1951 a new constitution was enunciated by Sir McPherson, which created room for the existence of the Federal and regional Civil Service. There was the mass deployment of the Federal Civil Servants to the regions, to make the region's Civil Service effective (Chinwoke, 1997). A new constitution was again introduced in 1954 and in 1966 when the military took over government (barely ten years after independence), the old federal system was destroyed. The period witnessed new emergence features in both the federal and the state civil service, which subsequently forced the devolution of administrative power from foreigners to indigenous personnel, and the increased dominance of the regional civil service (Chinwoke in Nwizu, 2011). The Nigerian workers were now promoted to be the Chief Executives of the Department as against the former structures were British aliens were the heads of the departments.

The Nigerian civil service was inherited from the British colonial civil service. The style and class-oriented systems were the same not until in 1966 where she had the "Indigenization and Nigerianization policy" (Ogbuagu, 1999). However, the Gorsuch report of 1954 recommended the division of the civil service into four broad classes which gave rise to:

- i. The administrative and professional class, executive and technical class.
- ii. Clerical and technical class.
- iii. The junior (technical and sub-clerical class and
- iv. The manipulation grade or class.

All the departments and ministries have this pattern. The civil service is supervised by the civil service commission which comprises of the chairman and its members. Section 140 of the 1979 constitution establishes the federal civil service commission and its powers are embedded in part I of the Third Schedule. The civil service of the various states of the federation also have enabling laws which empower the establishment of the state civil service commission all over the country.

### **Functions of Nigeria Civil Service as a Bureaucratic Institution**

The functions of the civil service in either the federal/state governments include:

1. **Formulation of policy:** Although it is not directly the function of both the federal or state to formulate policies, but they play significant roles in the formulation of policies since they evolve as the bedrock of the executive arm of government.
2. **Implementation of Public Policy:** The execution of policy is the major function of the civil service, once the policy is approved by the legislature.
3. Other function of the Civil Service includes advising the government.
4. It is the stabilizing force in society if a new government is formed since it is a continuous phenomenon.
5. They are the instrument of change and empowerment and
6. Seen as an agent of planning (Olisa, 1990: 80-88 in Nwizu, 2011).

## **Bureaucracy as Rational Organization for Enhanced Job Performance**

Max Weber (1922) used the concept of bureaucracy to refer to specific ways of functioning of what he describes as modern officialdom (Shafritz and Hyde, 1978 in Onah, 2005). By this, he meant the methods by which public officials perform their duties. Organizations are created purposefully to provide certain amenities for the satisfaction of the basic needs of people in a society. In every country, it is, therefore, the business of the government to coordinate the activities of providing for her citizens. This is determinant upon the type of policy thrust of the country whether a mixed or full-fledged capitalist economy. But the vehicle to deliver this rests on the public service (Egbe-Egbe, 2012).

According to Weber bureaucracy is a type of organization used by the modern government for the conduct of various specialized functions embodied in the administrative system. In the realm of government, every ministry, departments, agencies and extra ministerial department are in the pockets of government, seen as an organization (Mohammed, 2008: 173; Sharma, Sadana and Kaur, 2012). On this, it means that organization is synonymous with bureaucracy or government agencies, ministries or departments – otherwise called civil service. In the views of (Nwizu, 2010: 53), he says “bureaucracy is a systematic organization of tasks and individuals into a pattern which can most effectively achieve the end of collective effort”. According to him, bureaucracy can be seen as an organization that maximizes efficiency in administration or an institutionalized method of organized social conduct in the interest of administrative efficiency.

### **The Effectiveness and Efficiency of Public Bureaucracy in Job performance**

The organization is said to be something that is created consciously or deliberately for the purpose of producing goods and services to meet up people’s demand if certain objectives are accomplished (Onwuchekwa, 2000). The organization does not exist in isolation of workers. It possesses certain elements (human and inanimate objects) (Fayol, 1861-1921 in Onuchekwa, 2002). The human factor in the organization is necessary because it manages and coordinates both the human and other factors in the organization – labor, capital, land, properties and entrepreneur (Adam Smith, 1887). For the civil service to accomplish the objectives for which it has been set-up over time, it must formulate appropriate strategies which will give rise to the development of the organization structure through which the set objectives will be achieved. One of the ways through which bureaucratic elements can assess it-self or how the external body can assess them is through the direction and the levels of efficiency and effectiveness.

