

ADVANCED ADMINISTRATIVE THEORY AND PHILOSOPHY

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ABSTRACT

Bureaucracy is an idea as well as an embodiment of a structural arrangement. It has been defended as a necessity and at the same time vigorously condemned. As a result of controversies surrounding it, bureaucracy has come to mean different things to different people. A bureaucratic system is monastic with a single line of command and control. It is characterized by a hierarchy of superior and subordinate relations in which a person at the top assumes all authority and issues general orders to initiate actions. Orders reach the lowest subordinates through a series of layers or ranks. A status and reward system closely follows these hierarchies. Bureaucracy is an activity by a group of officials arranged on the basis of activity to be performed in an accountable & responsible manner. It is a hierarchical chain organized vertically, disciplined, and depending on the degree of centralization. In essence, bureaucracy is a rational distribution of activities in which there is complete authority to issue the command and, in a manner, laid down by the rules, Written documents and files are important elements in bureaucracy it is a system, which induces officials to be methodical, prudent and disciplined, and whose behavior is highly reliable. The obligation of an office and the relationship among officials are impersonal. Bureaucratic machinery rather than fueling development programmed through public service delivery is said to have hindered the growth expected due to excessive bureaucratization of administrative processes, coupled with corruption. Various kinds of the literature showed that the term bureaucracy refers to offices that perform a provision of public service delivery (including health and education) to the citizens. The main findings indicated that bureaucratic institutions have a considerable effect on public service delivery by increasing welfare and changing the economic status of the citizens.

INTRODUCTION

Bureaucracy is a form of government and organization that, as Max Weber suggests, should be in an ideal organizational structure. Bureaucracy is an effective form of management in the organization's acquiring rationality, eliminating turmoil, and avoiding ambiguity. In general, bureaucracy is the process of organizing scattered transactions and actions according to rational and objective rules. While bureaucracy shows its existence in many organizations, Bursalioglu (2012) characterizes school as a bureaucratic institution considering bureaucracy as one of its unique features.

The features of the bureaucratic structure in schools can be described as follows: i) to establish a division of labor according to competence in the sharing of official duties (supports specialization); ii) teachers are responsible towards school administrators or group leaders; iii) laws and regulations are binding; iv) school staff demonstrates their impartiality and coherence, v) the person to work in a specific position at school demonstrates their occupational competence and professional qualification (based on expertise).

Bureaucracy is a sociological phenomenon developed to achieve desired results and a project that organizes human activities throughout the history of civilizations. Schools, where we spend most of our life, are also one of the forms of bureaucracy. Those who oppose the bureaucratic nature of schools do so because bureaucracy constitutes an obstacle before, they use it for their own benefit (Bursalioglu, 2012). Bureaucracy functions to protect its own structure. However, it may reveal some problems. The biggest problem for managers is considered to be the supply of sources and managers' obligation to account for to their superiors. In the context of communication, it is the realization of inter-individual relations within the limits of hierarchy, status and authority. It is understood that bureaucracy may have negative effects in relation with change in that the decisions taken in line with the rules, regulations, and generalities blunt the creativity, and hierarchy

constitutes obstacles before change and innovation. In such an environment, harmonization is out of the question since an increase in the orientation of the profession depends on success and seniority (Aydin, 2010).

It is essential which conditions under bureaucratic features are functional and not functional (Hoy and Miskel, 2010). According to the literature, it can be stated that bureaucracy may be obstructive as well as effective and it is not true to maintain it at a very strict or very slight level. While Craig (1995) thinks that in Japan bureaucracy supports innovation and provides faster production; Adler and Borys (1996) found out that there are types of organizations in which bureaucrats could be obstructive or functional.

