

BUREAUCRATIC BOTTLENECKS AND ORGANIZATIONAL BEHAVIOR AMONGST LOCAL GOVERNMENT EMPLOYEES IN IBADAN, OYO STATE, NIGERIA

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Abstract: In the wake of the industrial revolutions in the 18th Century, the new organized workplace which is quite a contrast of the traditional agrarian settings emerged with various challenges. These challenges bothered so much on two distinct areas, managing the heterogeneous persons at work and the work procedures itself. So the need of various structures and strategies became, imperative, thus the Max Weber bureaucratic model, as proposed by him stood out as inevitable rational model for the workplace management. This study explored related literatures and studies in order to examine the relationship between Bureaucracy and organizational behavior. The Max Weber and Alvin Gouldner theories supported by the Post –Bureaucratic theory of Heckscher and Donnellon were used as theoretical framework.

The study was carried out amongst local government employees, in three local government councils out of the in Ibadan. These were Ibadan South West, Ibadan South and Oluyole local governments respectively and the total population for the study was 369 employees. The main instrument for gathering data was questionnaire for 279 employees. Focus Group Discussions were conducted for 6 groups with 2 sessions (Senior and Junior) in each local government. Six interview sections were conducted in each local government. Information was also gathered through personal observation by the researchers. The information from the quantitative data was analyzed using the SPSS (Statistical Package for the Social Sciences) while the

quantitative data was analyzed through manual content analysis as well as ethnographic summaries.

Findings revealed that the Local Government employees were aware of the set down rules and regulations of their organization - 87.8% claimed they were aware were 12.2% were ignorant. . Laid down rules and regulation affect how employees carryout their work activities; 63.4% claimed rules and regulations affected efficiency while 36.6% had a contrary opinion. 81.0% were of the opinion that the rigidity of the administrative system greatly influenced employees' performance while 19.0% could not establish the relationship. . The rules and regulation put in place in the Local Government do not allow employees to freely make use of their initiatives in decision making; 68.8% claimed they are not allowed to use their initiatives while 35% preferred working by the rules. The policies on employees training in the Local Government were not gender biased; however training programmes were not properly organized.

In conclusion the study recommends that the Local government should revisit the rules and regulations guiding employees work with a view to loosening the rigidity of some of them especially pertaining to lessening the vertical structures that cage employees to use their initiate vis-a-vis their innovations. Local government buildings and offices should be refurbished and equipped with modern technology so as to create good working environment for employees, to boost work performance. A lasting programme of total re-habilitation of Local

Government work operation resources; capital, land, material needs and human resources should be put in place as a matter of urgency

Keywords: Bureaucracy, Employees. Local Government, Organization, Organizational behavior.

INTRODUCTION

The present understanding of “bureaucracy”, as a cumbersome model in operation in today’s modern organization, seems to be a far cry from what the founding father of bureaucracy intends it to be. Generally, bureaucracy is associated with inefficiency, lack of initiative, un-intelligence, rigidity; unreasonableness, and red-tapism and the likes. (Cole, 1984; Adebayo, 1997). This ideology about bureaucracy, has informed a societal desire to ‘smash’ bureaucracy in our institutions and organizations; to liquidate bureaucratic habits and customs’. (Joseph, 1930 cited in Adebayo, 1997; Osbourne and Gaebler 1992:15; cited in Johnson et al 2009).

However, the emergence of the modern organization, at the dawn of the industrial revolution gave rise to various tools to manage the new formal workplace in other for it to achieve its goal oriented initiative. (Haralambos and Holborn, 2000). These models range from managerial and leadership methodologies for carrying out work in the office; it includes organizational and behavioural management strategies for simplifying work; in which the bureaucratic model stood out as very relevant. (Koontz, O Dornell and Weihrick 1984; Cole, 1994; Onyeonoru, 2005; Folorunsho, 2008).

According to Adebayo, (1997) “the term bureaucracy is often heard and used in connection with the conduct of public affairs and the activities of public officials; who are usually known as civil servants in charge of government agencies. To these set of workers bureaucracies glaringly appear inevitable because of the broad scope related work activities, hierarchical structures involved in work management, divided work responsibilities and complex paperwork associated with modern organizations.

The role of Organizational behaviour both as a field of study and a methodology that investigates the impact that individuals, groups, structure have on behaviour within organization; for the purpose of applying such knowledge towards improving organization’s effectiveness became a necessity. (Robbins and Judge, 2007). Organizations activities are carried out by actions of people, in a behavioural pattern of relationship. When a person applies to work in an organization and she is accepted; she agrees to do the job for which she is employed; but the ability and willingness to effectively and efficiently carry out the job depends to a large extent

on the availability of the work to do and the provision of a conducive work environment and tools for doing job well. (Uvieghara, 2004; Ogunbameru, 2004)

Bureaucracy, according to Max Weber, the acclaimed father of modern bureaucracy, is a must for modern organization. It regulates work carried out among many people, with different responsibilities and tasks through rules and regulations, in an hierarchical upward relationship which serves as a control. Weber’s bureaucratic ideal-type model is positive and advantageous in many ways but Ritzer, (1996) emphasized that Weber knew very well of the ‘red tapism’ which makes dealings in bureaucracies so demanding and difficult and more so; the rationality which informed the machinery of bureaucracy stands as a threat. Weber’s formal rationality with its four dimensions (efficiency, predictability, emphasis on quantity not quality and technology seems a challenge for bureaucracy as it creates irrationality and seems not the best choice (Sasa, 2003).

STATEMENT OF THE PROBLEM

The traditional agrarian society which organized work in family lines; with little or no technology, necessarily needed not much methodological procedures for carrying out work, however the modern workplace especially the Nigerian Local Government System (LGS) is formal in nature with diverse goals and procedures. The achievement of these goals involves procedures with vast complex activities. (Henslin, 2007; Folorunsho, 2008).

The Nigerian Local Government System (LGS) is bureaucratized and complex in nature. It emerged from the Native Authority in colonial times which was established to meet up with the immediate demands, which embattle the grassroots – health, education, agriculture, revenue and tax collection and so on. In carrying out its work a whole lot of processes take place. Thus Weber’s (1921/1968) rationalized bureaucratic model that is operated by rules, regulation, division of labour, specialization and hierarchical structuring, seems an inevitable framework to manage the magnitude of services contained in the modern organization, the LGS being one.

The problems which have emerged from the use of this model are enormous and they are created by the content of the model itself and those involved in its use. (Adebayo, 1997). The pattern of work flow in this model is rigid and thereby causes delay. The rules and regulations contained in bureaucratic practices affect decision making which impedes the use of initiative.

The efficiency which bureaucracy sought out to install is questionable, as it is evident that the division of labour and authority structure emphasized by

bureaucrats, distance the employees from their work and themselves and reduce them into 'robots' - irrational beings. The authority structure promotes the abuse of power, since top few control the 'down many' - establishing a system ruled by 'gods' in the workplace.

