**A SUGGESTED POLICY FRAMEWORK FOR IMPROVING BUREAUCRATIC EFFECTIVENESS IN EGOR LOCAL GOVERNMENT AREA OF EDO STATE**

**BY**

**EBUO, CYNTHIA C.**

**U14/MSS/PAD/038**

**DEPARTMENT OF BUSINESS MANAGEMENT**

**GODFREY OKOYE UNIVERSITY**

**ENUGU**

**JULY, 2018**

**TITLE PAGE**

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**A RESEARCH PROJECT REPORT SUBMITTED TO THE**

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**FACULTY OF MANAGEMENT AND SOCIAL SCIENCES**

**GODFREY OKOYE UNIVERSITY, UGWUOMU NIKE**

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**SUPERVISOR: DR. ANTHONY IDEDE**

**JULY, 2018**

**APPROVAL PAGE**

This research project, titled: *A suggested policy framework for improving bureaucratic effectiveness in Egor Local Government Area of Edo State* has been approved by the Public Administration Programme, Department of Business Administration, Godfrey Okoye University, Ugwuomu Nike, Enugu.

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**CERTIFICATION**

I, Ebuo Cynthia C. an undergraduate student in the Department of Business management with the Registration Number U14/MSS/PAD/038 hereby certify that the work presented herein has not been submitted in part or full for any Degree programme of this University or any other University.

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EBUO CYNTHIA C. DATE

**DEDICATION**

This research project is dedicated to the Almighty God for the life, guidance, knowledge and understanding which made my research project a success.

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***ABSTRACT***

*Every local government in Nigeria functions on a framework of bureaucracy. This enables them to function optimally and with shared layers of responsibilities. The essence of this research to suggest a policy framework for improving bureaucratic effectiveness using Egor local government of Edo State as the study. The theories adopted in the study were Max Weber’s Rational Theory, Alvin Gouldner’s Bureaucratic Theory and Donnellon’s Post-Bureaucratic Theory.**The study adopted the survey research design and population of the study consisted of the staff of Egor local government of Edo state which is summed up to two hundred and seventy nine. Sample size of the study was one hundred and sixty four (164) which was derived using Taro Yamane statistical formula. The instrument for data collection was the structured questionnaires. Frequency tables and simple percentages were used to analyze the data. The results of the analysis show that the bureaucratic system in Egor local government has been harsh, adversely affected by bottlenecks, and therefore, needs thorough improvement and political independence. Flexibility and fairness have been suggested as various frameworks for improving bureaucratic effectiveness in Egor local government. It is therefore the recommendation of this study that corrupt officials should be sacked and the bureaucratic system in Egor local government should be restructured and independent of political influence.*

**CHAPTER ONE**

**INTRODUCTION**

**1.1 Background of the Study**

Basically, bureaucracy involves a hierarchical positioning of jobs and responsibilities in such a planned and rational manner and guided by such internal rules and regulations as to obviate the intermixture of personal interests with official functions/roles (Ozor, 2004). The rules and regulations also define the duties of members and the procedures for carrying out official duties based on formal structures and authority. In simple terms, bureaucracy is a formal administrative structure with distinct operational features that include division of labour, hierarchy of authority, impersonality, rationality, neutrality and system of rules among others (Ezeani, 2006).

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 related work activities that is broad, hierarchical structures involved in work management, divided work responsibilities and complex paperwork associated with modern organizations (Adebayo, 2007)

In ideal situations, bureaucracy is known and desired essentially for its reliability, efficiency, speed, dependability and effectiveness in implementing policies. This is what it actually is, to a very reasonable extent, in developed nations. In developing nations, like Nigeria however, the bureaucracy appears to be obviously far from being such as its operations and activities is very much fraught with some challenges arising from the existence of certain negative factors and circumstances.

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 a hierarchical upward relationship which serves as a control.

A policy framework on the other hand is a logical structure that is established to organize policy documentation into groupings and categories that make it easier for employees to find and understand the contents of various policy documents. Policy frameworks can also be used to help in the planning and development of the policies for an organization. In line with this, this study is empirically anchored on suggesting a policy framework for improving bureaucratic effectiveness using Egor local government of Edo state as the case study.

**1.2 Statement of the Problem**

The bureaucracy with its formal design was adopted in Nigeria with the view of maximizing efficiency in administration and delivery of services. A fully developed bureaucracy has the advantage of bringing precision, unambiguity, continuity, unity, strict subordination and reduction of friction and cost into an administrative process. This further implies that with its application in Nigeria context, higher productivity, and development were the yearning expectations of its citizens (Onah, 2011).

One obvious quagmire in the existing local government is the ineffectiveness of the existing bureaucratic processes. The obvious and unnecessary bureaucratic bottlenecks in these government agencies call for proper modification and a better bureaucratic framework. 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. It is on the basis of the above that this study is motivated to suggest a policy framework for improving bureaucratic effectiveness using Egor local government of Edo state as the case study.

**1.3 Objectives of the Study**

The broad objective of this study is to proffer a policy framework for improving bureaucratic effectiveness in Egor local government of Edo state. In line with this, the following specific objectives will be actualized:

1. To examine the existing problems surrounding the bureaucratic process in Egor local government of Edo state.
2. To suggest a policy framework that will improve bureaucratic effectiveness in Egor local government of Edo state.

**1.4 Research Questions**

The following research questions will guide this study:

1. What are the existing problems surrounding the bureaucratic process in Egor local government of Edo state?
2. Which policy framework will improve bureaucratic effectiveness in Egor local government of Edo state?

**1.5 Significance of the Study**

The primary significance of this study is that it will reveal the existing bureaucratic process in the local government administration and thus suggest a more functional and better policy framework that will improve the effectiveness of bureaucracy.

Another significance of this study lies in the fact that it will serve as a guide to both policy planners and implementators on the mechanisms of checkmating excessive abuse of power by public office holders, in Egor local government area.

Equally this will help in bringing good policies that will yield to the completion of projects embarked upon by any government agency especially the local governments.

Again, it will become a stimuli and basis for future research in the field.

Finally, Scholars, policy planners and implementators including the general public whose aim is geared toward improving their research desire as well as transforming the society will find the work relevant.

**1.6 Scope of the Study**

The focus of this study is to suggest a policy framework for improving bureaucratic effectiveness. This study used Egor local government of Edo state as the study given that the aforementioned local government has a functional bureaucratic scenario suitable for the study.

**1.7 Limitations of the Study**

No research by nature is free from some delimitation that may creep in to compromise the quality and reliability of the study. In the course of this study, the researcher encountered two major threats.

**Distance:** This is an obvious threat to the researcher given that the distance between Edo state and the researcher’s school of residence is significant. However, the researcher stationed a representative in the human personnel department of the local government to obtain vital information concerning the local government. This is done through phone calls and email communication. However, during the time of questionnaire distribution, the researcher will have to visit the local government herself so as to obtain needed information from the respondents.

**Financial Constraints:** Money by nature is relatively scarce; this carrying out a study of this nature requires enormous financial demands. This was really a threat to the researcher. To overcome this, the researcher adopted a cost minimization strategy by engaging in optimal expenditure concerning the project and also soliciting for financial assistance from friends and family.