According to Onwuchekwa, the process of determining the extent of the organization’s performance level is called organizational effectiveness in the literature of organization theory. But (Scott, 1981 in Onwuchekwa, 2002), says to inquire into effectiveness is to ask how well an organization is doing relative to some set standards. To Georgeopoulous and Tenneubaum (1957) in Onuchekwa (2002), the concept of organization effectiveness (sometimes called organization success or organizational worth) is referred to as goal attainment. Going by these, the Nigerian Civil Service System could only be adjudged effective and efficient if they can attain their goals. This can be done by considering the instrumental and economic efficiency criteria, by, assessing the input made by the workers. Scott prescribed four factors that can influence the criteria for the evaluation of the performance of an organization. If the analyst is influenced by the rational, national and open system model of organization. Secondly, if the analyst considered socio-psychological, ecological or structural levels, that will be talking about workers’ satisfaction. Thirdly, whether the organization is rational or classical management-oriented.

Fourthly, whether the organization reflects on structural development (i.e. effectiveness) or degrees of economic efficiency is in the organization (i.e. efficiency). These presentations can be related to how organizations manage their resources in relation to job performance and goal attainment. This is because, some managers/administrators like jobs to be performed without considering the welfare of their workers – playing the economic man (profit-oriented) and not being the administrative man (employee-oriented). The organization that does not consider his workforce by providing incentive will end up not getting the best out of its workers. This is very obvious of the organization that considers her workforce by providing certain incentives as motivational means; such organizations will have a high degree of efficiency of the job performed. A civil service that does not care for her employees risk the chance of not having its employees perform optimally (Likert, 1964 in Onuchekwa, 2002: 347).

## **Criticism of Weber's Bureaucracy which Hinders Job Performance in the Civil Service**

There is nothing, within ideas or theories, principles or axioms that are perfect and void of problems. The problems of bureaucracy have attracted a lot of comments and criticisms. Max Weber himself viewed rationalization and bureaucratization as highly problematic in their consequences for both individuals and societies. He was very pessimistic about the capacity of democratic political institutions to maintain control over the bureaucratic apparatus of the state. Conscious of this fact, he foresaw the bureaucratic administrator's technical expertise having control over the instruments of government. He admitted and recognized the potential power of career civil servants to do serious damage to valued social and political institutions (Nigro, and Nigro, 1984; Sharma, Sadana and Kaur; Okotoni, 2012; Ogbuagu, 2010).

Under the concept of the authority of Weber, Etzioni, (1984) in Nwizu, (2010) pointed out that, the organization might shift from its strict bureaucratic rules or legal-rational to a more charismatic structure and then come back to a more bureaucratic one. He cited instances of the war period and peacetime, wherein war situations bureaucratic rules and regulations can be ignored, waived or disregarded, and personal leadership counts, more than formal power position, (oral communication or command replaces written ones). And then after the war, peacetime or crisis-free times returns to organizational status quo or bureaucratic structure.

According to Etzioni, the appearance of leaders with charismatic qualities is not limited to the topflight organization position. Lower subordinates can occasionally exhibit a personal charisma. For example, if in the war front a senior officer dies, the younger one takes over, or the retirement of the most senior officer can introduce a younger one next to him to take over the retiree's position. Satya, (1986) cited in Nwizu, (2010), saw the criticism of Weber from the angle of those who do the work in civil service. According to him, the non-engineers (semi skill and unskilled) and not the trained engineers do the work in organizations. The engineer only supervises. He concluded that what bureaucracy should emphasize is a specialization of function and not a specialization of knowledge. Those bureaucratic organizations are the engine to produce power and wealth for their owners.

The Marxists also saw loopholes on Weber's ideological theory of organization. He sees Weber's work as a defense of capitalist domination over society. According to Karl Marx, Weber's work has intentions of "philosophy of history" made to legitimise, in Nwizu, (2010). He attacked the rules and regulations feeling that it might lead to rigidity, delays in authority or domination characterized with class struggle and civil war as power politics (Merton (red-tapism or bureaucratic bottleneck), which gives no room for flexibility (Onah, 2005 and Sharma, Sadana and Kaur, 2012). Upon these (Nwizu, 2010: 59) summed up bureaucracy as an imperfect tool because of its inappropriateness to the needs of the following:

- (i) Highly professionalized workers because of its structure of top-down authoritative principles may not need others.
- (ii) It lacks the participative climate required for effectiveness in a science-based civilization because the traditional bureaucracy is hierarchical, position oriented and authoritarian in concept.
- (iii) It has been found inadequate to meet the need for rapid economic and social development in developing countries because of its behavioral characteristics.
- (iv) It is pointed out that an apparently well-ordered and disciplined formal structure of bureaucracy hides the reality of pervasive competition for power and status within the organization. With these problems associated with bureaucracy and having it as the life of organizations, can organizations perform and function optimally?