In the Nigerian Local Government system for instance, the tape-like movement of work and participation of political elites in the administration of the LGS is problematic. The 'red tapism of bureaucracy produces corruption. (Abiola, 2006). Employees become lazy and 'drag foot' in doing work they are paid to do - causing unnecessary delay. The changing patterns of local Government Executives stiffen further the order in which rules and regulation operate and workers are plunged into uncertainty of what a new administration may want to emphasize. Bureaucracy is not rational as Weber put it in this case; it would be more comfortable to assert that irrationality orders it. If human beings are to do their work according to the rules and regulation practiced in "an organization, definitely rationality would be put to question. The conditions that would evolve would have de-humanizing effects both in the use of the human intellect and self-esteem.

These issues raised above are highly worrisome; the Nigerian Local Government System (Oyo State) especially must contend these issues to arrive at its goals and attain an efficient and effective level. It is against this backdrop that the study intends to answer the following research questions: (a) How much of the existing organizations rules and regulations, guiding employees behaviour at work, are they aware of? (b) Do the laid down rules and regulations in the organization affect how employees carry out their work activities? (c) How favourable is the administrative system in enhancing employees' performance? (d) Does the rules and regulations create opportunities, for employees to use their initiatives

BRIEF LITERATURE REVIEW

The Concept of Bureaucracy

Modern bureaucracy was born out of the transformation of society from traditional pre-industrial society by the advent of industrialization. Organizations spread and expansion spurred by the need for specialized division of labour, coupled with the development of capitalism and the modern state concretized bureaucracy, as a vital and relevant institution for the modern workplace. (Macionis and Plummer, 2005; Ibrahim, 1997; Ogunbameru, 2004; Okafor and Bode-Okunade, 2005).

According to Macionis, and Plummer, (2005), there was some form of bureaucratic practices in the pre-industrial society, which basically were

"rudimentary" in nature and most at times in the opinion of Ibrahim, (1997), gender bound- "as the men would take to hunting and the women fruit gathering"; to accomplish personal needs. However, Macionis, and Plummer, (2005); Ogunbameru, (2004) noted that the bureaucracy of the pre-modern society was very limiting and most centred on tax collection, military campaigns and monumental construction such as the Great wall of China, Pyramid of Egypt and Roman Europe.

The definition of bureaucracy is inseparable from its origin. Bureaucracy is historical in nature. Ogunbameru, (2004:33) summarizes the functional meaning of bureaucracy thus:

...the bureaucratic form of social organization grew as certain social conditions encouraged its development. It provides historical evidence for the functional argument-... that bureaucracy is a response to a problem in social organization... what is the organizational form by which the efforts of so many people can be effectively coordinated into a community, productive effort?

He further argues that since bureaucracy is informed by the enormous activities in the modern workplace, it is an indispensable aspect of modern society because it provides an efficient means for a stable and routinised administration of large and complex structures, through the standard regulation of work in its division and authority routes. Macionis, and Plummer (2005) defines bureaucracy as an organizational model rationally designed to perform complex tasks efficiently.

The Concept of Organizational Behaviour and Organizational Structure

Organizations comprise of a group of people; with identifiable membership features and are engaged in concerted collective actions to achieve a common purpose. Most organizations whether small or big in size, have features of either formal or informal characteristics. Examples of formal organizations are hospitals, schools, companies and so on. Formal organizations are established for specific purposes of achieving certain goals or objectives and they possess a set of rules to assist in their attempt to acquire the objectives. On the other hand, informal organizations activities are usually carried out without the existence of clearly defined and institutionalized goals or rules, for example friendship networks within the organization.

Robbins and Judge (2007) define organizational behaviour as a field of study that investigates the impact that individual group, structure have on behaviour within organizations, for the purpose of applying such knowledge toward improving organizations effectiveness.

Organizational behaviour is concerned with what people do in-an organization and their behaviour usually affect organization's performance. Behaviour of employees in an organization includes work, absenteeism, punctuality, turnover, productivity, performance and management. Organizational behaviour (OB) though a field of study is also used to describe the interactions and relationship of people to people and with their work, being managed by the rules, regulations (norms), of the formal organization in which they find themselves. (Mullins, 2005; Biersted et al, 1964; Hess et al, 1985).

The structure of organizations compels individuals to abide by the associated norms of the group if they must continue to be part of the group; and their behaviour are thus regulated by them, in spite of the norms which motivated individuals before they joined the group. The organization commits people to conform by using strategies, such as indoctrination, habitual routinized work schedules, utilities impressing upon members, by appealing to their rational thought, the relevance of the norm and group identification to belong in other to achieve this (Bierstedt et al, 1964).

The Objectives of Organizational Structures are summed up by Mullins, (2005: 596-597), thus: (a) The economic and efficient performance of the organization and the level of resource utilization; (b) Monitoring the activities of the organization; (c) Accountability for areas of work undertaken by groups and individual members of the organization; (d) Co-ordination of different parts of the organization and different areas of work; (e) Flexibility in order to respond to future demands developments and to adapt to changing environmental influence, and (f) The social satisfaction of members working in the organizations.

Bureaucratic structures are tall standardized hierarchical structures and are better suited for complex large organizations. Post bureaucracy as described by Heckscher, (1998), is not as such a cleaned up bureaucracy or a functional shift from bureaucracy; but hierarchical authority and rule still exists in a network, open boundary pattern. The functional structure enhances performance of specialized set of centralized tasks and is most suitable for production of standardized goods and services at large volumes and low cost. The divisional structure is product-structured type, classified on distinct or geographical basis. Divisions can include product for different customers-households or companies. The matrix structure groups employees by both function and product. It uses teams of employees to achieve work. Strengths are taken advantage of and weaknesses are compensated. It is a decentralize model.

Organizations' members are heterogeneous in nature and so managers face great challenges to annex them for organization's success. There are four essential models or frameworks to operate organizations and these could be compressed into the two major aspect of McGregor's theory X and Y, Leadership Styles. Autocracy is based on managerial power orientation, which calls for obedience and dependence on the boss and toes the line of McGregor's theory X. Custodial bothers on employers and managerial economic power (whmtm:/file://E:organisational%20behaviour.mht).

The Bureaucratized Local Government and Employee Behaviour

To Max Weber, bureaucracy may appear to be the in-thing, with its likely dehumanizing effect as he noted, but the bureaucratic structure devoid of human operation will be baseless and unrealistic. Human beings in the organization make bureaucracy workable. It is the action of human beings (called behaviour) no matter how bureaucratic and technologized an organization is; that makes the effect of any work methodology effective. Human history has it that, man since his earliest days cherished coming together for the purpose of work (even in families and communities); for socialization purposes (telling moonlight stories in our local context; marriage celebrations; burials; naming ceremonious and so on). Ogunbameru, (2004) observes that traditionally, organization is viewed as a rational vehicle for accomplishing goals and objectives; and he further noted that this definition is limiting; as it tends to describe organization with its inner workings and internal purposes. However, he went further to define organization as "a collection of people who, with consciously coordinated efforts pursue and contribute to the attainment of a common purpose."

Udy, (1959) and Simon, (1964) in Ogunbameru, (2004) classified organizations into formal complex and social organizations. Blau, and Scolt, (1952) in Ogunbameru, (2004) noted that formal organizations are established for the explicit purpose with rules designed to shape 'behaviour' in the direction of these goals, through formal hierarchical structures, and clearly marked lines of communication and authority. Examples of formal organizations are the civil service, factories, firms of production of various goods and services.