**1.8 Definition of Terms**

**Bureaucracy:** This is a system made up of an excessively complicated administrative procedure.

**Framework:** In the context of this study, this is defined as a supporting structure around which something can be built.

**Policy:** This is seen as a set of ideas, or plans that is used as a basis for making decisions.

**Local Government:** This is defined as Government at the local level exercised through representative council established by law to exercise specific powers within defined areas.

**CHAPTER TWO**

**REVIEW OF RELATED LITERATURE**

**2.0 Introduction**

In this chapter which is the review of related literature, the conceptual framework will be carried out because there are some fundamental and technical concepts that demand for clarifications in the way they are being used in the study. The theoretical framework will show the theories and models in line with the study, the empirical literature will contain a review of related studies related to the concept under study and the critique of literature will establish the gap and the limitations of the previous studies.

**2.1 Conceptual Framework**

**2.1.1 The Concept of Bureaucracy**

The term bureaucracy is derived from the French word ‘bureau’ which means ‘office’. Literally, bureaucracy means that power is in the hand of officials. Sociologists use the term to designate a certain type of structure, a particular organization of rationally coordinated unequal, and reject the term which equates bureaucracy with “red tape”, inefficiency and the likes. But in Public Administration, Redtapism is brought to fore because of the below expectations level of policy implementation and execution the government offers to the people. Howbeit, most social scientists define bureaucracy in a more neutral way as the formal organization of administrative tasks. In defining bureaucracy as the formal organization of administrative officials, social scientists have tried to avoid prejudgments. A bureaucracy is not necessarily rigid, insensitive or power striving. Nevertheless, the idea of bureaucracy, as it is used in social science theory does carry special connotations. Hence bureaucracy is a kind of formal administrative structure that has distinctive characteristics and problems.

Max Weber has been credited with having made the most thorough analysis of bureaucracy. Accordingly, he is ranked as the greatest exponent of bureaucracy as his work in this area is treated in academic discourse as a classical piece. Consequently, Weber’s conception of bureaucracy becomes crucial to this paper. Max Weber (1946) conceived bureaucracy thus:

The fully developed bureaucratic mechanism compares with other organizations exactly as does the machine with the non-mechanical modes of production. Precision, speed, unambiguity, knowledge of the files, continuity, discretion, unity, strict subordination, reduction of friction and of material and personal costs - these are raised to the optimum point in the strictly bureaucratic administration. Its specific nature develops the more perfectly the more bureaucracy is `dehumanized’, the more completely it succeeds in eliminating from official business, love, hatred, and all purely personal irrational and emotional elements which escape calculation.

Complementarily, Webster’s Third International Dictionary (1971) defined bureaucracy as a system of administration marked by constant striving for increased functions and power, by lack of initiative and flexibility, by indifference of human needs or public opinion, and by a tendency to defer decisions to superior or to impede action with red tape... the body of officials that gives effect to such a system.

Coser and Rosenberg (2006) defined bureaucracy as that type of hierarchical organization which is designed rationally to coordinate the work of many individuals in the pursuit of large-scale administrative tasks; an administrative organization based on a hierarchical structure and governed by written rules and established procedures; The authority attached to an official and the position of an official within the hierarchy depends on the office held, rather than the personal attributes and status of the incumbent. A type of organization marked by a clear hierarchy of authority, the existence of written rules of procedure, and staffed by full-time, salaried officials, often held to be one of the characteristics of an early state or civilization. It is the administration of a government chiefly through bureaus or departments staffed with nonelected officials. Simply put, Bureaucracy is Government by permanent office-holders. It is a professional corps of officials organized in a pyramidal hierarchy and functioning under impersonal, uniform rules and procedures. Its characteristics were first formulated systematically by Max Weber, who saw in the bureaucratic organization a highly developed division of labour, authority based on administrative rules rather than personal allegiance or social custom, and a "rational" and impersonal institution whose members function more as "offices" than as individuals.

For Weber, bureaucracy was a form of legalistic "domination" inevitable under capitalism. Later writers saw in bureaucracy a tendency to concentrate power at the top and become dictatorial, as occurred in the Soviet Union. Robert (1999) emphasized its red tape and inefficiency due to blind conformity to procedures, as initiatives are forbidden and laws are obeyed to the last letter. This is why more recent theories have stressed the role of managerial cliques, occupational interest groups, or individual power-seekers in creating politicized organizations characterized by internal conflict.

Nobbs (2004), Olugbile (2007) and Mullins (2009) summarized the main features of Weber’s ideal bureaucracy. These are: (1) appointment of officials according to technical qualifications and merit as officials are not elected; (2) rules and regulations govern official’s specialized work as officials work impersonally showing neither fear nor favour to anyone; (3) promotion allows efficient officials to climb higher in the hierarchical power structure as officials enter a career and do not expect preferential treatment, or property rights related to the office; (4) fulltime officials devote themselves to the work of the organization as officials are expected to carry out their duties impersonally and completely; (5) continuous business is carried on faithfully by the officials as the office does not come to an end with the death of the holder; (6) written documents are used to conduct official business as everyone is subject to formal equality before the rules; (7) public and private life are divided by the segregation of organizational activity from the official’s private life as public monies and property are separated from the official’s private property; and (8) limited compulsion by officials is allowed but without hatred or passion, and hence without affection or enthusiasm.

Highlighting the good sides, Laski (2001), emphasized the fact that since the work is professionalized; nepotism is guarded against and the conditions of work operate in favour of economic morality and against corruption. In his own submissions, Gouldner (2004); Bovee et al. (2003) and Giddens (2006) argued that rules in bureaucracy act as substitutes for orders, since they comprise an explicit body of standing obligations. They narrow workers’ areas of discretion. They remove some of the personal friction associated with strict surveillance while one works. They alleviate the problem of repeatedly choosing specific individuals for unpleasant aspects of jobs since those aspects become a routine part of certain jobs. They remove alibis for not acting as management wishes.

The public character of the rules allows deviation to be detected by large number of people and makes punishments legitimate, since correct behaviour and penalties for deviation are known in advance. Victimization is less likely to be alleged or suspected. The rules specify a minimum level of acceptable performance. Bureaucracy allows individuals to work without emotional commitment, if they wish so.

Moore (2002) stated that bureaucracies have the virtue of securing cooperation between the numbers of people without those people necessarily feeling cooperative. No matter what they feel about each other, or about their tasks, sheer discharge of their stated functions ensures that the total bureaucracy is working. In another instance, Wilmot (1985) claimed that on the positive side, bureaucracy is economical. According to him:

Like other social structures and pattern of routine such as habits, norms and culture, it regulates behaviour, lays the basis for reciprocal expectations, and reduces arbitrariness, unpredictability and potential disorder. The criterion of expertise, as a basis for recruitment makes the ideal of the “right man for the right job” possible. This together with the division and specialization of labour, hierarchical control and accountability from above theoretically increases the probability of performing the set objectives of complex, largescale tasks. The assurance of a fixed salary and the existence of public, rational criteria for assessing performance and conduct, allow the ideal bureaucrat to concentrate on the specific task he has been assigned and for which he is qualified.

