



BUREAUCRACY AND EMPLOYEE'S PRODUCTIVITY IN TERTIARY INSTITUTIONS: AN APPRAISING GLANCE

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ABSTRACT

The paper discussed bureaucracy and employees' productivity in tertiary Institution. The problems of bureaucracy in the light of its impact on tertiary institution workers' productivity with a focus on the inherent impact of bureaucracy on workers performance. The paper exposed the view that the degree of administrative efficiency and success have been hampered and decreased by bureaucratic systems. In addition, it claimed that the tertiary institution has a relationship between bureaucratic systems and low productivity. The research investigated the application of bureaucratic philosophy in tertiary institutions to the development of employee productivity. There was also a major bureaucratic trend that affected the productivity of workers. It is also proposed, inter alia, that professional and trained employees should be working in tertiary institutions at all levels and that their appointments and promotions should be based on merit and expertise as laid down by bureaucratic standards. The study concluded that for the productivity of employees to be high, the amount of procedural values needs to be minimized.

Keywords: Bureaucracy, employees' productivity, productivity improvement, bureaucratic pattern.

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INTRODUCTION

Most workers in many institutions in recent times are performing below expectation, and this has affected the level of productivity especially, in educational organizations. It has become a fact that some workers are very sluggish in performing their duty, the pace at which they perform their duties is very slow, some lack total commitment to their job. The explanations for this mindset and efficiency standard are not far-fetched, workers tend to pack up, or worse, yet, stay dissatisfied and disengaged because of a workplace's moral terrain, which is dominated by a hierarchical corporate framework for most organizations. Although, the "flattening" and "delaying" of organizations is frequently synonymous with cost reduction or productivity

increase, the impact of bureaucracy (in its many forms) on the morality, enthusiasm, and commitment of workers should not be overlooked, especially, when we take into account the relation between morals and values of the Millennials (Zhivko, 2016). The educational system is influenced by a lot of complex administrative hierarchy, specialization and rigidity. These factors have in many ways affected the level of productivity in tertiary institutions. The ability of the educational system in Nigeria to succeed and meet its target depends on the attitude of the school authorities. For tertiary institutions to achieve their targeted goals, it must have the staff under its control. Eke and Osaghae (2018) opined that bureaucracy is one of the rational structures that are playing in an over-increasing role in tertiary institution. The present understanding of 'bureaucracy' as a cumbersome model in operation in today's institution seem to be a far cry from what the founding father of bureaucracy intended it to be. Udeh (2019) argued that bureaucracy does not allow for personal growth and development of mature personalities and it encourages over conformity and reduces 'group think'. There is the inability of bureaucracy to respond to change because of the ritualistic attachment to routine procedures. Bureaucracy, both in everyday language and also in corporate analysis is an avoidable notion (Ang, 2016).

Mulder (2017) believes that bureaucracy is a hierarchical system that structures operations, structured processes, steps and demands, comprehensive separation of labor and demands, consistent hierarchies, and employee technical and impersonal experiences. Maureen and Gift (2006) stated that since after the publication of the Ashby report in September 1960 at the eve of independence Education in Nigeria has become a huge investment in which the government has the lion share, controlling influence and final word in matters of policy and practice and because of this, government formulated policies to guide and direct the general development of education in Nigeria.

Background

Bureaucracy is an administrative or public system that relies on a set of rules and procedures, separation of roles and a hierarchical structure in employing controls over an institution, government or social system. An hierarchical structure in which the bulk of significant decisions are made by the managers of an organization. A institution's bureaucracy will quickly obstruct new strategies and bog down the job that workers are expected to do at a given time. Among unnecessary regulations, unrestricted reporting, and a lack of decision-making power, one might begin to wonder if administrative managers are vigorously trying to make it more difficult for workers to operate. 'Bureaucracy has been an aspect in education, which is indispensable in any organization and has clearly defined objectives to be carried out, whether private or public tertiary institutions' as pointed by (Udeh, 2019).