Social organizations are informal in nature. Their characteristics objectives, although usually unwritten, includes a social life business without a framework of explicit goals, or rules which defines a formal status structure. Examples of these are families, friendship and communities groups. In this type of organisation individuals may perform variety of tasks for a

common objective but it still remains a social organization. Firth (1964) in Ogunbameru (2004)

Human behavior whether at work, play or leisure is expressed in actions. Psychologist Watson, (1878-1958) opines that specific human behavior patterns are not instinctive but are learned. (Macionis, and Plummer 2005; Sasa, 2003). According to Ritzer (1996), Watson, is radical in his thought-line, concerned with the observable human behavior of individuals, - the stimuli that elicits the responses or behaviours in questions; but the social behaviourist in the likes of Mead (1863-1931), in addition to Watson's observation, recognizes the importance of the covert aspects of behavior. Perhaps also if Max Weber were to be asked; his radical action theory would well fit in here.

Significantly studies have shown that human behavior is influenced by both covert and overt components which is influenced by environmental factors as rightly noted by Watson, and so bureaucracy tends towards being an environmental component that is most likely to shape and determine workers behaviours, as Bakke (1950) in Ogunbameru (2004) has observed; either positively or negatively as influenced by the situations which surrounds them.

Bureaucracy, the Nigerian Civil Service and Local Government Employees

“The civil service is an old institution. Its traditional function was collecting information analyzing data, presenting possible alternative ways of achieving a particular objectives and setting out the consequences of each alternative policy for the rulers to make their choices” (Ogharandukun, 2000; Adebayo, 1997). The Nigerian civil service is sectionalized into federal, state, local government; the ministries and parastatals and it developed out of the colonial Administration. Onyeonoru, (2002) in his overview of Weber, modernity and bureaucracy, expresses this view, when he said that “Weber” modernism was based on western rationality.

A western rationality and a Nigerian orientation of work would seem to clash as bureaucracy at this point would appear also foreign, but Weber's bureaucracy pervades the Nigerian public administration, especially in the civil service (local governments), being a function of its objectives. How can the civil service achieve its objectives without the use of this bureaucratic stereotype? The need for accountability, its size, hierarchical typology, would make this almost impossible to achieve. Marshall Dimock in Adebayo, (2004) observes that Bureaucracy is simple institutionalism written large. It is not some foreign substance, which has been infused into the life-blood of an institution; it is merely the accentuation of characteristics found in

all. It is a matter of degree, of the combination of components, and of the relative emphasis given to them.

The Nigeria local government has two categories of employees, which forms its working class- political and career workers. The political employees are elected into their positions while the career employees rise through the ranks in promotional patterns. The Nigerian local governments are bureaucratized in structures with hierarchical functional roles; with rules and regulations controlling, specialized and standardized work schedules of employees. (Onyishi; Onah; and Ofuebe, all in Ezeani and Nwankwo, 2002; Okafor, 2005).

The Nigerian local government system has been plagued with political corruption, death of skilled manpower, inter-government conflicts, bureaucratic tardiness, financial mismanagement, misappropriation of public funds and persistent and perennial weakness in revenue generation from Local government sources. This has impeded on its effectiveness and efficiency.. (Ezeani, Ofuebe, in Ezeani and Nwankwo, 2002).

Pigors and Myers, 1983:283, in Ezeani and Nwankwo, 2002) noted that organization should choose the type of training best suited for them depending on the skills, required, qualification of candidates and the operating problems confronting the organization. Organizational training includes on the – job - training (OJT); Job Rotation; Bedeian, (1986:369, in Ezeani and Nwankwo, 2002), states that, flexible assignments, employee development, easier staffing as patterns would create less boredom in job rotation; Job Instruction training, lectures, conferences and talks; Special Courses; Apprenticeship training and so on.

Ofuebe, in Ezeani and Nwankwo 2002, identified four pertinent issues that a relevant training programme should entail; ideology, alienation, ethnicity and rural development. Ideologies are body of ideas concerned with the distribution of political and social values among a group. (Huntinton, 1957:454; in Ezeani and Nwankwo, 2002). Ideologies motivate and tune compliance in policy choices of a group. (Nwosu, 1977 in Ezeani and Nwankwo, 2002). Alienation is a consequence in. bureaucratic structure and so employees must be trained to handle this.

THEORETICAL FRAMEWORK

Three theories became imperative for a vivid discussion of the sociological exposition of bureaucracy and its bottlenecks. These are Max Weber rational theory which explains details on what bureaucracy entails; the Alvin Gouldner situational/degree bureaucratic theory, challenging

the inevitability of bureaucracy and the Heckscher, and Donnellon, 1994 Post bureaucratic theory which argues that the use of bureaucracy is no longer fashionable in the Post-Modern organization and proposes a move beyond bureaucracy – an invention of a new boundless organizational capacity – devoid of the weberian iron cage – a best ‘manager’ of complexity.

Weber bureaucracy has clear levels with assignments, division of labour, written rules, written communications and Records, Impersonality and replaceability (Stark, 1987). Weber also acknowledges that bureaucracy could be challenged by the constant changes that occur in society and bureaucratic leaders and followers’ limitations (such as misinformation, strategic errors, logical fallacies, decision based on emotions and irrational actions). Both Stalker and Burns and Katz and Kahn seem to expatiate on this when they said that, if an individual is to perform well on the job, bureaucratic structures may not be enough. Information is necessary to supplement organizational designs to clarify roles in view of the changing environment in which organizations reside and to make adjustments for human beings and their various behavioural patterns. (Holborn, 1994 in Ibrahim, 1977; Retzer, 1996; Adebayo, 1997; Kootnz et al, 1983).

Gouldner’s bureaucracy would appear to be more realistic and fill the gap of imperfection in Max Weber’s ideal type. A more humanistic approach to bureaucracy seems to be that, which would allow the – human being’ at work to be discretionary in behavior. Thus it would appear that the ‘post bureaucratic’ scholars would suggest a ‘node’ for Gouldner. Johnson et al (2009) observes that “post – bureaucratic organizational form liberates employees from the increasingly dysfunctional hierarchical constraints engendered by bureaucracies and enhances their ability to deal with the unpredictable requirements of an increasingly volatile workplace caused by the social and economic changes associated with destabilized capitalism”.

With his discoveries, Gouldner, (1954), concluded that bureaucracy should not be one homogeneous entity – thus then identified three (3) types of bureaucracy: Mock bureaucracy, Representative Bureaucracy, Punishment Centred Bureaucracy. Weber’s bureaucracy and Goulde’s, contrast majorly on one aspect – Weber emphasized on organizational structures while Gouldner concentrated on behaviour. These differences set a parallel which could not be bridged. Gouldner concluded that rules could generate obedience and disobedience alike; therefore an organization should respond to these changes by identifying the type of bureaucracy in place and apply appropriate modalities. (Cole, 1984).