According to Hoy and Miskel (2010), besides the contributions of bureaucratic features, there are side effects as well: i) While rationality is a positive result for ensuring objectivity, it may cause disturbance to treat all equally regardless of what contribution they make to the organization. ii) Authority hierarchy may lead to clogged communication while providing disciplined compliance and coordination. iii) While providing continuity and uniformity, the rules may cause the organization's get stricter resulting in an effort to comply with the rules instead of the objectives. iv) Occupational orientation, on the other hand, can create an incentive for employees; on the other hand, it can cause conflict between success and seniority in line with the principles of bureaucracy.

Concept of Bureaucracy

The term '**bureaucracy**' has been widely used with invidious connotations directed at government and business. Bureaucracy as conceptually used in Public Administration is often associated with the conduct of public affairs and the activities of public officials (Doubleglist, 2013). Therefore, bureaucracies are found in political, religious, business, military, educational, and other organizations. Bureaucracy had its origin in the industrialized world and was transferred to the less developed nations of the world.

Bureaucracy implies an organization characterized by rules, procedures, impersonal relations, elaborate and fairly rigid hierarchy of authority, responsibility, and relationships (Doubleglist, 2013). According to Dziany (2011), bureaucracy from customers' and employees' viewpoints is an array of negative forces, attitudes, or actions that are harmful to the customer and employee satisfaction. Herbert Hicks and Gullet cited in (Okpata, 2006, p.74) referred to bureaucracy as "A label, and not epithet, bureaucracy denotes an integrated hierarchy of specialized offices, defined systematic rules an impersonal routinized structure wherein legitimized authority rest in the office and not in the person of the incumbent." Adebayo cited in Doubleglist (2013) stated that bureaucracy appeared to have acquired an opprobrious meaning, and odious connotations hence it is associated with inefficiency, lack of initiative, unintelligence rigidity in approach to human problems, and downright stubbornness on the part of officials. This perception is very typical of Ghanaians and indeed has gained permanence in recent times and has so manifested in the way civil servants went about their business and duties.

Finally, having looked at bureaucracy by different authors, it can be seen that bureaucracy is a situation in a formally structured organization where work is done collectively in accordance with laid down rules and principles to achieve collective results. People are paid for full-time work and placed in positions according to seniority and expertise. From the definitions above, one can notice diverse views about bureaucracy. In one sense bureaucracy is a positive factor and it is a negative factor to efficiency in the other sense. Anderson, Newland, and Stillman (1998) noticed that bureaucracy has both good and adverse qualities, and saw it as a neutral term rather than as a hostile negative trait of large organizations.

According to Doubleglist (2013), bureaucracy is expected to function within specific norms of rationality; this marked a shift from over-reliance on the primary relations and cultural values of the non-industrialized nations. The administration is all about carrying out activities to achieve public goal; and the achievement of public goal rest on proper control and coordination which enhances administrative efficiency that involves competing successfully with a large and complicated task that no one individual could accomplish alone. Thus, bureaucracy instills an efficient and effective way

of managing an organization on a large scale. Therefore, achieving control and coordination in a large organization demands that bureaucracy principles be enthroned.

However, in developing nations like Nigeria, bureaucracy has come to be basically linked with unnecessary red-tapism and inefficiency. That is official rules and procedures seem to be unnecessary and cause delay. According to Johnston (2011) and Dzianny (2011), because bureaucracy is concerned with people in the organization, it is harmful to organizational effectiveness. It weakens employee morale and commitment. It divides people within the organization against each other, and misdirects their energy into conflict or competition with each other instead of mission achievement.

It should be noted that bureaucracy is an administrative system designed to accomplish large-scale administrative tasks by systematically coordinating the work of many individuals. Weber has observed three types of power in organizations: traditional, charismatic, and rational-legal or bureaucratic. Weber has emphasized that the bureaucratic type of power is the ideal one (Chand, 2015). The negative perception of bureaucracy can undermine its functionality in third-world countries, given that some level of bureaucracy may be beneficial to the efficiency of institutions. It can equally create doubts in the mind of many about whether it is actually suitable for large organizations like the civil service (Oppong, 2013). However, from the views outlined above, one may conclude that bureaucracy is a matter of degree. Too much of it can be detrimental while a moderate level may be beneficial.