In spite of these numerous positive connotations of bureaucracy, there still exist some negative connotations from the standpoint of modern management. With the exception of Max Weber, other sociologists and Philosophers have been very critical of bureaucracies. Karl Marx believed that bureaucracies were used by the dominant capitalist class to control the working class. From the Marxists' point of view, bureaucracies are characterized by strict hierarchy and discipline, veneration of authority, incompetent officials, lack of initiative or imagination, fear of responsibility and a process of self aggrandizement (Nwachukwu 1988). For the Marxists therefore, bureaucracy only exists to benefit the capitalists and helps to subdue the working class and in the process the workers become alienated.

**2.1.2. Threats to Bureaucracy**

According to Obadan (2002), there are identifiable four relevant threats to bureaucracy, such as:

1. Rapid and unexpected change: Bureaucracy with its nicely defined chain of command, its rules and rigidities, is ill-adopted to the rapid change, the environment in most cases, demands in contemporary times.

2. Growth in size: This happens where the volume of an organization’s traditional activities is not enough to sustain growth. A number of factors are at work here, these include: (i) Bureaucratic overhead; (ii) tighter controls and impersonality due to bureaucratic sprawls; and (iii) outmoded rules and organisational structures.

3. Complexity of modern technology where integration between activities and persons of very diverse, highly specialized competence is required. Today’s activities require persons of very diverse, highly specialized competence. Hurried growth, rapid change and increase in specialization - all these put together against bureaucracy will make it to begin crumbling.

4. A basically psychological threat springing from a change in managerial behaviour. This rests on: (i) a new concept of man, based on increased knowledge of his complex and shifting needs, which replaces an over simplified, innocent, push-button idea of man; (ii) a new concept of power, based on collaboration and reason, which replaces a model of power based on coercion and threat; and (iii) a new concept of organizational values based on humanistic democratic ideals, which replaces the depersonalized mechanistic-value system of bureaucracy.

These threats of bureaucracy notwithstanding, modern organizations have had needs to clinch on it and as such make a high case for the need of bureaucracy (Warren Bennis, cited in Aluko and Adeposo, 2004).

**2.1.3 Need for Bureaucracy**

There are four historical conditions which have helped to promote the development of bureaucracy in the contemporary society vis-a-vis its need. These are:

1. Large Size: This is undoubtedly the single most important and popular factor that led to Bureaucratization. For the most part, the existence of bureaucracy in any sense is associated with large organizations. Dimock and Hyde (1940) stated that “The broadest structural cause of bureaucracy, whether in business or in government is the tremendous size of the organization”. Bureaucracy is therefore seen as the inevitable and product of increased size and complexity of organizations. All the characteristics of bureaucracy are built around the framework of large system water ways in ancient Egypt , the maintenance of a far reaching network of roads in Roman Empire , the control over millions of people’s religious life by the Roman Catholic Church would probably not have been possible without bureaucracy (Stoner and Wankel, 1988). To Weber, bureaucracy is an inevitable feature and the outcome of modernization and the increasing complexities of human Institutions. He saw bureaucracy as the decisive feature of modernity, the key to change in economics, politics, law and even cultural life. It is the effort to run large organizations with greater effectiveness that brought bureaucracy (Warren Bennis, cited in Aluko and Adeposo, 2004). The running of bureaucracy entails large money in the economy hence complexity revolves around money economy.

2. Development of Money Economy: This promoted the development of bureaucratic organizations in the sense that payment of money for services rendered creates a proper degree of commitment among bureaucrats and the work force. A money economy brings into association people who have no other interactions. Their relations may be limited to the exchange of goods or services for money without further involvement. According to Simmel (1955) the growth of money economy contributes to impersonality in social relations. When compensation is based strictly on money, people tend to restrict their relations with one another and to ignore personal considerations. In contrast, a slave or volunteer economy cannot foster bureaucratic development. A slave is too dependent on his master and would not want to assume responsibility or exercise any personal initiative. Unpaid voluntary workers are too independent and will necessarily refuse to follow bureaucratic procedures. In such a situation rigid discipline cannot be strictly enforced. Payment of services rendition brings out the need for bureaucracy because the complexity of the economy rotates around money economy.

3. Capitalism: It is conceptually difficult to separate a money economy from capitalism as both go hand in hand in promoting bureaucracy. History has shown that it is under capitalism that formal and complex organization emerges to ensure that governmental operations succeed. Bureaucracy thus understood, is fully developed in the private economy, only in the most advanced institutions of capitalism. To Weber the distinguishing characteristic of modern capitalism was the “rational organization of free labour” (Olaniyi, 1998)

4. Protestant Ethic: Weber’s main thesis is that the ‘Protestant ethic’ which strongly emphasized hard work and other individualistic values gave rise to capitalism and capitalism in turn gave rise to bureaucracy. One important sociological dimension of the ‘protestant ethic’ is that attitudes towards work changed and there are strict adherence to ethics to ensure control and payment (Okoli and Onah, 2002)

**2.1.4 Problems of the Nigerian Bureaucracy**

There are ways in which the cultures of societies determine the functioning and the operations of the bureaucracies in such societies. Nigeria is not an exception to this rule. Ekpo (2009) observed that the Nigerian bureaucracies are corrupt, inefficient and overstaffed. Complementing this is the Udoji Report of 1974 which charged the bureaucracies with nepotism, ethnic loyalties, corruption, elitism, inability of superiors to delegate responsibilities: unreliability of junior staff in executing delegated tasks: failure of all to apply specialized knowledge and training skills in the management of the public service and failure to appreciate the importance of timeliness or efficiency in the performance of tasks. The report concluded by saying that the entire Nigerian bureaucracy was not results-oriented. Too bad it seems. In some other instances, Amucheazi (2000), Anise (2006) among others have observed how politics enters into the spheres of administration and in the process the whole bureaucratic apparatus is disrupted and put into dismay. The whole political bureaucracy which ought to be a non-partisan and neutral body with no permanent loyalties to any group has had to take sides in many instances.

**2.1.5 Public Administration and Public Bureaucracy: The Nexus**

Administration is a universal practice and also of universal importance. It exists whenever people cooperate to achieve the goals of their groups and such achievements require planning, organization, command, cooperation and control. It involves the mobilization, deployment and direction of human and material resources to attain specified objectives. Public Administration may be considered as both a field of action and a field of study. As a field of action, Public Administration refers to the mechanics and structures through which government policies are implemented. As a field of study, Public Administration refers to the academic discipline which studies the mechanics and structures through which government implements its programmes. According to Woodrow (2000), Public Administration is a detailed and systematic application of law. Hence every particular application of law is an act of administration.

According to Wikipedia (2011), Public administration houses the implementation of government policies and an academic discipline that studies this implementation and prepares civil servants for this work. As a "field of inquiry with a diverse scope" its "fundamental goal... is to advance management and policies so that government can function." Some of the various definitions which have been offered for the term are: "the management of public programs"; the "translation of politics into the reality that citizens see every day"; and "the study of government decision making, the analysis of the policies themselves, the various inputs that have produced them, and the inputs necessary to produce alternative policies." Public administration is "centrally concerned with the organization of government policies and programmes as well as the behaviour of officials (usually non-elected) formally responsible for their conduct". Many unelected public servants can be considered to be public administrators, including police officers, municipal budget analysts. Public administrators are public servants working in public departments and agencies, at all levels of government.