Post-bureaucratic models are different from bureaucratic types in the following ways: (a) Bureaucratic consensus is created through adherence to authority, rules or tradition, while Post-bureaucracy is created through institutionalized dialogue. (b) People affect decisions based on ability to influence not to command (power). (c) Influence is based on trust and understanding that the fortunes of all depends on combining performance of all – seeking mutual benefit rather than maximizing personal gains. (d) Organizational mission is born out of interdependence for success. (e) Widespread information about corporate strategy produces communication links that directs individual focus on the mission – boundaries of defined jobs are broken - thoughts of creativity, cooperation and improvements or performance is paramount. Informational is dualistic – Top to bottom, bottom to top. (f) Focus in mission is supplemented by guidelines for action; reasons for rules are clarified. Principles allow for flexibility and indulgent response to situations trust understanding and periodic reviews of principles to avoid distortion. (g) Fluidity of influence as against relations of offices and authority – decision – making processes must be frequently re-constructed the choice of who to go to is determined by the nature of the problem not by positions – meta-decision-making mechanisms are most valuable. For example at a Shell Plant in Canada, issues that cannot be addressed by individual teams of workers – go to a “team norm review board – comprising operators, union, officials, and managers.” (h) Post bureaucracy is built on trust, though not the warm *gemeinschaft* solidarities of traditional communities or communal version of bureaucracy; influence relations are wider and more diverse – but shallower and more specific than the traditional solidarity community based on trust relationships. (i) There are unusual thorough and open processes of association and peer evaluation – people are exposed to each others strengths and weaknesses. (j) It is open in the boundaries. There is no expectation that employees will spend their entire careers in one organization, tolerance for outsiders coming in and insiders going out. (k) Rules are reduced in Post – bureaucratic order. Individual performance is recognized. Development of public standard of performance could be openly discussed and negotiated with individual employees. (l) Unlike bureaucracy where time is structured – Post-bureaucracy builds an expectation of constant change – and attaches time frames to actions with checkpoints for reviewing progress, making corrections, and establishing a time period for re-evaluating the basic directive and principles of the action. These are flexible time-periods, which are essential for adaptiveness – depending on the perception of the problem. (Heckscher and Donnellon, 1994: 25-28)

Table 1: 2006 Census Provisional Figures

<i>STATES</i>	<i>PERSONS</i>	<i>MALES</i>	<i>FEMALES</i>
Abia	2,833,999	1,434,193	1,399,806
Adamawa	3,168,101	1,606,123	1,561,978
Akwa Ibom	3,920,208	2,044,510	1,875,698
Anambra	4,182,032	2,174,641	2,007,391
Bauchi	4,676,465	2,426,215	2,250,250
Bayelsa	1,703,358	902,648	899,710
Benue	4,219,244	2,164,058	2,055,186
Borno	4,151,193	2,161,157	1,990,035
Cross River	2,888,966	1,492,465	1,396,501
Delta	4,098,391	2,074,306	2,024,085
Ebonyi	2,173,501	1,040,984	1,132,517
Edo	3,218,332	1,640,461	1,577,871
Ekiti	2,384,212	1,212,609	1,171,603
Enugu	3,257,298	1,624,202	1,633,096
FCT Abuja	1,405,201	740,489	664,712
Gombe	2,353,879	1,230,722	1,123,157
Imo	3,934,899	2,032,286	1,902,613
Jigawa	4,348,649	2,215,907	2,132,742
Kaduna	6,066,562	3,112,028	2,954,534
Kano	9,383,682	4,844,128	4,539,554
Katsina	5,792,578	2,978,682	2,813,986
Kebbi	3,238,628	1,617,498	1,621,130
Kogi	3,278,487	1,691,737	1,536,750
Kwara	2,371,089	1,220,581	1,150,508
Lagos	9,013,534	4,678,020	4,335,514
Nasarawa	1,863,275	945,556	917,719
Niger	3,950,249	2,032,725	1,917,524
Ogun	3,728,098	1,847,243	1,880,855
Ondo	3,441,024	1,761,263	1,679,761
Osun	3,423,535	1,740,619	1,682,916
Oyo	5,591,589	2,809,840	2,781,749
Plateau	3,178,712	1,593,033	1,585,679
Rivers	5,185,400	2,710,665	2,474,735
Sokoto	3,696,999	1,872,059	1,824,930
Taraba	2,300,736	1,199,849	1,100,887
Yobe	2,321,591	1,206,003	1,115,588
Zamfara	3,259,846	1,630,344	1,629,502
Nigeria	140,003,542	71,709,859	68,293,683

Source: (Okunoye, J.O. (2007:56-57; Folorunsho, O.L. E. 2008)

Table 2: Oyo State Local Government Councils and their Chairmen

S/N	Local Government	Local Government Headquarters	Chairman
1.	Afijio Local Government	Jobele	Hon. Adeleye, Emmanuel Abiodun
2.	Akinyele Local Government	Moniya	Hon. Olayiwola, Emmanuel Olusegun
3.	Atiba Local Government	Offa-Meta	Hon. (Prince) Adeyemi, Akeem Adeniyi
4.	Atisbo Local Government	Tede	Hon. Adedeji, Ismail Ademola
5.	Egbeda Local Government	Egbeda	Hon. (Engr.) Oke, Tajudeen Kolawole
6.	Ibadan North Local Government	Bodija	Hon. Omotoso, Ademola Kamil
7.	Ibadan north-East Local Government	Iwo road	Hon. Adewusi, Olugbenga Ayinde
8.	Ibadan North-West Local Government	Onireke	Hon. Ayodele, Aderemi
9.	Ibadan South-East Local Government	Mapo	Hon. Adedoja, Abiodun Bolarinwa
10.	Ibadan South-West Local Government	Oluyole Estate	Hon. Abass, Tajudeen Aderemi
11.	Ibarapa Central Local Government	Igboora	Hon. Ojo, Ademola Obafemi
12.	Ibarapa East Local Government	Eruwa	Hon. Oladele, Olakunle Johnson
13.	Ibarapa North Local Government	Ayete	Alh. (Hon.) Salaudeen, Tajudeen Amoo
14.	Iddo Local Government	Ido	Hon. Adeola, Isiaka Adesina
15.	Irepo Local Government	Kisi	Hon. Adediran, Suleimana Abdullateef
16.	Iseyin Local Government	Iseyin	Hon. Taiwo, Akeem Olayinka
17.	Itesiwaju Local Government	Out	Hon. Idowu, Azeez Olaniyi
18.	Iwajowa Local Government	Iwere-ile	Hon. Farinto, Fakorede John
19.	Kajola Local Government	Okeho	Hon. (Barr.) Ojelowo, Olajire Gabriel
20.	Lagelu Local Government	Iyana-Offa	Hon. Akinmoyede, Olafisoye
21.	Ogbomoso North Local Government	Kinira	Hon. Oloyede, Tunde
22.	Ogbomoso South Local Government	Arowomole	Hon. Akande, Felix Adebayo
23.	Ogo Oluwa Local Government	Ajaawa	Hon. Akintola, Sanjo
24.	Oluyole Local Government	Idi-Ayunre	Hon. Salami, Olasunkanmi Abideen
25.	Ona Ara Local Government	Akanran	Hon. Oke, Hakeem Taiwo
26.	Oorelope Local Government	Igboho	Hon. Bello, Abdulkarim Kola
27.	Orire Local Government	Ikoyi-Ile	Hon. Oyedepo, Ezekiel

			Ajani
28.	Olorunsogo Local Government	Igbetti	Hon. (Prince) Adeoye, Williams Oyetunji
29.	Oyo East Local Government	Kosobo	Hon. Shittu, Kamorudeen Abiola
30.	Oyo West Local Government	Ojongbodu	Hon. Ogunmola, J. Oyewale
31.	Saki East Local Government	Ago-Amodu	Hon. (Engr.) Adesina, Ademola Dele
32.	Saki West Local Government	Saki	Hon. Tijani, Waheed Adewale
33.	Surulere Local Government	Iresaadu	Hon. Ogundiran, Akin Israel

Chairman/facebook_ <http://www.facebook.com/topic.php?uid=2433557048498&topic=12397>.(Download 12/5/2010).