Principles of bureaucracy

Max Weber cited in Johnston (2015) and Dzianny (2011) identifies six major principles of bureaucracy: (1) a formal hierarchical structure – in an organization, each level controls the level below and is controlled by the level above. A formal hierarchy is the basis of central planning and centralized decision-making. (2) Management by rules – controlling by rules allows decisions made at high levels to be executed consistently by all lower levels. (3) Organization by functional specialty – work is to be done by specialists, and people are organized into units based on the type of work they do or the skills they have. (4) An "up-focused" or "in-focused" mission – if the mission is described as "up-focused," then the organization's purpose is to serve the stockholders, the board, or whatever agency empowered it. If the mission is to serve the organization itself, and those within it, e.g., to produce high profits, to gain market share, or to produce a cash stream, then the mission is described as "unfocused." (5) Purposely impersonal – the idea is to treat all employees equally and customers equally, and not be influenced by individual differences. (6) Employment based on technical qualifications – there may also be protection from arbitrary dismissal.

Chand (2015) explicitly states these principles as (1) administration through well-defined rules; (2) a hierarchy of authority and chain of command throughout the organization, with a regulated system of appeal; (3) assignment of activities to individuals as fixed duties; and (4) decision making on rational and objective criteria so that all decisions are impersonal. The rest are (5) employment and promotion based on demonstrated competence; protection against arbitrary dismissal, and training of officials, and finally, (6) office holding as a career within the hierarchical order. There is also a concept of fixed salary based on status or rank rather than on the work performed and a guaranteed pension on superannuation as security for old age.

Theory of Bureaucracy

The main theory that underpins this study is the theory of bureaucracy also known as the theory of impersonal management. Bureaucratic Theory was developed by a German Sociologist and political economist, Max Weber. According to Chand (2015), Weber perceived bureaucracy as certain characteristics of organizational design. The organization has a well-defined line of authority. It has clear rules and regulations which are strictly followed. Weber thought of bureaucracy as "the most efficient form that could be used most effectively for complex organizations-business, for example- arising out of the needs of modern society" (Chand, 2015, P. 6). Thus, a bureaucratic organization in Webber's views is the most efficient form of organization. Weber names it rational-legal. It is

rational because specific objectives of the organization are laid down and organization is designed to achieve them and it is legal because authority flows from a clearly defined set of rules, procedures and roles. Webber's bureaucratic model of organization seems to be the most rational means of carrying out imperative control over human beings and has influenced modern thinking a lot in these areas, according to Chand.

Max Werber characterized bureaucracy as a system of administration where for achieving efficiency; an organization's operations for the achievement of results are guided by laid down rules, regulations, procedures, and methods. It is a system where emphasis is placed on legal-rational leadership, knowledge, qualification, and experience as the criteria for selection into organizations. Positions that are hierarchically organized are determined by knowledge, qualification, skills, and experience. Rewards and promotions are awarded on merit. As a sociologist, Werber was interested in social organizations such as the family, community, society, state, and social structure. His concern was how to ensure cohesion in social organizations and achieve set objectives through efficiency. In the view of Weber, achievement of objectives and results in organizations are a result of the following: legal-rational leadership, legitimate and imbued with authority; hierarchical ordering of positions; division of labor and specializations; well-defined allocation of tasks; compliance with laid down rules, regulations, procedures and methods in execution of tasks; from Weber's concept an organization is efficient in achieving objectives such as service delivery if and only if it is bureaucratic, that is: it has a legal-rational leader; positions are hierarchically organized; division of labor and specialization is emphasized; tasks assigned to employees are on merit that based on knowledge, qualification, output, productivity, and performance; tasks are performed in accordance with laid down rules, regulations, procedures, and methods. Indeed, the pursuance of these requirements makes organizations too mechanistic rather than organic. It makes output the ultimate objective of an organization in service delivery and not how the service is to delivered or the motivation of the service provider. Max Weber's theory of bureaucracy can be described as a means of achieving organizational efficiency and effectiveness in service delivery. Its catchwords are leadership, authority, division of labor and specialization, hierarchy, functional specificity, rules, regulations, procedures, methods, and runtime job performance. The underlying assumption of Weber's model is that authority that provides legitimacy to an organization system is legal-rational rather than traditional or charismatic (Alornyeku, 2011).