## **Leadership Effectiveness in Bureaucratic Organization**

Leadership deals directly with people and behavior. It promotes and inspires organization members and charts the course of the organization. Leadership is therefore considered a managerial function. From the foregoing, it suffices to state that, effective leadership is a crucial element in human resources management. For (Catt, and Miller, 1983 in Onah, 2005) leadership is seen as "the utility to influence the activities of others through the process of communication, toward the attainment of a goal". The definition underscores the fact that leaders act to help a group (workers) to attain the organization's set objectives which translate to goals if properly articulated.

This does not imply that leaders must push their subordinates from behind, but they must place themselves before the group as they facilitate progress and inspire the members in the organization to accomplish the



organization of goals (Weihrich and Koontz 1994; Likert, 1964 in Onwuchekwa 2002). The effectiveness of the organization depends on the effective leadership (managerial/administrative) style. The motivation of human resources is a process of satisfying both the physical economy and the psychological needs of workers in the work environment (Eluwa, 1998 in Onah, 2005). Human beings are predicted because their moods are changeable in accordance with their needs and desires. In the same vein, employees have certain wants and needs that the organization is expected to supply and organization has certain types of behavior that it wishes to bring out from the employees. A major task of the personnel department which is under a manager is to elicit this behavior, which often requires the employee to perform at high levels. To attain this high level of performance, an employee must want to do the job (motivation), be able to do the job, (ability) and have the materials to do the job (environment). Among these three factors, the most important is motivation.

So many tools and techniques have therefore been developed to enhance personnel motivation which further enhances job performance. These are contained in organizational theories. Among them are the theorists of (Maslow, 1954 and Herzberg, 1966 in Nwizu, 2010). The former talks about the needs theory. He stated that man is motivated to action by unsatisfied and changing needs. while the latter, Herzberg's theory is on elements in a job that produces satisfaction (motivators) – recognition, responsibility, promotion, prospects, etc. these if absent will produce dissatisfaction and those he called the hygiene factors – pay, fringe benefits, physical working condition. These only aid workers to work but do not motivate them (Onah, 2005). If an employee is not properly taken care of, can he/she perform his/her job happily?

### **Problems of Bureaucracy/Civil Service which Negatively Affect Employee Performance in Nigeria**

The Nigerian civil service has experienced a lot of problems which has militated against the smooth dispensation of government and the efficient/effective implementation of public policy. Some of the hindrances and barriers which have troubled the country's civil service are:

1. **Lack of motivation:** One of the teething problems staring at the face of the Nigerian civil service is lack of motivation. For the Civil Service in Nigeria to achieve effectiveness and efficiency in its administration, the employees or members of government organizations must be properly motivated. Modern welfare states are packed full of welfare functions and these sometimes have to be performed efficiently. Motivation has to do with everything that will prompt the worker to deliver his/her best without reservation as he/she performs his/her duty. In a bid to perform well, workers are supposed to be motivated and satisfied in all ramifications (Gerald and Kelly, 2011).
2. **Work Ethics:** Work ethics are rules, definite procedures of work and regulations which guide or govern the worker (public service) not to go outside his/her area of jurisdiction. This feat is a reminder or pointer that in the discharge of their duties, they are must abide by the laws while executing any piece of work assigned to them. This makes them be impartial and become more dedicated to their duties. Somehow, the views held against bureaucracy are also applied to the civil service since they are one, they are simply qualified in pejorative terms as lack of commitment and diligence, indolence in the performance of their roles, poor work attitude which sorely was responsible for poor performance as a relapse. It has been further observed that the rules, regulations and guidelines which govern the relationship between employees and employers are more or less ineffective in the control mechanism as many civil servants lack proper ethical orientations. The average Civil Servant in Nigeria merely receives monthly salaries without a show of due diligence in the discharge of his duty, thereby culpable of promoting or exhibiting a slovenly and irresponsible attitude. Sometimes, this above issue could be blamed on the strict rules and regulations which are not pliable or flexible. Under this condition, employees may be forced to withdraw to themselves, for fear of wrong deeds and the consequent punishments (Uzoho, 1997).
3. **Discipline:** Sigmund Freud (Onuchekwa, 1995) says human beings are lazy and wicked, and would not want to work, but the only way to check and control them is by using stringent measures. If an organization wants to increase its production, it must inject some level of discipline into the organization. This must apply to both workers and management. The want of strict rules and regulations, on the other hand, will lead to a threat to production. (McGregor, 1966) postulated the theory X and Y which explains that organization can at a point in time especially where workers deliberately refuse to work, apply the stick, "X" theory (punishment), conversely, organization should also at some point interject the "Y" theory which is the "carrot" to induce or entice workers to work. Lack of discipline can manifest in absenteeism, lack of interest, lateness to work and truancy.