Table 3: Distribution of Respondents into Organization's departments

	FREQUENCY	PERCENTAGES
1.Administration	71	25.4
2.Works and maintenance	43	15.4
3.Education	28	10.0
4. Budget	14	5.0
5. Agriculture	29	10.4
6. Finance and supply	40	14.3
7. Research	7	2.5
8.Community development and environment		
9. Health		2.9
10. Estate and evaluation	8	5.7
11. Information	16	5.4
	15	2.9
	8	2.9
<i>TOTAL</i>	279	100.0

Source: Field Survey 2010

Table 4: Awareness of the guiding rules and regulations

ITEM NO.	FREQUENCY	PERCENTAGE
Yes	245	87.8
No	34	12.2
TOTAL	279	100.0

Source: Field Survey 2010

The post bureaucratic interactive type suffers a difficulty in the understanding of the role of power and authority. Its ideas on the reduction or change in the use of power could be mistaken for total removal of power in place of pure reason in the case of Hobbes (1615); secondly, the relevance of power to annex a group is not entirely thrown away by Post-bureaucracy but it structures it in a different way in interactive models of dialogue which makes binding decisions without relying on offices.

Weber's bureaucratic type relies on "rational-legal" legitimating while the Post-bureaucratic model's basic challenge, is that which legitimates effective decisions that must be justified by the agreement (or consent) of those who are affected by them; and those who can contribute knowledge to them. This conception of consensual legitimacy is new in organizational theory but not new to older contexts – called democracy. (Heckscher and Donnellon, 1994; Heckscher; http://en.wikipedia.org/wiki/organizational_structure19/4/2010)

A Brief History of Oyo State

Oyo State originated from the Old Western region which was created by the Macpherson constitution of 1954 (British Administration). At that time the region was led by Late Chief Obafemi Awolowo – first as Head of Government and later as Premier, and the region became self-governing in 1957 – in anticipation for Nigeria's Independence in 1960. The Mid-Western Region (comprising of Edo and Delta States) were removed from the region in 1963; and the region was renamed Western State. Subsequently, Ondo and Ogun States were cut away on 3rd February 1976 by the Federal Military Government of General Murtala Mohammed with the remaining part being renamed Oyo State; and in 1991 Osun State was carved out from the old Oyo to a new Oyo state. (<http://www.Oyostate.gov.ng...downloaded> 4th March, 2010; Nigerian Year Book, 1986; Okunoye, J. 2007, Gboyega, A. 1987).

The capital of Oyo State is situated in Ibadan, which has a reputation of being known as the largest indigenous city in Africa and South Sahara. Oyo State is located in South West Nigeria and covers 28,454 (Twenty-eight thousand, four hundred and forty) square kilometers; and it is bounded in the South by Ogun State; in the North by Kwara State, in the West it is partly bounded by Ogun State and partly by the Republic of Benin; while in the East it is bounded by Osun State. (Nigeria Galleria.com-downloaded 12/5/2010; <http://www.Oyostate.gov.ng...downloaded> 4/3/2010; Nigeria Year Book, 1986).

According to the 2005 census report, Oyo State population is five million, five hundred and ninety-one thousand, five hundred and eighty-nine (5,591,589) – made up of 2,809,840 males and 2,781,749 females. The state is made up of 33 (thirty-three) Local Government Councils; with 11 of them situated at Ibadan Metropolis. These are Akinyele, Egbeda, Ibadan North, Ibadan North East, Ibadan West, Ibadan South East, Ibadan South West, Iddo, Lagelu, Oluyole, and Ona Ara LGS.. See tables 1 and 2.

According to Nigeria Galleria.com, the state is homogenous in tribe (Yoruba) and comprises of the Oyos, the Ibadans and the Ibarapas. There are people from within and outside Nigeria who trade and settle mostly in the urban (Ogbomoso, Oyo, Iseyin, Saki and Ibadan) areas of the state. The state hosts the Cocoa House, the first skyscraper built in Africa, the NTA Ibadan is the first TV station and Liberty Stadium the first stadium in Africa amongst many others including tourist centres.

METHODOLOGY

The research design was descriptive in nature. This study concerned itself with bureaucratic bottlenecks and its influence on organizational behaviour in Oyo State Local Government. Three local government governments (Ibadan South East – Mapo, Ibadan South West – Oluyole Estate, Oluyole – Idi-Ayunre) were randomly selected out of the 11 local governments (Akinyele, Egbeda, Ibadan North, Ibadan North East, Ibadan North West, Ibadan North East, Ibadan South West, Iddo, Lagelu, Oluyole and Ona-ara) in Ibadan metropolis

This study utilized the grassroots for the field survey because it is the bedrock of Nigerian bureaucracy and a great determinant and reflection of the higher levels of government administration. The restriction of the study to Oyo State (Ibadan) is informed by the fact that Oyo State Civil Service hosted the capital of the old Western Region, and has the advantage of a long civil service - local government history with upper hand in the representation of Nigeria bureaucratic practices.

The study employed both the Quantitative and the Qualitative Modes of data collection. The quantitative methods include the use of carefully structured questionnaire, while the qualitative entailed interviews and focus group discussions and observation. These were complimented by the use of secondary data-books, newsletter, journals, seminar and workshop papers, newspapers and magazines together with publications and related articles which were thoroughly perused..

Local government staff - junior and senior workers formed the study population. A number of 369 (three

hundred and sixty-nine) local government employees were involved. The study population cut across departments and staff categories (Junior and senior). Two hundred and seventy-nine questionnaires were administered. Twenty-four staff in each local government council were involved in focus group discussions; twelve of junior staff and twelve of senior staff. Six interview sections were conducted with three junior and three senior in each local government respectively.

The data gathered through administered questionnaire was analyzed using the SPSS (statistical package for the social sciences) while the one generated from focus group discussions, selected interviews, and observation is descriptively presented and discussed. The hypotheses posited by the study were equally tested.

DATA PRESENTATION AND ANALYSIS

The study intentionally drew a pathway to identify the bureaucratic features and structures present in the local governments studied and the implications and influences of bureaucratic practices on employees work behaviour. The following findings which were obtained from field work are discussed below.