Public Administration is a collective caring process for the welfare and well-being of all. It, therefore, involves the harmonization of personal and group goals. This act is achieved by the bureaucrats and bureaucracy. The bureaucracy, broadly defined, is that apparatus of government designed to implement the decisions of political leaders. Political leaders make policies, and the public bureaucracy executes it. If the bureaucracy lacks the capacity to implement the policies of the political leadership, those policies, however well intentioned, will not be implemented in an effective manner (Anise, 2006). It is one thing to promise development, it is quite another to actualize it. Viewed in this light, the role of public bureaucracy in the process of economic, social, and political development looms large indeed. However, the role of bureaucracy is critical to all areas of the development process in Nigeria.

Public bureaucracy is a very vital element of the development process in Nigeria especially in the rural areas. Bureaucratic capacity determines what will get done, when it will get done, and how well it will get done. The greater the capacity of the bureaucracy to implement complex economic and social development plans, the higher the development potential of that society. This is not to suggest that bureaucracy is the only force in the development process, as bureaucratic capacity is not a sufficient condition for development, but it is most assuredly a necessary condition. By definition and for the purpose of this paper, public bureaucracy is used to refer to the administrative machinery, personnel of government at the federal, state and local levels and the corpus of rules and regulations that govern their behaviour (Okafor, 2005). The ability and capacity of the bureaucracy to administer the policies of the state determines the state of development in Nigeria. The need for rural development in Nigeria implies that Nigerian public Bureaucracy has been incapable of formulating and implementing good policies capable of changing the living conditions of the Nigerian citizens especially those in the rural areas.

**2.1.6 Public Bureaucracy**

Basically, bureaucracy involves a hierarchical positioning of jobs and responsibilities in such a planned and rational manner and guided by such internal rules and regulations as to obviate the intermixture of personal interests with official functions/roles (Ozor, 2004). The rules and regulations also define the duties of members and the procedures for carrying out official duties based on formal structures and authority. In simple terms, bureaucracy is a formal administrative structure with distinct operational features that include division of labour, hierarchy of authority, impersonality, rationality, neutrality and system of rules among others (Ezeani, 2006). The term bureaucracy applies to private complex and large business firms, churches and public organizations (Heady, 2012). However, our focus in this study is the public bureaucracy and which in Nigeria is composed of the federal civil service, the civil services of the 36 states and the Federal Capital Territory (FCT) Abuja, the civil services of the 774 local government areas, the Federal and State parastatals or corporations, the armed forces bureaucracy the police bureaucracy, federal and state agencies, institutions and commissions etc. Bureaucrats which is a derivative of bureaucracy refers to those who work and operate within the public bureaucracy.

Public bureaucracy has become inevitable in any modern society and, as such, much importance is attached to it (Mankinde, 2005). This is because it is the public bureaucracy that determines the course and speed of policy implementation. Technically, it is the public bureaucracy that decides what should be done, how it should be done and who actually benefits. It is indeed, the public bureaucracy that translates formulated policies into practical reality. In essence, public bureaucracy bridges the gap between the legislative intent and its fulfillment. Dick (2003) notes that public bureaucracy has become a pervasive nature of modern societies and ever growing in importance. Indeed, the role of public bureaucracy as a veritable tool of change and development is no more in doubt. The adequacy and efficiency of public bureaucracy is, therefore, vitally important to the entire nation and to all areas of development process (Abah, 2010).

This is because the capacity of the public bureaucracy determines what will be done, where it will be done, when and how well it will get done. If the public bureaucracy lacks the capacity to effectively implement a policy, such a policy cannot achieve its goals and objectives. Indeed, the greater the capacity of the public bureaucracy to effectively implement policies, the greater the development potential of that society. In summary, we posit that for any government to be seen as administratively competent, there must be evidence of the near absence of a gap between the intentions of a policy and the actual achievement of these intentions or goals. And this can only come to be when the public bureaucracy implements policies effectively. For this, therefore, the issue of effective policy implementation needs to be taken seriously both in practice and in academic discourse.

**2.1.7** **Bureaucratic Corruption and the Failure of Local Government Administration in Nigeria**

Bureaucratic corruption has proved to be ubiquitous mixing with individual blood and societal life, where officials not only personalized public office but also personifies it. The work ethics has been ruthlessly undermined by the get-rich-quick syndrome or mentality of the bureaucrat (Arowolo, 2010). Onimode (2001) cited in Uguru and Ibeogu, (2015) notes that “not only the officials were corrupt but corruption was official, and “lootocracy became a new diatribe for the governance on the continent”. In spite of numerous positive connotations of bureaucracy, there still exist some important negative connotation from the standing point of modern management (Aluko and Adesopo, 2004) From the Marxists‟ point of view, bureaucracies are characterized by incompetent officials, fear of responsibility and process of self aggrandizement. In Nigeria bureaucratic services have slowly metamorphosed into an intricate network of favours provided only in exchange for some other kinds of favour given or expected. Because the Nigerian society has been exclusively corrupt, the bureaucrats too have grown corruptible and are themselves corrupt. Thus, in Nigeria, corruption is a permanent integral feature of bureaucracy. It is therefore not unusual to find that public accountability has been slaughtered on alters of bureaucratic corruption.

Corruption in developing countries and Nigeria in particular is often bedeviled to arising from the class or conflict between traditional values and the imported norms that accompany modernization and socio-political development. It is seen by some scholars as an unavailable outcome of modernization and development (Alam, 2009, Bayley, 2006). “Corruption” while being tied particularly to the act of bribery, is a general term covering the misuse of authority as a result of considerations of personal gain, which need not be monetary. Corruption has broadly been defined as a perversion or a change from good to bad (Bayley 2006). Specifically, corruption or corrupt behavior involves the violation of established rules for personal gains and profit (Dike, 2008). Corruption is the effort to secure wealth or power through illegal means, private gains at public expense; or a misuse of public power for private benefit (Lipset and Lenz, 2000).

**2.1.8 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.”

**2.1.9 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, 2012). 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).

**2.1.10 Concept of Policy Framework**

A policy framework is a broad set of policies that governs the actions of groups and organizations. The broad set of policies forms a web and impacts new policy development and policy amendments. The presence or absence of a policy affects all other policies within the web; both existing and new (Mohr, 2005).

On the other hand, Kothari (2006) asserts that a policy framework is a document that sets out a set of procedures or goals, which might be used in negotiation or decision-making to guide a more detailed set of policies, or to guide ongoing maintenance of an organization’s policies.

A framework might be used by a large organization such as a company, educational institution, or government, to inform employees about whose approval is needed to make new policies, what rules new policies must follow, how policies should be communicated and enforced, and what high-level or long term goals that new policies should try to support. An advocacy group might propose a policy framework to suggest certain ideas to a government or private organization, but leave open details for decision-makers to fill in as they see fit. In a negotiation between governments (such as an international forum), a policy framework might be agreed upon as a broad outline which will constrain future discussions, which are expected to work out details to the satisfaction of the parties (Adu, 2009)

**2.2 Empirical Literature**

Some of the researches carried out on the concept under investigation were reviewed in this section.