Characteristics of Bureaucratic Organizations

Bureaucratic organizations share some characteristics in common. Johnston (2015) identifies eight major characteristics of what is called the "bureaucratic form." According to Johnston (2015), virtually all organizations that use the bureaucratic form seem to suffer the same suffocating and immobilizing symptoms that people call "bureaucracy." The characteristics of the bureaucratic organization are: (1) most employees blame their organization's "bureaucracy" on senior management. They assume that management must want it, or it would not be tolerated. (2) Senior managers do not want or like "bureaucracy" any more than the rest of the employees. The detestable effects of bureaucracy victimize everyone, regardless of level. Senior managers have not known what to do to get rid of it. Executives have tried many things to eliminate "bureaucracy," but the "program-of-the-year" approach generally has not worked, because they have been fighting symptoms, not the root cause. (3) The root cause of "bureaucracy" is the organizing model, the "bureaucratic form." Yet, the bureaucratic form is so pervasive that its destructive nature is seldom questioned.

In addition (4) if one were starting a new enterprise today, "bureaucracy" could be avoided by using a new organizing model called the "mission-driven" model. Moreover, (5) existing bureaucratic organizations can reduce the amount of "bureaucracy" by changing one or more of the basic organizing principles, either temporarily or permanently. Johnston outlined four steps for de-bureaucratizing by changing basic organizing principles as (a) make an assessment of the present state of the organization to learn how much permission to change and commitment to change is available from stakeholders and senior management. (b) Depending on the amount of available

commitment, choose the optimal goal state: a modest goal, a moderate goal, or an ambitious goal. (c) The goal state will suggest the strategy for changing the organization. The strategy will range from a minimum effort based mostly on training to a maximum effort based on reorganization and a new way of managing called "continuous improvement." (d) Continuous improvement is an entirely new way of operating in which the people closest to the product or customer, working in teams, are empowered to continuously improve the organization's quality, service, or both.

Again, (6) Management people in the existing organization will need to learn and use new ways of managing. They will need to learn what they have been doing that adds to the "bureaucracy" in the organization. They will need to learn new ways of doing their jobs that diminish the amount of bureaucracy within the organization. Most importantly, they will need to provide empowerment for those who work for them, and protection and coaching to those who accept and act upon the offered empowerment.

The rest are (7) people in the organization who currently are not managing and will play a vital new role in the de-bureaucratized organization. The labor/management war, if it exists in an organization, must end. Everyone in the organization will need to act as one unified team, driven by a common mission, and aligned by a common vision of the new organization. People who today are not formally managing will be grouped into teams in which the brainpower, skills, talents, and experience of the individuals will be harnessed to continuously improve the organization's quality, service, or both. People who are presently not in managerial positions will be drawn to enroll in the change effort because their new, expanded role offers less bureaucracy and more opportunity for motivation through personal growth, achievement, responsibility, recognition, and more interesting work. Finally, (8) what the vision of an organization might look like, and be like, when one has achieved his or her desired goal, he or she would discover the rewards that come from working in an organization of empowered people who are satisfying or even dazzling their customers and are doing so with few, if any, of the immobilizing and suffocating effects of bureaucracy.