Bureaucratic Features and Structures

Characteristics of Respondents by their Spread into Departments

Alvin Gouldner 1954 study of the gypsum plant reveals that the offices on the surfaces where Administrative work is done possesses more, a higher degree of bureaucratic practices. More questionnaires were purposefully distributed in the personnel department of these local governments where most of the administrative works are carried out. The results in table 3 above display this, with 71 of the respondents being from the Admin department while the others were spread across departments. The attitudes of those in Administration department on their readiness to fill the questionnaire show their familiarity with documents and written rules and records.

Secondly, the division of labour expressed on the table above shows a clear bureaucratic setting of the local government councils used.

The three local government used had a total of nine departments with specialization units under them. The nine departments are Administration (Personnel), Works and Maintenance, Education and Social Services, Agriculture, Finance and Supply (Accounting), Budgeting, Research and Planning, Community Development and Environment, Primary Health, Estate and Evaluation.*Information Department falls under Administration.

These departments are structured hierarchically with commands descending from above and accountability rising upwards. The system is controlled by written rules (Civil Service Regulation); written records and documentation (files); with characteristics of formalistic impersonality, specialization and structures peculiar with a formal bureaucratic setting.

The table 6 above shows that almost all the employees are aware that there are guiding rules and regulations by which employees must abide in their relationship with one another, concerning their roles, responsibility and their work. This is a typical feature of bureaucracy. The other group of employees who says they are not aware are likely to be those with low educational standards. The interview sections with some of them in 'Yoruba' language revealed they are actually aware that there are laid down rules and regulations by which the Local Government operates.

Effects of Rules and Regulations on Employee Behaviour

Section (a) of the above table 5 displays a large number of 193 employees out of 279 who know what bureaucratic bottlenecks (BB) is all about while the 59 others seem to be confusing bureaucratic bottlenecks with some of the features of post bureaucracy, things that make rules and regulation work well. Another 27 employees think bureaucratic bottlenecks mean labour management relation. This is far from it. However, in the focus group and interview sections, employees themselves are aware of what they know to be limitations or weakness of bureaucracy as – delays especially in emergency, lack of the use of initiative, no allowance for innovation; the military element of bureaucracy; funds (finance, in the case of the Local government system; poor provision for skills acquisition); and retirement problem - no preparation for staff to face the new challenges, amongst so many others.

In section (b) of the above table 226 employees agreed that they would prefer to do the work the way they like it. A respondent remarked in one of the FGD –

What can I do, since I accept to come and work here, I have no choice. I must follow the rules and regulations. Do you not see that there are no jobs in town? Man must eat; children dey school o.

Items b, and d, in table 6 above, affirms that if Government gives Staff (LGS) free hand to use their initiative, there will be development and room for personal opinion.

Table 5: Bureaucratic Bottlenecks/Following Strict Rules and Regulations/Personal Initiative

ITEMS NO.	FREQUENCY	PERCENTAGE
Knowledge of Bureaucratic Bottlenecks		
a. Things that make rules and regulation control system work well.	59	21.1
b. Are barriers that emerge following strictly the rules and regulation when doing work.	193	69.2
c. Labour management relationship.	27	9.7
TOTAL	279	100.0
Following Strict Rules and Regulations		
Yes	226	81.0
No	53	19.0
TOTAL	279	100.0
Personal Innovation and Efficiency		
Yes	195	69.9
No	84	30.1
TOTAL	279	100.0

Source: Field Survey 2010

In an In-depth Interview session, *some of them said they must follow the rules since nobody will allow them and that there is no regard for personal input although nowadays some immediate boss may permit this.* Some others view it that *work is done to satisfy the employer in as much you get your pay; but the pay is not even adequate –“ is it worth it?; another retorted. If employer power is oppressive in the organization, a worker may not be able to fight, especially where job is scarce – she/he is handicapped*

A number of 177 employees in section 1 on table 7 above says Yes that following rules and regulations creates efficiency. This view contrasts with their further responses on the reason for their response in the 1st section of the table 1,9 above. Majority of them opines that actually the rules are meant to be a kind of a guide but not an end in itself. A participant at one of the focus group session narrated a story thus: at the time, he was a student of university of Ibadan:

a fellow student had a health problem and he was to be flown abroad for treatment. All set and done; he was fortunate to get sponsorship but unfortunately he died at the airport in Lagos because of protocols of due process and bureaucratic bottlenecks;; this was the end of his life.

Thus a promising young man met his death prematurely. The general opinion about rules and regulation will only work if people manage them well.

In the table 8 above, those who said they are satisfied with their job appear to be more with a total number of 192. A close look at the reasons for their satisfaction presents a people who have resorted to fate – they have accepted their position as they see it and put up a defensive mechanism as the psychologist would call it; and bolden themselves to impress a ‘non existing satisfaction.’ in/on their psyche. If not why such responses as A “I have no choice because of my age” item (h) .

Table 6: Reasons why the Preference for doing work the way Employees' would like to do it

ITEMS NO.	FREQUENCY	PERCENTAGE
Yes: a. Work must be done professionally.	52	18.6
b. There is development in the course of doing the job.		14.3
c. When given free hand and good incentive.	40	
d. Given room for personal opinion.		.4
e. If permission is granted.	1	1.4
f. There should be rule and regulation.	4	2.9
g. Since it is my profession.	8	2.2
h. I know my job very well.	6	33.0
i. Company's interest.	92	9.7
No: j. The work ethics is already known.	27	1.1
k. According to rules and regulation.	3	4.3
l. No regard for ones way of doing things.	12	4.3
m. Work is done to satisfy the employer.	12	4.3
	12	3.6
	10	
TOTAL	279	100.0

"That is how God wants it to be" item (j).

Another response exposes inherent content.

"Yes by giving incentive to employer." The immediate response above expresses the desire of this employee which is yet to be met.

The groupthink model of Robbins and Judge (2007) is applicable here. They noted that there are two byproducts of groups – groupthink and groupshift. Groupthink, which captures the undertones of these responses, is related to norms. Thus: it describes situations in which group pressures for conformity deter the group from critically appraising unusual, minority, or unpopular views. Groupthink is a disease that attacks many groups and can dramatically hinder their performance.

However, 87 employees out-rightly said they are not satisfied because of poor salary, no freedom of initiative, no freedom to perform because of rigid rules and regulation. Evidences on the happenings in

the local government and the civil service are enough confirmation.

HYPOTHESIS TESTS

Hypothesis 1

The laid down rules and regulations in the organization affect the way employees carryout their work activities.

The level at which employees carry out rules and regulations laid down by organization is highly significant. Those who acted according to the rules and regulations are more (192) than those who use their initiatives.