4. **Working conditions:** The absence of good working conditions will encourage dissatisfaction and display loss of interest in work. For effective discharge of their duties, a servant must be provided with good working conditions. It is embarrassing to hear and see that some of the office complexes are left with the relics of the past administration, dilapidated structures un-renewed toilet facilities, and un-conducive environment, void of electricity and ventilation, and no furniture to sit on at all. This will beget a lack of job satisfaction which will affect productivity (Nwizu, 2010: 294).
5. **Other problems:** Other problems that are linked up with management in the civil service system are, political interference, culture, and leadership, government policies on holidays, civil servant's mental condition and frequent posting and reposting of top officials or administrators (Dressman, 1976 in Onwuchekwa, 2002).
6. **Policy crisis between politicians and bureaucrats:** There is always a problem between politicians and career bureaucrats for who will be the boss. In the real sense, politicians ought to be bosses over civil servants. The demarcation of who will be the boss was created during the military era. Weber himself foresaw this power tussle as something that will play-out. During the General Yakubu Gowon military era, for the mere fact that they took over power from the civilians over some weak, clumsy and other obvious reasons, the military government never wanted to do anything with the sacked politicians; rather, career civil servants who were experienced were used and patronized. Owing to this privilege given to the civil servants, coupled with the naivety and ignorance displayed by the military, the career civil servants saw themselves in government as demi-gods, more qualified and experienced to the extent that, they despised the politicians before and after then, thereby causing great friction along policy line of actions. Similarly, if the career Civil Servants do not have an interest in a newly introduced policy, they downplay the implementation process (Okotoni, 2003 and Ogbuagu, 2012).
7. **Other areas include the practice of staff of the Civil service:** The overall result of these presented above is nothing short of items capable of truncating the effectiveness and efficiency in job performance in the civil service. The duties and responsibilities of the Civil Service as part of the executive branch of government is to implement government policies. The success or failure of most governments is likened to it. The Civil Service is a permanent public institution saddled with policymaking. The effectiveness of the government in its essence is extensively dependent on the Civil Service and its activities. Mosher in Nwizu (2010) summarized the following as objectives of administrative reform;
  - i. The need to change operating policies and programmes.
  - ii. The need to impose administrative effectiveness.
  - iii. The need to improve performance, qualifications job satisfaction and welfare of the personnel.
  - iv. The need to respond to, or to anticipate criticisms or threats from the environments.

Nigeria for the sake of these reasons given above may have to change the administrative climate and wish for reform to make her Civil Service be formidable and to compete favorably with other developed countries. Below are some of the reform exercises starting with the Udoji reforms of 1974. According to Ojo and Ogunpola, the 1974 Civil Service reform was not systematic; it was only a means to extend in science and systematically on the pattern of income distribution in the country. For Alhaji Gobir, the Udoji commission shows that the commission was a mere financial prescription and reward to Civil servants without digging deep before making prescriptions on how jobs can be performed (Uzoho, 1997).

There was another one in 1988 by Dotun Philips. This reform was able to trace in chronological order the problems in the Civil Service starting from the 1<sup>st</sup> Republic. Highlights are:

- that the public service should play a dominant role in national development, and in the science of policy-making;
- it tackled the issue of the British class-based on the civil service structure, which created incessant antagonism and conflict between the two main classes: professionals and the administrative classes (generalist and specialists);
- it also was to match responsibility with accountability for speedy and efficient implementation of government policies;
- it further called for the professional division of the Civil Service;

- the position/nomenclature of the Director-General should be used to replace the Permanent Secretary;
- that the ministers/commissioners were to be the chief executives and accounting officers of their ministries;
- that the commission has the power to monitor the minister/commissioner to ensure compliance with the new order. This was enforced and backed up by decree No. 43 of 1988 (Uzoho, 1997).