Ibeogu and Ulo (2017) carried out a research on the effects of bureaucratic and financial corruptions at the local government areas that hinder the developmental stride at the grass root. Content analysis involving extensive review of relevant literature was adopted to unveil the effects of the ugly phenomena. The paper finds among other things that bureaucratic and financial corruptions have negatively affected the infrastructural development at the local government levels in Nigeria. Based on this, the study concludes that total elimination of bureaucratic and financial corruptions in Nigeria will lead to a corresponding increase in public accountability of the public servants. These invariably will boost the infrastructural development at the grassroots level. The study recommends the total removal of immunity clause entrenched in the Nigerian constitution for both the bureaucrats and political class in as this will enhance proper representation and accountability in the system. The study recommends the modification of Nigerian bureaucracies to accommodate the influx of changes in ideas, culture and values, and adapt new bureaucratic disposition of transparency as a benchmark.

Adepimpe and Ojuge (2014) explored related literature 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.

Musa (2014) carried out a descriptive analysis of the crisis in Nigeria within the context of the nature of political leadership (colonial, postcolonial, military and civilian) and argues that neither Nigerian political leadership nor the bureaucracy are blameless using the theoretical stand-points of structural/functionalism and elitism especially in view of the influential role the bureaucracy had opportunity to play during the inexperienced three decades of military rule out of Nigeria’s five decades of independence. Recommendations include: a coherent and comprehensive bureaucratic reform that will wean the Nigerian public service from western-inspired top-down development paradigm to bottom up approach; that there should be social re-orientation designed to eschew primordial values that promote nepotism and mediocrity; that merit should not be sacrificed on the altar of “sense of self-belonging” in Nigerian federation; and that Max Weber bureaucratic model should be adapted to grass-roots participatory governance.

Ugwuanyi and Emma (2013) explored the importance of public policy in governance and public administration-generally, deeply discussed public bureaucracy and its role in policy implementation, critically examined and analyzed the key obstacles inhibiting the public bureaucracy in Nigeria from effectively implementing policies. In carrying out the study, the secondary sources of information or data gathering were mostly relied on and consequently, content analysis technique was adopted in the analysis. The basic finding is that there exists, indeed, some factors and circumstances that constitute serious obstacles to effective policy implementation by the public bureaucracy in Nigeria. These factors, among others, include the ineffective and corrupt political leadership under which the public bureaucracy in Nigeria thrives, the pervasive and deep rooted corruption within the public bureaucracy and the pressure and influence of primordial demands and values on the bureaucracy which negatively effect implementation activities and processes. Recommendations offered to overcome the obstacles and challenges and to reposition the Nigeria public bureaucracy for effective implementation of policies include, basically, that government should work towards ensuring the evolvement of both purposeful and responsible political and bureaucratic leaderships as well as work towards further realization of politics and administration dichotomy in Nigeria in order to create room for the bureaucracy to operate and implement policies essentially on the basis of laid down ideal bureaucratic rules and principles. The bureaucrats need too to strongly de-emphasize primordial considerations and to resist primordial pressures and demands for special favours in policy implementation activities and processes while government also need to constantly develop appropriate programs for improving the working conditions, and other incentives for the public bureaucrats in order to build their morale and commitment to public service. This, too, could reasonably diminish the propensity among the bureaucrats to misappropriate funds allocated for implementing development policies.

**2.3 Theoretical Framework**

This study was anchored on three distinct theories, namely; Max Weber Rational Theory, Alvin Gouldner situational/degree bureaucratic theory and Heckscher, and Donnellon Post bureaucratic theory.

**2.3.1 Max Weber’s Rational Theory**

According to this theory as propelled by Max Weber (1964), bureaucracy has clear levels with assignments, division of labour, written rules, written communications and Records, Impersonality and replaceability. 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). The theory further reiterates that 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.

**2.3.2 Alvin Gouldner’s situational/degree bureaucratic theory**

Gouldner’s bureaucracy as propelled by Goulder (1954) 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 discretional in behavior. Gouldner, (1954), concluded that bureaucracy should not be one homogeneous entity – thus then identified three (3) types of bureaucracy: 1. Mock bureaucracy, 2. Representative Bureaucracy, 3. Punishment Centred Bureaucracy. According to him, a bureaucracy is considered as mock where none of the involved parties feel any obligation towards abiding by the set rules. An example of such bureaucracy would be smoking rules in an organization where both higher officials and basic employees often violate the regulations. On the other hand, representative bureaucracy is a type of bureaucracy that enforces rules that are in the interest of both upper and lower management in an organization. Representative bureaucracy is prevalent in the manufacturing industry. Finally, punishment centred bureaucracy is a type of bureaucracy that induces a sense of power or authority as one party tries to enforce a set of rules on the other. Failure to comply with the rules is often dealt with by handing out punishment.

**2.3.3 Donnellon’s Post-Bureaucratic Theory**

This theory propelled by Heckscher and Donnellon (1994) asserts that:

(a) Bureaucratic consensus is created through adherence to authority, rules or tradition, while Postbureaucracy 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.

The relevance of the three theories used in the study namely; Max Weber’s rational theory, Alvin Gouldner’s situational/degree bureaucratic theory and Donnellon’s post-bureaucratic theory is justified because the study is anchored on suggesting a policy framework for improving bureaucratic effectiveness.Hence, the bureaucratic theories reviewed are relevant.

**2.4 Gap in Literature**

It can be deduced from the reviewed literature that some studies have been carried out on the concept of bureaucracy. For instance, Ibeogu and Ulo (2017) carried out a research on the effects of bureaucratic and financial corruptions at the local government areas that hinder the developmental stride at the grass root, Adepimpe and Ojuge (2014) explored related literature and studies in order to examine the relationship between Bureaucracy and organizational behavior, Ugwuanyi and Emma (2013) explored the importance of public policy in governance and public administration-generally, deeply discussed public bureaucracy and its role in policy implementation, critically examined and analyzed the key obstacles inhibiting the public bureaucracy in Nigeria from effectively implementing policies, etc. however, the deviation of this study is such that it is aimed at suggesting a policy framework for improving bureaucratic effectiveness. Hence, none of the above reviewed studies is anchored on improving the existing bureaucratic effectiveness.

**CHAPTER THREE**

**RESEARCH DESIGN AND METHODOLOGY**

**3.0 Introduction**

The focus of this chapter is to elucidate the total constructional plan of research and the process of data collection that will assist in achieving the desired aims of the study. It contains research design, study area, data sources, study population, determination of sample size, research instruments, description and validity of the research instruments, reliability of the research instrument and method of data analysis.

**3.1 Research Design**

This research will adopt the survey and documentary method. The survey method will involve the field collection of information for the research while for the gathering and analysis of data for the work, the documentary research method will be adopted. There will be critical review of textbooks, newspapers, internet and all relevant publications and journals relating to the area under study.

**3.2 sources of Data**

In this research, the data to be used for the study will be extracted from two sources namely: primary and secondary sources. They are elucidated below.