Hypothesis 2

The rules and regulations operated in the local government council create opportunities for employees to use their initiatives in decision making

Table 7: Rules and Regulations and Efficiency

ITEMS NO.	FREQUENCY	PERCENTAGE	
Yes	177	63.4	
No	102	36.6	
TOTAL	279	100.0	
		FREQUENCY	PERCENTAGES
Yes:		9	3.2
a. Efficiency is not in the rules and regulation.		11	3.9
b. There are checks and balances.		8	2.9
c. Laid down with great task.		9	3.2
d. It is no yardstick to performance.		9	3.2
e. It achieves better result.		1	.4
f. No response.			
No:			
g. Efficiency is Summary of work done to work given and not rules and regulation.			20.1
h. It will just serve as a guide not a tool for work.	56		15.4
i. It only proves what you can do.	43		17.9
j. It is only the output result that matters.	50		11.1
k. Employer's interfere into employees business.	31		3.2
l. It is not a yardstick.	9		1.1
m. Most of employers' method of measuring performance is obsolete.	3		9.0
n. It causes delay.			3.9
o. It is cumbersome.	25		.7
p. Because there is decency.	11		.7
	2		
	2		
TOTAL	279		100.0

Table 8: Use of Initiative/Job Satisfaction

ITEMS NO.	FREQUENCY	PERCENTAGE
How often use of Initiative		
a. Sometimes	96	34.4
b. Every time	32	11.5
c. Occasionally	122	43.7
d. Never	29	10.4
TOTAL	279	100.0
ITEMS NO.	FREQUENCY	PERCENTAGE
Satisfaction in Job		
Yes	192	68.8
No	87	31.2
TOTAL	279	100.0
ITEMS NO.	FREQUENCY	PERCENTAGE
Yes:		
a. It is by choice.	61	21.9
b. Because I am Practicing my profession.	51	18.3
c. It gives room for self development	52	18.6
d. I am not worried by the supervisor	35	12.5
e. It enhances production.	7	2.5
f. By giving incentive to employee.	5	1.8
g. Good working condition.	7	2.5
h. I have no choice because of my age.	3	1.1
i. I want higher pay.	1	.4
j. That is how God wants to be.	1	.4
k. No:		3.9
l. Poor salary.	11	
m. Freedom to do otherwise.	9	3.2
n. No opportunity for professionalism.	8	2.9
o. Work is done to fulfill employer's interest	8	2.9
p. It is not straightforward.	8	2.9
q. Bad working condition.	12	4.3
TOTAL	279	100.0

Source: Field Survey 2010

Table 9: Employees doing their work in their own way or methods or according to organizational set down rules and regulations

	Observed N	Expected N	Residual
You apply best methods applicable than to stick to that of the organization which is not the best.		46.2	
So as to avoid being queried.	21	46.2	-25.2
According to rules and regulation.	29	46.2	-17.2
I will do the ones that will not affect my work.	192	46.2	146.8
To give incentive and encouragement to employee.	24	46.2	-22.2
Yes I can.	4	46.2	-42.2
	7		-39.2
TOTAL	277		

Source: Field Survey 2010

Table 10: Test Statistics

	Employees doing their work in their own way or methods Or according to organizational set down rules and regulations
Chi-Square	563.152
df	5
P value.	.000

Source: Field Survey 2010

Table 11: Will Doing your Work the way you want make you perform better?

	Observed N	Expected N
Yes	196	139.5
No	83	139.5
TOTAL	279	

Source: Field Survey 2010

Table 12: Test Statistics

	Will doing your Work the way you want make you perform better?
Chi-Square	45.767
df	1
P value	.000

Source: Field Survey 2010

Table 13: Use of initiative in Decision-making

	Observed N	Expected N
Sometimes.	96	69.3
Every time.	30	69.3
Occasionally.	122	69.3
Never	29	69.3
TOTAL	277	

Source: Field Survey 2010

Most of the employees did not use their initiative in decision making without following organization rules and regulations. 30 of them out of 279 use their initiative in decision making, every time while the rest sometimes or occasionally or even never use their initiative in decision making.

OBSERVATION

The observation is discussed under five focused headings – Bureaucratic practices in the local government; office. Environment and punctuality, good working condition and re-orientation programmes.

Bureaucratic practices in the local government:

At the inception of this study, it was necessary that the Researcher forward a letter of introduction from the Department of sociology to the Local Governments - the study area; the Researcher was cut up with the bureaucracy she was about to study. It took her several weeks to get to the officers; who were to initiate the procedures that would help the Researcher, start her work. It is the opinion of the Researcher that in such circumstances, the rules and regulation of bureaucracy ought to bend for a more flexible one.

Office Environment and punctuality

Most of the office environments were not as appreciable as it ought to be. They needed paintings; new set of furniture. An environment that is not enticing may most likely affect performance, efficiency and reduce lateness to work. For example, will one working in Shell or Chevron feel reluctant to go early to work?

Good working condition

The local government staff deserves good working environment. They emphasized they want a living wage at the focus group discussion. They have the right to good working facilities; good salary; and good quality life.

A new workable policy on training is required to expose LG Employees to modern methodologies of carrying out work.

All local Government employees should have access to regular routinized training, both an entrance point to Local Government, during and at pension period. The Administrative system needs to be computerized. There are still few computers in the Local Government; where old manual machines are still being used for work.

Re-orientation programmes

The Local Governments are overdue for a new policy to over-haul its systems for example policies on Partnership Agricultural programmes would create a self-reliance Local Government. This would make the Local Governments to be vibrant and alive.

Policies pertaining to re-structuring and breaking down long hierarchical structures in order to enhance effectiveness and efficiency; thereby performance for the achievement of organizational goals; is an urgent need of the local government. According to Todaro and Stephen (2009), individuals and the society need a sustainable continuous economic progress for the realization of the human potential. This is similar to the desire of the United Nations Human Development Index. Amartya Sen (1994 in Todaro and Stephen 2009) captures this thus;

Human beings are born with certain potential capabilities. The purpose of development is to create an environment in which all people can expand their capabilities, and opportunities can be enlarged for both present and future generations. The real foundation of human development is universalism in acknowledging the life claims of everyone... Wealth is important for human life. But to concentrate on it exclusively is wrong for two reasons. First, accumulating wealth is not necessary for the fulfillment of some important human choices. ... Second, human choices extend far beyond economic well-being

One of these choices is self esteem (identity, respect, honour or recognition), is one universal component of a good life. Every human being seek it at some point in time.

Maslow Abraham would agree with this; self esteem stands for a sense of worth but not being used as a tool by others for their own benefits. The Nigerian government should create an avenue to better the lives of local government employees. Todaro and Stephen emphasize three basic paradigms that must be looked into viz: - (a) *To increase the availability and widen the distribution of basic life – sustaining goods such as food, Shelter, health and protection. Todaro and Stephen, 2009:23* (b) The researcher is of the opinion that grass-root developmental programmes which would attract partnership for sustainable projects on Agriculture; housing, and health programmes would tune appreciable development in the quality of living of LG employees. (c) *To raise levels of living, including, in addition to higher incomes, the provision of more*

jobs, better education, and greater attention to cultural and human values, all of which will serve not only to enhance material well-being but also to generate greater individual and national self-esteem. (d) To expand the range of economic and social choices available to individuals and nations by freeing them from servitude and dependence not only in relation to other people and nation – states but also to the forces of ignorance and human misery. Todaro and Stephen, 2009:23.