## Theoretical Framework

### Theory of Marx Webber Bureaucracy and Fredrick Herzberg Two-Factor Motivation Theory

So many theories have been espoused in this write-up. The bureaucracy itself is a theory of its own, but the reference of this work is to evaluate the bureaucratic principles vis-à-vis job performance using the civil service as a basis. This study shall, therefore, adopt the bureaucratic theory of Max Weber and that of Fredrick Hertzberg two-factor motivation theory. Max Weber's bureaucracy is best understood seeing the organization in the context of social action. According to him, the ideal type of bureaucracy leads to efficiency, rationality and development. In the real sense the most efficient and rational organization is that in which there is clearly defined hierarchy of offices, each with a clearly defined jurisdiction, each office filled by an individual tested to possess the highest technical qualification and the entire set of office is linked together by a system of rules, procedures and impersonal relationships. For example, the function of a CEO who is at the top of management is different from that of the clerk, marketing assistance or pay-officer. And directives have to come from him from the top to the last (least) worker (clerk). Again, the most competent (qualified) persons be recruited to fit in the position required so that the job will be performed efficiently. For instance, the job of a civil engineer is not supposed to be done by a surveyor. Weber's concept of bureaucracy is fully discussed with the concept of Power, Domination and Authority in relation to bureaucracy (Nwizu, 2010).

According to him, power is "the probability that one actor within a social relationship will be in a position to carry out his will despite resistance" (Etzioni-Halevy, 1983 in Onwuchekwa, 2002). "Imperative control" or dominance is power in the hierarchy; it is the probability that with a given specific order it will be obeyed by a given group of persons. According to Sharma, Sadana and Kaur, the exercise of authority requires that a person successfully issue orders to a group of subordinates who responds because of their belief in the legitimacy of the order. Three types of legitimate authority were identified as: traditional, charismatic and rational-legal authority (Gerald and Kelly, 2011).

Weber expounded that organizations use the rational-legal authority which is legitimate because of the position the manager or CEO is occupying hence commands obedience.

For effective job performance to increase productivity in organizations; Herzberg, (1966) in Gerald and Kelly, (2011) prescribed the two-factor theory. The theory has two phases; one phase of the theory inferred that motivation in work results from the presence of job satisfiers (motivators). This has to do with recognition, work itself, responsibility, and opportunity for advancement. For example, an employee will be motivated and be happy to do his work if he is recognized, if he/she has the opportunity of rowing in the job and making meaningful progress. Conversely, the state of potential dis-satisfiers (hygiene factors) are policy, supervision, interpersonal relations, working conditions, and salary only contribute very minimally to job satisfaction, but do not enhance job performance. With regard to the dis-satisfiers, (hygiene factors) these are conditions that do not change the behavior of an employee towards work, they are there as a non-changing phenomenon that does not instigate or propel the employee to work more (motivate the worker) effectively. In fact, while satisfiers induce, dis-satisfiers do not induce a worker to put in his/her best on the job piece. In summary, satisfiers increase motivation which will make employees perform their job effectively but dis-satisfiers do not increase motivation. Drawing a comparison between the theory of Max Weber bureaucracy and Fredrick Herzberg's two-factors of motivation, Weber urges organizations to consider the legal rational authority, that such measure will make the organization develop and become efficient (Nwizu, 2010: 112).

Herzberg on his own part opines that organizations should create enabling grounds conducive for employees by recognizing employees, providing responsibilities, (assign roles) and creating an opportunity for advancement (training). This according to him will bring about job satisfaction which he calls motivational factors or satisfiers; a means he suggests will motivate employees to perform well.

It has been stated here that, organizations are set up deliberately to achieve certain objectives and if properly harnessed, can produce organizational goals, success or attainments. Civil service all over the world is used

as the state instrument/apparatus to formulate and implement policies and programmes that will, in turn, translate to the production of goods and services to bring succor to the welfare needs of their citizens. These tasks are not easy, hence the call for efficient and effective means (through public administration) – a very sure means of getting needed mass delivery of goods and services to the people (Mohammed in Obi, Obikeze, Obiajulu, Nwachukwu and Abada, 2008).