Effect of Bureaucracy Within an Organization

There are organizational symptoms that customers and employees describe as "bureaucracy." The effects of bureaucracy, the bureaucratic organizing form, are the destructive by-products we call "bureaucracy" (Johnston, 2015). In an organization, each department has its own agenda. Some departments do not cooperate to help other departments get the job done. This leads to delays in proceedings resulting in ineffective implementation of policies.

In addition, heads of departments feel responsible first for protecting the department, its people, and its budget, even before helping to achieve the organization's mission also another bureaucratic form. The work environment also has a strong bureaucratic effect on an organization's output. It includes large amounts of unhealthy stress on people which reduces their output. Internal communications to employees within the organization which is poor causing distortion to reflect what the organization would like to be, rather than what it really is. Furthermore, employees' mistakes and failures being denied and covered up or ignored have a negative effect on the organization. Because of bureaucracy, responsibility for mistakes and failure tends to be denied, and where possible, blame is shifted to others (Dziany, 2011; Johnston, 2015).

Bureaucracy has an effect on policies, practices, and procedures within an organization. It tends to grow endlessly and to be followed more and more rigidly (Oppong, 2013). It retards policy implementation and hence the growth of organizations. However, bureaucratic effects also arise from political influence. There is political in-fighting, with executives striving for personal advancement and power. Promotions are more likely to be made on the basis of politics, rather than actual achievements on the job (Smith, 2011). Thus, have a strong effect on an organization's performance.

Specifically, bureaucracy has a number of effects on Customers and employees. A bureaucratic organization has rigid policies and procedures that may be described as "red tape." Again, policies of bureaucratic organization policies may not satisfy the customer's individual situation, and the employees take refuge behind the idea that the policy is the same for all customers. That is a

bureaucratic organization seems inflexible and unresponsive to a customer's individual situation. Customers also describe organizations as "bureaucratic" when the organization has standard procedures, policies, or practices that seem designed solely for the benefit of the organization and which work to the disadvantage of customers (Dziany, 2011; Oppong, 2011; Smith, 2011).

Bureaucratic organizations make it seem very difficult to get exceptions approved. Then also customers think of an organization as "bureaucratic" when the organization is unwilling to admit mistakes and attempts to shift blame for their own mistakes onto the customer. Moreover, to the customers, bureaucracy is associated with the idea of not being innovative. Customers often mention that bureaucratic organizations are slow to innovate and seem reluctant to change as times change or events dictate (Dziany, 2011; Johnston, 2015).

According to Johnston (2015), once customers characterize an organization as bureaucratic, they also tend to believe that the organization has products and services of inferior quality (compared with non-bureaucratic organizations). Again, customers describe organizations that are hard to reach during company hours, and that during busy periods may hardly be reachable at all, as "bureaucratic." Once again, they associate lack of access with being bureaucratic, and they cite inaccessibility as an example of "not caring", according to Johnston.

Some Benefits of Bureaucracy in Organizations

Bureaucracy organization has been considered once superior to ad hoc or temporary structure. In spite of the numerous negative effects of bureaucracy, the concept has a number of benefits. It has been termed as rational and ideal leading to efficiency. The efficiency in the bureaucratic organization comes through rationality and predictability of behavior because everyone knows the consequence of his action become actually the action is undertaken (Chand, 2015). One major advantage of bureaucracy is that the rules and procedures are decided for every work and it leads to consistency in employee behavior (Dziany, 2011; Smith, 2011; Chand, 2015). As a result, the management process becomes easy since employees are bound to follow the rules and procedures (Chand, 2015). Thus, there is consistency in organizations that are managed by rules and regulations.

Another benefit of bureaucracy in organizations is that top executives or management would have control over the entire organization. This enables clients of the organization to know whom to hold responsible when they encounter problems (Dziany, 2011). It stands to reason therefore that in organizations in which the senior members are highly educated, knowledgeable, and experienced but the subordinates are less endowed with these attributes, it seemed vital to concentrate on control. Thus, bureaucratic forms through hindering progress, allow management to exhibit full control of the organization. For instance, if the entire organization was managed by rules, then top management could be sure that the organization would be controlled by their decisions (Johnston, 2015).