Local Government employees deserve a wage, a supportive educational/training opportunities which would enable them appreciate who they are. This would affect government operations for better policy implementation, monitoring and evaluation; thereby eliminating corruption in the system. Webster, (1984)

CONCLUSION

Local Government employees are aware of the set down rules and regulations of their organization. Laid down rules and regulation affect how employees carry out their work activities. The administrative system greatly influences employees' performance. The rules and regulation put in place in the Local Government does not allow employees to freely make use of their own initiative in decision making

The Nigerian Local Government especially Local Government in Ibadan is a highly bureaucratized organization. Bureaucracy definitely affects efficiency, effectiveness and performance of bureaucrats either positively or negatively. However, the level of performance of bureaucrats is restricted to a large extent onto the negative by the constraint laid upon them by the operational written rules and regulations of the Nigerian civil service; and the contribution of bureaucrats' influence on action carried out by them in work processes and procedures.

A further constraint of this issue is the unprepared nature of the bureaucrats to face modern work challenges. These barriers that stand on their path includes irregular and sometimes no training; funding, poor working conditions, red tapism of bureaucratic structures; lack of review of old colonial bureaucratic structures to meet up with modern challenges, poor office environment; inadequate facilities especially health facilities, non-provision of adequate work for bureaucrats thereby causing intellectual wastes amongst many others which could be summarized in one sentence – improper design of the social, economic and political structures of the Local Government Councils.

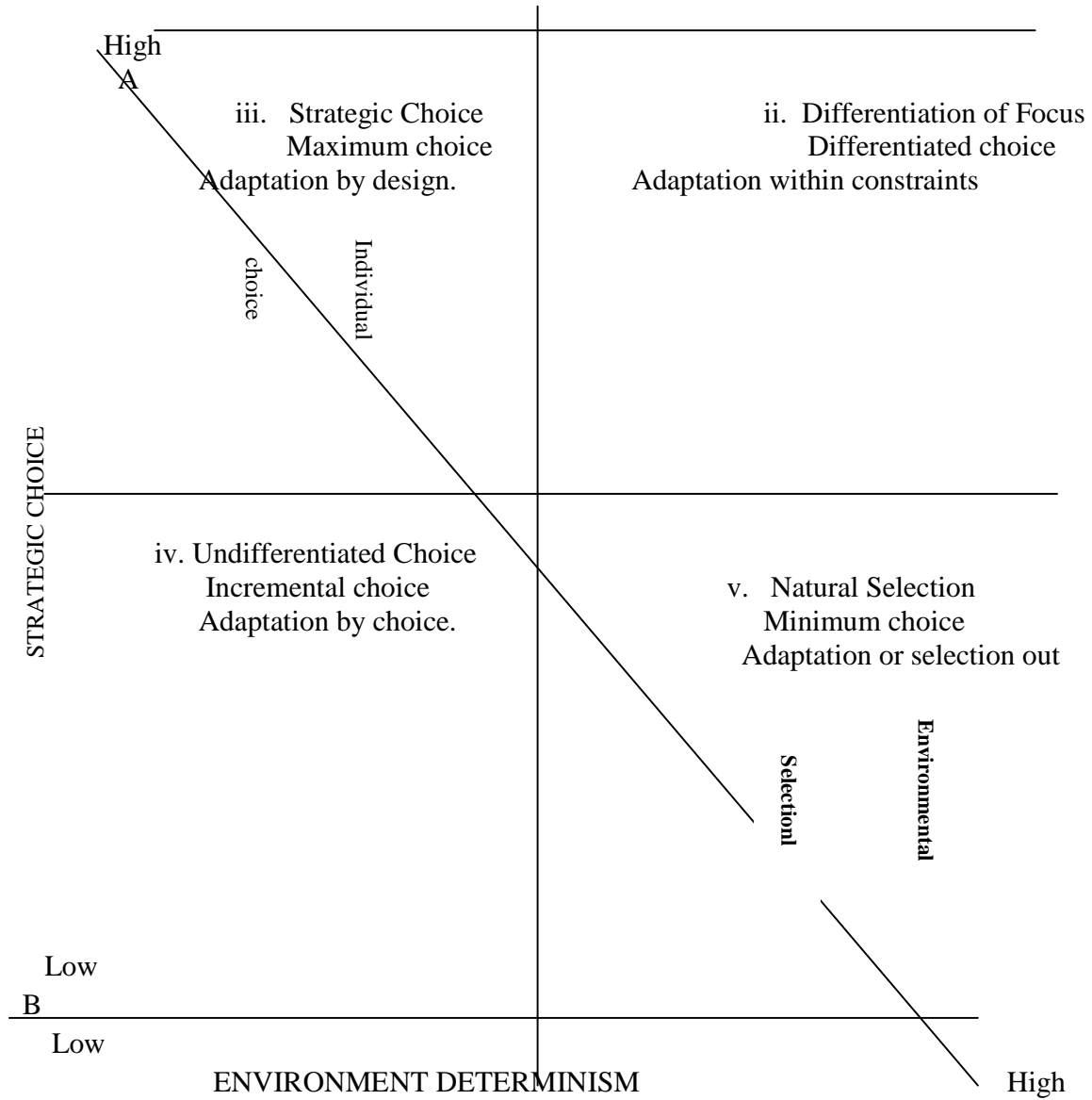


Figure 1: Relation of strategic choices and Environmental Determination in Organizational adaptation
 Source: Lawrence G. Hrebiniak and William F. Joyce -Administrative science Quarterly (vol. 30, Number 3, September 1985).

Gareth (1987) quoting a “Study on Organization – Client transactions and organizational governance structures may be relevant partly here when he suggested that

an arithmetic increase in number of hierarchical levels in subunits is associated with a geometric increase in costs of management. Thus the structure with the lowest bureaucratic or management costs is likely to be one with the lowest level of vertical differentiation... this is because the actual overhead cost of employing managers in simple structures is low compared to overhead incurred with narrow spans of management and numerous hierarchical levels across and within subunits.

The Post bureaucratic structures of Heckscher and Donnellon (1994) contains elements that would breakdown the vertical (hierarchical) levels that streamline bureaucratic structures to limiting workability. An adaptation model is required in this case both on government management and employees side. This would include adoption of choices and determination comprising of implementation. Hrebiniak and Williams (1985).

Thus between the individual and the environment (organization) where he finds herself/himself, there is a continuous interplay of making a choice for a decision that enables a beneficial change to occur for herself/himself which is translated to organization’s advantage and productivity. Thus Blau and Alba (1982) in Hrebiniak and Williams (1985) suggest that “increase organizational productivity requires more effective utilization of human resources.” They further emphasized viz that

the clash between the needs of mature adults and the treatment they receive in hierarchical organizations can produce serious tensions and even physical effects.... Brutal organizations can unintentionally become and how much they must change to approximate the ideals of Theory Z.

According to Argyris (1957) in Hrebiniak and Williams (1985) “individuals attempt to adapt to basic incongruence between their needs as mature adults and their treatment in formal organizations through a variety of defence mechanisms including regression, withdrawal, hostility or continued inaction is most associated with background values of organization’s employees. Employees’ involvement and open expression of ideas creates a means by which communication occurs and actions taken.

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