The theories in this study are the bureaucratic legal-rational authority and the two-factor motivational theories to induce or trigger job performance and to increase productivity. The bureaucratic theory maintained that organizations should be created as a rational form (with legitimate authority) bounded by rules and regulations and jobs should be clearly defined according to their areas of specializations. And decisions must be taken hierarchically. The two-factor theory applied here is saying that employees be given responsibilities, recognized, be allowed to grow and have advancement as a means of motivation. The Bayelsa state civil service is a replica of the Nigerian civil service in line with the British Civil Service, structured in a hierarchical form, with different official functions where commands and directives flow from the top to the bottom. If the civil service must live up to expectation, then workers must also be motivated in accordance with the prescribed factors presented here. Workers on their part must be ready to carry out directives in line with the respective ministries and departments so that jobs will be well performed, and productivity will as well be high.

### Research Methodology

The focus of this study is to essentially evaluate the work of Max Weber's bureaucracy and job performance in the Bayelsa State civil service.

#### ➤ The Study Area:

This study area is Bayelsa State, South-South, Nigeria, and West Africa. It is geographically located within latitude 040 15' North, 050 23' South and longitude 050 22' West, 060 45' East bounded by the Atlantic Ocean.

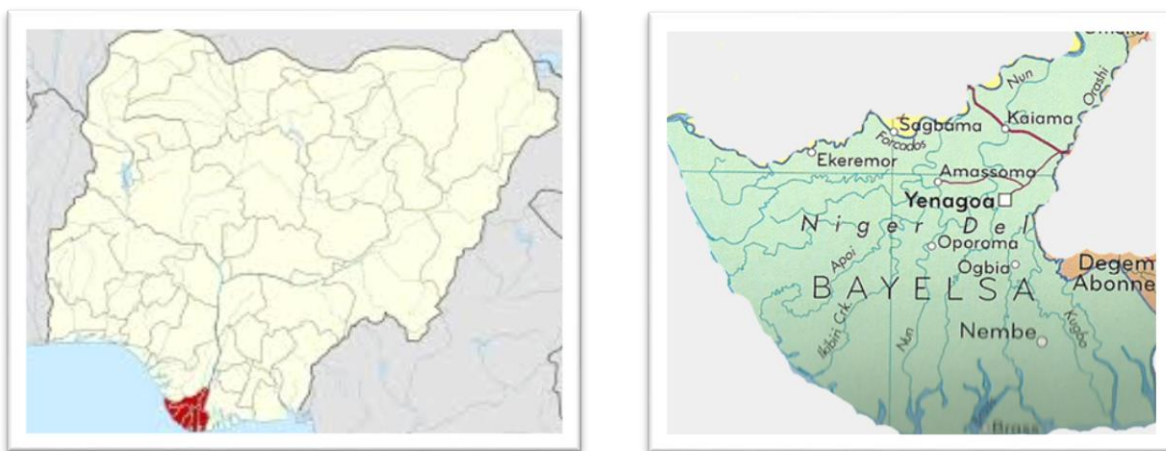


Figure 1. Location of the study area

Source: <http://bit.do/fbZJY>

- **Research Design:** The researcher employed a survey research design for the study. The survey is a research method which focused on a representative sample.
- **Population of the Study:** Presently, the Bayelsa State civil service has the staff strength of thirty-four thousand, five hundred and twenty-nine workers (34,529).

These figures cover the ministries, departments, agencies, extra-ministerial departments (Parastatals) and Political Appointees.



Table 1. Distribution of the number of employees

| S/N | MINISTRIES/DEPARTMENTS/PARASTATALS          | NO. OF STAFF |
|-----|---|--------------|
| 1   | Ministries (Mainstream)                     | 300          |
| 2   | Departments                                 | 100          |
| 3   | Local Government Areas and Rural Dev. Auth. | 250          |
| 4   | Parastatals                                 | 150          |
|     | Total                                       | 800          |

Source: Bayelsa State Civil Service (Due Process Office) Nominal Roll, April, 2018

- **Sample Size and Sampling Technique:** For the purpose of fairness and research convenience, the researcher employed the use of random selection technique by picking up staff in the mainstream service (Ministries) totaling 500. Parastatals (Extra-ministerial departments) 400 and Local Government Areas and the Rural Development Authorities (RDAs) 300. A breakdown of the distribution of these figures on the ministries and departments could not be possible because the agency of the government which is helping the government to trim down the workforce decided to cluster the staff strength for the easy and convenient purpose. This information was furnished by the agency called “Due Process”. The work was a bit cumbersome due to the down- sizing exercise. Workers were afraid to accept the questionnaires from the researcher, even those who collected couldn’t be seen for retrieval of the questionnaires.
- **The Research Instrument:** The questionnaire served as the instrument of data collection. And so out of the total of 1,300 questionnaires that were administered, only 800 were retrieved. Some were lost to mutilation and others couldn’t be retrieved. The researcher deliberately skipped to analyse the sex (male and female), age, education and qualification because they are not variables to be tested and analyzed. The analysis was therefore based on ministries/departments and parastatals that house workers.
- **Method of Data Analysis:** The data collected were analyzed using frequency tables and simple percentage.