**3.2.1 Primary Source of Data**

The primary source of data consists of the original first hand information which had not been used in any previous study. The data was obtained through questionnaire distribution.

**3.2.2 Secondary Source of Data**

Secondary source of data deals with information obtained from already existing sources such as textbooks, newspaper, journals, magazines and internet.

**3.3 Area of the Study**

Geographically, this research was restricted to Egor local government in Edo State metropolis. This location choice is informed by the fact that the administrative structure of the selected local government is suitable for the study.

**3.4 Population of the Study**

According to Onodugo (2010), population is the totality of subjects which meet a given set of criterion. The target population of this study consists of the staff of Egor local government of Edo state which is made up of two hundred and seventy nine (279). The table below is the empirical distribution of the population of the study.

**Table 3.1:** Population Distribution Table of Staff of Egor Local Government of Edo State.

|  |  |
| --- | --- |
| **Department** | **Staff Strength**  |
| Admin | 98 |
| Works | 22 |
| Personnel | 52 |
| Social Development  | 41 |
| General Services | 39 |
| Finance | 27 |
| **Total** | **279** |

**Source:** *Research Data, 2018.*

**3.5 Determination of Sample Size**

Considering the fact that it would be cumbersome to study the entire population due to time, cost and accessibility, a subset of the population i.e. sample size was chosen so as to represent the whole population. Sample is viewed not as a whole in itself but as an approximation of the whole. In determining the sample size of this research, Taro Yamani’s Statistical Formula was applied. The formular is given by:



Where:

n = Sample Size [Unknown]

N = Population Size (279)

1 = Fixed Numerical factor

e = margin of error usually 5%

To derive the optimal sample size, we have:









By approximation to the nearest whole number, we have: 164

The calculation reveals that the sample size for the study is one hundred and sixty four (164) employees.

**Sample Size Selection**

To determine the number of staff to be selected from each department, the proportionate stratified random sampling approach was used. This is given by:



**Where:**

n = Collective sample Size for all the sampled organization

N = Total population of the sampled departments

Nh = Total population of department

Therefore,

**For Admin Department**

n **=** 164

N = 279

Nh = 98

Thus:



0.58781362×98=57.60

By approximation to the nearest whole number, we have: 58

**For Works Department**

n **=** 164

N = 279

Nh = 22

Thus:



0.58781362×22=12.93

By approximation to the nearest whole number, we have: 13

**For Personnel Department**

n **=** 164

N = 279

Nh = 52

Thus:



0.58781362×52=30.56

By approximation to the nearest whole number we have: 31

**For Social Development Department**

n **=** 164

N = 279

Nh = 41

Thus:



0.58781362×41=24.10

By approximation to the nearest whole number we have: 24

 **For General Services Department**

n **=** 164

N = 279

Nh = 39

Thus:



0.58781362×39=22.92

By approximation to the nearest whole number we have: 23

**For Finance Department**

n **=** 164

N = 279

Nh = 27

Thus:



0.58781362×27=15.37

By approximation to the nearest whole number we have: 15

Table 3.2: Sample Size Distribution Table

|  |  |
| --- | --- |
| **Department** | **Sample Proportion** |
| Admin | 58 |
| Works | 13 |
| Personnel | 31 |
| Social Development  | 24 |
| General Services  | 23 |
| Finance | 15 |
| **Total** | **164** |

**Source:** *Research Data, 2018.*

3.6 Sampling Technique

The researcher in the course of conducting this study used the simple random sampling techniques. Simple random sampling was used as the sampling technique for the reason that the method ensures equal chance of selection among the respondents.

3.5 Instrumentation

The major instrument for data collection in this study was the questionnaire. The questionnaire covered information on the socio-demographic characteristics of the respondents. The questionnaire was designed to have two sections. Specifically all questions in section ‘A’ were drawn to provide some general and demographic information of the respondents, while the remaining questions in section ‘B’ were formed and directed to address the research questions. The instrument were designed in a 5-point likert scale format.

3.7 Reliability of the Instrument

A reliability test was conducted on the instrument to determine how consistent the responses are. The researcher utilized test/retest method of reliability testing whereby the questionnaire was administered at two different times to the same group of respondents. The Cronbach Alpha reliability test was utilized to conduct the reliability test. A cronbach alpha coefficient of 0.69 was derived and was considered acceptable.

3.8 Validity of Instrument

To make sure that the research instruments in this study were valid, the researcher ensured that the instrument measured the concepts they were supposed to measure. A proper structuring of the questionnaire and a conduct of a pretest of every question contained in the questionnaire were carried out to ensure that they are valid. Also the design of the questionnaire was made easy for respondents to tick their preferred choice from the options provided.

3.9 Data Collection technique

Given that this study is survey in nature, the method of data collection is the construction and distribution of well structured questionnaire to the targeted respondents. Hence, this research will adopt questionnaire technique in gathering data for this study.

3.10 Method of Data Analysis

This research will make use of frequency tables/percentages to analyze the descriptive characteristics of the respondents. The formular for it is expressed thus:



Where n = Total Number of Response to a Question.

 a = Number of respondents ticking a Particular answer option to the question.

 A% = “a” expressed as a percentage of N.

**CHAPTER FOUR**

**PRESENTATION AND ANALYSIS OF DATA**

This chapter of the project is primarily focused on analyzing the data collected through questionnaires. The statistical analyses were carried out using tables, frequencies and percentages. The chapter is divided into questionnaire return rate analysis, demographic analysis and questionnaire items using the tables, frequencies and percentages.

**4.1 Questionnaire Return Rate Analysis**

In the course of the research, one hundred and sixty four (164) copies of the questionnaire were distributed to the respondents. During collection, 157 questionnaires were returned and 7 were found to be invalidly filled. Thus, 150 copies of the questionnaire were used for the analysis. This is displayed in the table below.

|  |  |  |  |
| --- | --- | --- | --- |
| **QUESTIONNAIRE DISTRIBUTED** | **QUETSIONNAIRE RETURNED** | **INVALID COPIES** | **VALID COPIES** |
| 164 | 157 | 7 | 150 |

**Source:** *Questionnaire Return Rate Analysis, 2018.*

**4.2 Tables, Frequencies and Percentages**

**Gender of Respondent**

|  |  |  |
| --- | --- | --- |
| **GENDER** | **FREQUENCY** | **PERCENTAGE (%)** |
| Male | 79 | 53 |
| Female | 71 | 47 |
| **Total** | **150** | **100%** |

**Source:** Field Survey, 2018.

The table above shows the sex distribution of the respondents, it clearly shows that 53 percent of the respondents are male while 47 percent are female.

**Age of the Respondents**

|  |  |  |
| --- | --- | --- |
| **AGE** | **FREQUENCY** | **PERCENTAGE (%)** |
| 18 – 30 years | 15 | 10 |
| 31 – 40 years | 114 | 76 |
| 41 – 50 years | 18 | 12 |
| 51 years and above | 3 | 2 |
| **Total** | **150** | **100%** |

**Source:** Field Survey, 2018.

The table above shows that 10 percent of the respondents fall into the age category of 18 to 30 years, 76 percent which constitutes the highest fall into the age category of 31 to 40 years, 12 percent fall into the age category of 41 to 50 years and finally, just 2 percent are 51 years and above.