Most of the public-sector offices are government agencies. Bureaucracy within these organizations theoretically results in people serving the government but not the head of agencies. In addition, because of the specialization of different departments within the organization, bureaucratic forms promised accountability and expert control of affairs in these departments. Other advantages of bureaucracy, according to Chand (2015), are that (1) the duties and responsibilities of each job are clearly defined hence there is no question of overlapping or conflicting job duties; (2) The selection process and promotion procedures are based on merit and expertise. It assists in putting right persons in the right jobs. Hence there is optimum utilization of human resources; (3) The division of labor assists workers in becoming experts in their jobs. The performance of employees improves considerably. Finally, (4) the enterprise does not suffer when some persons leave it. If one person leaves then some other occupies that place and the work does not suffer.

Criticisms of bureaucracy

From his own perspective, Weber was aware of the likely dysfunctionality associated with his bureaucratic model and predicted the following: conflict of interest of bureaucrats; nepotism and

abuse of bureaucratic power and authority; corruption and other forms of exploitations; political infighting; appropriations of positions and resources (Alornyeku, 2011). According to Kernaghan and Sergel (1999) Posit that Weber was very much concerned about organizational cohesion and efficiency rather than concern for the welfare and well-being of service providers and service consumers. Max Weber refers to bureaucracy as the ideal and rational type of administration useful for the achievement of positive results. He however notes the dysfunctions of bureaucracy due to the excessive application of its guiding principles by officeholders. Indeed, excessive bureaucracy negatively affects social and economic development especially in poor countries (Alornyeku, 2011). Robert (1957) mentions that excessive bureaucracy makes public organizations more arthritic and self-serving, less able to achieve their core missions, and less responsive to service users are; nepotism. It is characterized by red tape, excessive paperwork, fear of innovation, poor customer service, duplication of working procedures, strict adherence to procedures, weak management practices, low morale, etc. In order to survive the challenges posed in a highly competitive environment, many businesses, especially private organizations have shifted focus and are de-bureaucratizing their administrative processes for better service delivery. For any country to develop, it is very imperative for its government to provide goods and services that the private sector does not usually venture into, especially water, sanitation, waste disposal, road, health, housing, education, electricity, etc.

Bureaucracies are found in all large and complex organizations-political, religious, business, military, educational, and others. However, public sector bureaucracies tend to operate in a somewhat different climate from those in the private sector. In short, bureaucracy is best conceptualized, as a specific form of organization, and public bureaucracy should be considered a special variant of bureaucratic organization. Yet, in the popular imagination, a bureaucracy is any organization in which people arranged in hierarchical ranks have to obey many rules (Eneanyal, Fagbemi, & Usiobaifo, 2013). Bureaucracy as defined by customers and employees is an array of negative forces, attitudes or actions that are damaging to customer and employee satisfaction (Johnston, 2011). Because bureaucracy is concerned with people in the organization, it is damaging to organizational effectiveness. It weakens employee morale and commitment. It divides people within the organization against each other and misdirects their energy into conflict or competition with each other instead of mission achievement (Johnston, 2011).

CONCLUSION

Bureaucracy is an array of negative forces, attitudes or actions that are damaging to customer and employee satisfaction. Bureaucracy is therefore damaging to organizational effectiveness because it weakens employee morale and commitment. It divides people within the organization against each other, and misdirects their energy into conflict or competition with each other instead of mission achievement. It should be noted that Weber's model will be performed in those enterprises where change is not anticipated. Big business houses and government departments use this type of organisation. Weber is credited for attempting to develop Bureaucratic model for the first time. However, the model has some drawbacks. It has rigidity, impersonality, excessive cost of control, and excessive dependence on superiors. In spite of these limitations this model is very useful in large enterprises.

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