### Data Analysis and Result

**Research Question 1:** Is there high productivity in the civil service in Bayelsa State with regards to the tenets bureaucracy?

Table 2. Distribution showing the response of employees on the Research Question 1

| OPTIONS | RESPONSES | PERCENTAGE |
|---------|-----------|------------|
| Yes     | 585       | 73.12      |
| No      | 215       | 26.88      |
| Total   | 800       | 100%       |

Source: Field survey, 2018

A total of 585 respondents say there is a high rate of productivity in the civil service despite the tenets of bureaucracy, meaning 73.12% workers say there is high productivity in the state civil service; while 215 (26.88%) say there is no productivity in the present of bureaucratic tenets.

**Research Question 2:** Can Workers’ attitude affect job performance?

Table 3. Distribution showing the response of employees on the Research Question 2

| OPTIONS | RESPONSES | PERCENTAGE |
|---------|-----------|------------|
| Yes     | 535       | 66.87      |
| No      | 275       | 33.13      |
| Total   | 800       | 100%       |

Source: Field survey, 2018

The above table based on the questions asked revealed that those who affirmed that attitude of workers can affect job performance were 535 representing 66.87%, those who say no to the question were 275 representing 33.13%. Meaning that the attitude of workers can affect job performance negatively.

**Research Question 3:** Can delay due to seeking approval before performing a job affect employee’s rate of job performance?

Table 4. Response of employees on the Research Question 3

| OPTIONS | RESPONSES | PERCENTAGE |
|---------|-----------|------------|
| Yes     | 514       | 64.25      |
| No      | 286       | 35.75      |
| Total   | 800       | 100%       |

Source: Field survey, 2018



514 respondents representing 64.25% say waiting for approvals before jobs are performed causes delay in the job they perform, and 286 showing 35.75% say the delay in seeking approval does not affect their job.

**Research Question 4:** Does the training have anything to do with the job performance?

Table 5. Distribution of employee’s response to the Research Question 4

| OPTIONS | RESPONSES | PERCENTAGE |
|---------|-----------|------------|
| Yes     | 237       | 29.62      |
| No      | 563       | 70.38      |
| Total   | 800       | 100%       |

Source: Field survey, 2018

The number of workers who responded that the training they went has no relevance to the job they do was 563, accounting for 70.38%, and those who say the training was relevant to their job were 237, accounting for 29.62%.

**Question 5:** Are the public service/civil service rules and regulations which are very strict conducive for your working environment?

Table 6. Distribution of employee’s response to the Research Question 5

| OPTIONS | RESPONSES | PERCENTAGE |
|---------|-----------|------------|
| Yes     | 495       | 61.87      |
| No      | 305       | 38.13      |
| Total   | 800       | 100%       |

Source: Field survey, 2018

495 respondents representing 61.87% say the civil service rules and regulations do not make them feel relax in the discharge of their duties, while 305 respondents representing 38.13% say they are relaxed in the present of the strict rules and regulations.

**Question 6:** Have you been punished for not complying with the rules and regulations of the civil service?

Table 7. Distribution of employee’s response to the Research Question 7

| OPTIONS | RESPONSES | PERCENTAGE |
|---------|-----------|------------|
| Yes     | 492       | 62.5       |
| No      | 308       | 37.5       |
| Total   | 800       | 100%       |

Source: Field survey, 2018

From the above, it is revealed that 492 (62.5%) have been punished for not keeping to the rules of the civil service, while 308 (37.5%) say they have not been punished (which means they have violated rules under the civil service).

**Research Question 7:** If you are punished will you still perform your job effectively?

Table 8. Distribution of employee’s response to the Research Question 7

| OPTIONS | RESPONSES | PERCENTAGE |
|---------|-----------|------------|
| Yes     | 501       | 62.62      |
| No      | 299       | 37.38      |
| Total   | 800       | 100%       |

Source: Field survey, 2018

501 (62.62%) responded that they will not perform their job well having been punished, and 299 (37.38%) say they will still perform their job the way they need to.