**Respondents’ Marital Status**

|  |  |  |
| --- | --- | --- |
| **MARITAL STATUS** | **FREQUENCY** | **PERCENTAGE (%)** |
| Single | 31 | 21 |
| Married | 119 | 79 |
| Divorced | - | - |
| **Total** | **150** | **100** |

**Source:** Field Survey, 2018.

The table above shows that out of a number of 150 respondents, 21 percent of them is single as at the time of this study and 79 percent are married. This means that we have more married people than single in the study.

**Academic Qualification of the Respondents**

|  |  |  |
| --- | --- | --- |
| **ACADEMIC-QUALIFICATION** | **FREQUENCY** | **PERCENTAGE (%)** |
| WAEC/SSCE | 6 | 4 |
| OND/NCE | 59 | 39 |
| HND/B.sc | 79 | 53 |
| MBA/M.sc | 6 | 4 |
| Ph.D | - | - |
| Total | **150** | **100** |

**Source:** Field Survey, 2018.

The table shows that 4 percent of the respondents possess SSCE as their academic qualification, 39 percent are NCE holders, 53 percent are HND/B.sc holders and just 4 percent have their Masters.

**Respondents’ number of years in service**

|  |  |  |
| --- | --- | --- |
| **NUMBER OF YEARS IN SERVICE** | **FREQUENCY** | **PERCENTAGE (%)** |
| 1 – 10  | 28 | 19 |
| 11 – 20 | 118 | 79 |
| 21 – 30 | 3 | 2 |
| 31 years and above | 1 | 1 |
| **Total** | **150** | **100** |

**Source:** Field Survey, 2018.

To ascertain the level of the workers experience, it was discovered as displayed in the table above that 19 percent of the respondents have a working experience between 1 to 10 years. 79 percent which constitutes the highest have a working experience of 11 to 20 years, 2 percent have a working experience between 21 to 30 years and just 1 percent has a working experience between 31 years and above.

**Category of Staff**

|  |  |  |
| --- | --- | --- |
| **CATEGORY OF STAFF** | **FREQUENCY** | **PERCENTAGE (%)** |
| **Junior Staff** | 140 | 93 |
| **Senior Staff** | 10 | 7 |
| **Total** | **150** | **100** |

**Source:** Field Survey, 2018.

The table reveals that 93 percent of the respondents are junior staff while 7 percent constitutes the senior staff of the selected local government.

**SECTION B**

**Bureaucracy is fully practised in Egor local government**

|  |  |  |
| --- | --- | --- |
| **ITEM** | **FREQUENCY** | **PERCENTAGE** |
| Strongly Disagree | 10 | 7 |
| Disagree | 9 | 6 |
| Neutral | 7 | 5 |
| Agree | 78 | 52 |
| Strongly Agree | 46 | 31 |
| **Total** | **150** | **100%** |

**Source: Field Survey, 2018.**

The respondents were asked if bureaucracy is fully practised in Egor local government. The table clearly shows that 7% of the respondents disagree that bureaucracy is fully practised in Egor local government, 6% disagree, 5% are neutral, 52% agree while 31% strongly agree. Hence, a higher percentage of the respondents agree that bureaucracy is fully practised in Egor local government.

**The bureaucratic structure in Egor local government is impressive**

|  |  |  |
| --- | --- | --- |
| **ITEM** | **FREQUENCY** | **PERCENTAGE** |
| Strongly Disagree | 98 | 65 |
| Disagree | 40 | 27 |
| Neutral | 2 | 1 |
| Agree | 7 | 5 |
| Strongly Agree | 3 | 2 |
| **Total** | **150** | **100%** |

**Source: Field Survey, 2018.**

It can be clearly seen that 2% of the respondents strongly agree that the bureaucratic structure in Egor local government is impressive, 5% agree, 1% is neutral, 27% disagree and 65% strongly disagree. This entails that the bureaucratic structure in Egor local government is impressive.

**The bureaucratic system in Egor government needs thorough improvement.**

|  |  |  |
| --- | --- | --- |
| **ITEM** | **FREQUENCY** | **PERCENTAGE** |
| Strongly Disagree | 6 | 4 |
| Disagree | 4 | 3 |
| Neutral | - | - |
| Agree | 81 | 54 |
| Strongly Agree | 59 | 39 |
| **Total** | **150** | **100%** |

**Source: Field Survey, 2018.**

The respondents were asked if the bureaucratic system in Egor government needs thorough improvement. 39% strongly agree, 54% agree, 3% disagree and 4% strongly disagree. One can decipher from this analysis that the bureaucratic system in Egor Local government needs thorough improvement.

0

**The policy framework on which Egor Local government bureaucratic process in anchored is politically inclined.**

|  |  |  |
| --- | --- | --- |
| **ITEM** | **FREQUENCY** | **PERCENTAGE** |
| Strongly Disagree | 36 | 24 |
| Disagree | 20 | 13 |
| Neutral | 5 | 3 |
| Agree | 41 | 27 |
| Strongly Agree | 48 | 32 |
| **Total** | **150** | **100%** |

**Source: Field Survey, 2018.**

The table reveals that 24% of the respondents strongly disagree that the policy framework on which Egor Local government bureaucratic process anchored is politically inclined, 13% disagree, 3% are neutral, 27% agree and 32% strongly agree.

**The bureaucratic structure in Egor local government is adversely affected by bottlenecks.**

|  |  |  |
| --- | --- | --- |
| **ITEM** | **FREQUENCY** | **PERCENTAGE** |
| Strongly Disagree | 12 | 8 |
| Disagree | 10 | 7 |
| Neutral | - | - |
| Agree | 40 | 27 |
| Strongly Agree | 88 | 59 |
| **Total** | **150** | **100%** |

**Source: Field Survey, 2018.**

It can be clearly seen from the table that 59% of the respondents strongly agree that the bureaucratic structure in Egor local government is adversely affected by bottlenecks, 27% agree, 7% and 8% disagree and strongly disagree respectively. This entails that on the average, the respondents agree that the bureaucratic structure in Egor local government is adversely affected by bottlenecks.

**The bureaucratic practice in Egor Local government is effective**

|  |  |  |
| --- | --- | --- |
| **ITEM** | **FREQUENCY** | **PERCENTAGE** |
| Strongly Disagree | 42 | 28 |
| Disagree | 74 | 49 |
| Neutral | - | - |
| Agree | 14 | 9 |
| Strongly Agree | 20 | 13 |
| **Total** | **150** | **100%** |

**Source: Field Survey, 2018.**

The table reveals that 28% of the respondents strongly disagree that the bureaucratic practice in Egor Local government is effective, 49% disagrees, 9% of the respondents agree and 13% strongly agree. One can thus conclude from this that the bureaucratic practice in Egor Local government is not effective.

 **The bureaucratic policies in Egor Local Government are harsh**

|  |  |  |
| --- | --- | --- |
| **ITEM** | **FREQUENCY** | **PERCENTAGE** |
| Strongly Disagree | 4 | 3 |
| Disagree | 5 | 3 |
| Neutral | 3 | 2 |
| Agree | 40 | 27 |
| Strongly Agree | 98 | 65 |
| **Total** | **150** | **100%** |

**Source: Field Survey, 2018.**

The table above reveals that 65% of the respondents strongly agree that the bureaucratic policies in Egor local government area are harsh, 27% agree, 2% are neutral, 3% disagree and strongly disagree. This invariably implies that averagely bureaucratic policies in Egor local government area are harsh.

**There are significant problems surrounding the bureaucratic process in Egor local government.**

|  |  |  |
| --- | --- | --- |
| **ITEM** | **FREQUENCY** | **PERCENTAGE** |
| Strongly Disagree | 6 | 4 |
| Disagree | 4 | 3 |
| Neutral | - | - |
| Agree | 81 | 54 |
| Strongly Agree | 59 | 39 |
| **Total** | **150** | **100%** |

**Source: Field Survey, 2018.**

The respondents were asked if there are significant problems surrounding the bureaucratic process in Egor local government. 39% strongly agree, 54% agree, 3% disagree and 4% strongly disagree. One can decipher from this analysis that there are significant problems surrounding the bureaucratic process in Egor local government.

**Suggest a policy framework that will improve bureaucratic effectiveness in Egor local government of Edo state.**

|  |  |  |
| --- | --- | --- |
| **GROUPED SUGGESTIONS** | **RESPONSES** | **PERCENTAGE** |
| Political Independence | 57 | 38 |
| Flexibility | 50 | 33 |
| Fairness | 43 | 29 |
| Total | **150** | **100** |

The respondents were asked to suggest a policy framework that will improve bureaucratic effectiveness in Egor local government of Edo state. It can be clearly seen that just 150 respondents made an attempt to answer this question. It is clearly seen that to improve bureaucratic effectiveness in Egor local government of Edo state, 38% of the respondents suggested political independence, 33% recommended flexibility and 29% suggested fairness. This means that all the three options suggested have supporters and could be used as veritable policy frameworks to improve bureaucratic effectiveness in the local government.

 **The current administrators in Egor local government are efficient and effective.**

|  |  |  |
| --- | --- | --- |
| **ITEM** | **FREQUENCY** | **PERCENTAGE** |
| Strongly Disagree | 98 | 65 |
| Disagree | 40 | 27 |
| Neutral | 2 | 1 |
| Agree | 7 | 5 |
| Strongly Agree | 3 | 2 |
| **Total** | **150** | **100%** |

**Source: Field Survey, 2018.**

The tabular information shows that 65% of the respondents strongly disagree that the current administrators in Egor local government are efficient and effective, 27% disagree, 1% are neutral, 5% agree while 2% strongly agree. One can clearly see that majority of the respondents disagree that the current administrators in Egor local government are efficient and effective.

**CHAPTER FIVE**

**SUMMARY, CONCLUSION AND RECOMMENDATION**

**5.1 Summary of Findings**

Suggesting a policy framework for improving bureaucratic effectiveness using Egor local government of Edo state as the study area has been the focus of this study. The study adopted the survey technique and with the application of frequency tables and percentages, the findings are summarized as follows:

1. The bureaucratic system in Egor local government has been harsh, adversely affected by bottlenecks, and therefore, needs thorough improvement.

2. Political independence, flexibility and fairness have been suggested as various frameworks for improving bureaucratic effectiveness in Egor local government of Edo state.

**5.2 Conclusion**

This study has conclusively and successfully carried out a research on Suggesting a policy framework for improving bureaucratic effectiveness using Egor local government of Edo state as the case study. Based on the findings of this study, the researcher draws a conclusion that the existing bureaucratic framework in Egor local government is faulty and saturate with challenges.

**50.3 Recommendations**

The following recommendations were generated based on the research findings.

1. Corrupt officials should be sacked. The civil service personnel must change for efficiency and effectiveness through training and retaining to embrace the spirit of achievement, and prudent use of material and human resources in order to curb the wastes that have characterized public bureaucracies over the years.

2. The bureaucratic system in Egor local government should be reformed, restructured, flexible, fair and independent of political influence, and therefore, government need to embark on a programme for improving working conditions of the local public bureaucrats of Egor local government as this will help to build their morale, dedication and commitment to implementing policies.

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**APPENDIX**

PUBLIC ADMINISTRATION PROGRAMME,

DEPARTMENT OF BUSINESS MANAGEMENT

GODFREY OKOYE UNIVERSITY,

THINKERS CORNER,

ENUGU.

MAY, 2018.

Dear Respondent,

**LETTER OF INTRODUCTION**

 I am a 400level student of public administration of the above named institution. I am presently carrying out a research on the suggested policy framework for improving bureaucratic effectiveness of Egor local government area of Edo state.

 I will be glad if you would assist in this study by supplying responses to the questions as they apply to you. Your responses will be treated with utmost confidentiality, and will be used purely for the research.

Thank you.

**EBUO CYNTHIA C.**

U14/MSS/PAD/038

RESEARCHER

**QUESTIONNAIRE**

**Please Tick the option you consider the most appropriate.**

**Section A: Personal Data**

1. **Gender**

 Male

 Female

2. **Age**

 18 – 30

 31 – 40 years

 41 - 50

 51 years and above

3. **Academic Qualification**

 WAEC/SSCE

 OND/NCE

 HND/B.sc

 MBA/M.Sc

 Ph.D

4. **Number of Years in Service**

 1 – 10

 11 – 20

 31 – 40

 41 and above

5. **Category of Staff**

 Senior Staff

 Junior Staff

**SECTION B:**

6. **Bureaucracy is fully practised in Egor local government**

 Strongly Disagree

 Disagree

 Neutral

 Agree

 Strongly Agree

7. **The bureaucratic structure in Egor local government is impressive**

 Strongly Disagree

 Disagree

 Neutral

 Agree

 Strongly Agree

8. **The bureaucratic system in Egor local government needs thorough improvement**

 Strongly Disagree

 Disagree

 Neutral

 Agree

 Strongly Agree

9**. The policy framework on which Egor Local government bureaucratic process in anchored is politically inclined.**

 Strongly Disagree

 Disagree

 Neutral

 Agree

 Strongly Agree

10. **The bureaucratic structure in Egor local government is adversely affected by bottlenecks**

 Strongly Disagree

 Disagree

 Neutral

 Agree

 Strongly Agree

11. **The bureaucratic practice in Egor local government is effective**

 Strongly Disagree

 Disagree

 Neutral

 Agree

 Strongly Agree

12. **The bureaucratic policies in Egor local government are harsh**

 Strongly Disagree

 Disagree

 Neutral

 Agree

 Strongly Agree

13. **There are significant problems surrounding the bureaucratic process in Egor local government.**

 Strongly Disagree

 Disagree

 Neutral

 Agree

 Strongly Agree

14. **Suggest a policy framework that will improve bureaucratic effectiveness in Egor local government of Edo state.**

……………………………………………………………………………………………...

……………………………………………………………………………………………...

……………………………………………………………………………………………...

………………………………………………………………………………………………

15. **The current administrators in Egor local government are efficient and effective.**

 Strongly Disagree

 Disagree

 Neutral

 Agree

 Strongly Agree