**Research Question 8:** Have you been encouraged by anyways may be by way of recognition for the good work you do ever since you started work?

Table 9. Distribution of employee’s response to the Research Question 8

| OPTIONS | RESPONSES | PERCENTAGE |
|---------|-----------|------------|
| Yes     | 580       | 72.5       |
| No      | 220       | 27.5       |
| Total   | 800       | 100%       |

Source: Field survey, 2018

580 (72.5%) workers say they have received some kind of encouragement by way of recognition as a result of work they performed, and 220 (27.5%) say they have not been encouraged in any way.

**Research Question 9:** Does the recognition make you work hard?

Table 10. Distribution of employee’s response to the Research Question 9

| OPTIONS | RESPONSES | PERCENTAGE |
|---------|-----------|------------|
| Yes     | 560       | 70         |
| No      | 240       | 30         |
| Total   | 800       | 100%       |

Source: Field survey, 2018

560 (70%) workers say recognition by their bosses make them to work hard, 240 (30%) says they are not moved to work harder in spite of the recognition given to them.

**Research Question 10:** Does your boss consult you before decisions are taken in your office?

Table 11. Distribution of employee’s response to the Research Question 10

| OPTIONS | RESPONSES | PERCENTAGE |
|---------|-----------|------------|
| Yes     | 180       | 22.5       |
| No      | 620       | 77.5       |
| Total   | 800       | 100%       |

Source: Field survey, 2018

As many as 620 showing 77.5% says they are not consulted before decisions are made, and 180 showing 22.5% say they used to be consulted before decisions in the office are made.

**Discussions of Findings**

From the findings above, it is revealed that (1) there is high productivity where workers are motivated. This shows that there is a very high significance relationship among motivation, job performance and productivity. This shows that there is validity in objective (1) which means, motivation has a great influence on job performance and productivity. With respect to objective (2), it also shows that there is a significant correlation between attitudes of workers and job performance. Again, the third objective which has to do with training shows that training also plays a significant role in the life of a worker in relation to how to perform his job. And finally, from our findings on objective (4) which has to do with strict rules and regulations without compliance of workers if punished can slow the pace of job perform by the workers.

**Conclusion/Recommendations**

Evaluating the Max Weber’s bureaucracy and the extent at which jobs are performed in the Bayelsa State Civil Service which is a replica of the Nigerian Civil Service, structured after the British colonial master, it shows that job performance issue in the state civil service is not what cannot be addressed and effect changes instantly; but will need a gradual pay of serious attention by the employer of labour on employees. On this note, this paper will wish to recommend the following:

- workers in the Nigerian system should be treated like their British counterparts and workers in the world be highly recognized and prize be given to excellent ones at the end of the year;
- employees be co-opted into the decision-making body of the civil service to make them fell relevance so as to have a high sense of belongingness;
- workers from all cadres should be sent to training schools like the Administrative Staff Training College of Nigeria (ASCON), and the most senior ones be sent to the Nigerian Institute of Planning and Strategic Studies (NIPSS), on a yearly basis to accommodate all the senior staff;
- promotion arrears be paid as at when due;
- the Bayelsa State Government should create staff clubs, as it is in developed countries like the USA, Canada, and Britain so that workers’ minds can be recreated, and they will do their job well;
- the rules and regulations of the civil service be relaxed and to allow employees some degree of freedom and to have a sense of self-evaluation, assessment of their own character and conduct;
- the government of Bayelsa like other developed economies in the world creates a conducive working environment for her workers by providing office equipment, furniture, and good public convenience.

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## Appendix

### QUESTIONNAIRE

1. Is there high productivity in the civil service in Bayelsa State if workers are motivated?  
YES  NO
2. Can workers' attitude affect job performance?  
YES  NO
3. Had there been times when you were sent on a training or course?  
YES  NO
4. Does the training have anything to do with the job performance?  
YES  NO
5. Are the public service/civil service rules and regulations which are very strict conducive for your working environment?  
YES  NO
6. Have you been punished for not complying with the rules and regulations of the civil service?  
YES  NO
7. If you are punished will you still perform you job effectively?  
YES  NO
8. Have you been encouraged by any ways may be by way of recognition for the good work you do ever since you started work?  
YES  NO
9. Does the recognition make you to work hard?  
YES  NO
10. Does your boss consult you before decisions are taken in your office?  
YES  NO