Though, some form of bureaucracy is necessary for large, efficiently run institutions, there is much argument over whether the theory is demonstrated in practice. The fact here is that bureaucracy brings about delay in decision making, does not allow for innovation and response to emergency situation. Thereby, showing that, the manner in which an organizational structure is set up and administered can have a direct effect on tertiary institution workers' productivity. Thus, it can be said that, employees' involvement in decision-making and in the management of an institution promotes employee's productivity. Applying strict bureaucratic principles brings about delay in the delivery of duties by workers, under exploration of workers' talents, expertise and intellectual abilities. Therefore, Obadara (2019) has claimed that productivity enhancement is the ultimate aim of any organization,

whether public or private. Productivity is basically, a ratio to calculate how effectively an organization turns its input capital into services (man, products, intelligence, management, etc.). Improving productivity requires as many workers as possible, irrespective of their roles and future areas of development, and no organisation should neglect the unceasing need to improve productivity. Walberg (2001) claimed that 'improving educational productivity is the degree to which learning is enhanced while reducing expenses. Costs should be widely calculated to encompass not only overall monetary costs, but also the complexity of introducing new programs and practices, future retraining of personnel, educational benefits, time needed by pupils, and related factors that could be lacking in specifically assessed monetary costs.

Productivity improvement in education is therefore based on the level of input (materials, intellect, time, and technology.) that yields the output variables of work completion, graduate employments, and efficiency of a worker or workers. Educational institutions have been considered bureaucratic institutions, due to the hierarchical arrangement of the leadership process. And this has slowed down the pace of productivity, especially, in the tertiary institutions, where workers' ideas and suggestions will be reviewed by superiors, who would then pass the suggestions along to the vice chancellor, who then may call to discuss the suggestion before taking decisions. Both policies are deliberately designed and articulated within a hierarchical institution. They are then circulated thoroughly across the whole organization, and they are supposed to be observed by all. References to these systems and regulations will be constant, and much of the activities undertaken by workers will be guided by these regulations. For their workers, it is usually the responsibility of institutional leaders to define these policies (LaMarco, 2019). For employees to improve in their productivity it requires change in behavioral pattern, without hurting the institutional ethnicities, which represents features of institutional cultures. Higher productivity demands concentrated efforts on the part of the employees of various institutions who contribute directly or indirectly to all the combinations of inputs that produce school outputs (e.g. test and exam scores, producing full baked graduates, etc.).

Employees' Productivity and Bureaucratic Pattern of an Institution

The effect of bureaucracy is obviously inescapable in the administrative structures of our tertiary institutions. This may have contributed to inefficiencies that define most organisations, businesses, and educational institutions in the public sector, particularly, our tertiary institutions. Public ridicule in tertiary institutions has been brought about by the obvious impact of bureaucracy on the educational administrative system, resulting from irregularities in administrative processes and slowness in transaction implementation. This is attributed to the fact that a hierarchical administration and management pattern is run by the universities (Sarpong, 2015). The strategic plan of every tertiary institution especially, in Nigeria is to be identified as the highest citadel of knowledge, It is therefore, important that the management of this institutions should know that ineffective administrative control systems occasioned by bureaucracy will bring about reduction in productivity. The routine processes in various educational institutions in Nigeria show that there are effects of bureaucracy on administrative control system and these often bring negative commentaries from staff and sometimes ridicule the skills of personnel.

There are evident consequences of bureaucracy on institutional management structures in casual contacts with some administrative personnel of other sister universities, leading to delays in organizational processes. Although, it is true that university authorities may enact policies aimed at reducing excessive bureaucracy and its related consequences, Sarpong (2015) believes that research (systematic investigation) into the bureaucracy phenomenon is important to adequately understand what is happening in a specific university and reduce some of its negative effects. Some administrators and departmental leaders of some educational institutions believe so much in the strict application of bureaucratic principles that they do not allow employees and subordinates to contribute in decision-making processes in the institution. Some of these administrators believe that allowing employees to be part of decision making may make them lose of control of their authority in the institution, which may result in the subordinates challenging their authority, therefore, losing their respect as the head of the institution. This is the reason why bureaucratic leaders are so strict with performance evaluation, appraisal and monitoring process that, to them allowing employees to participate in the decision making process might weaken their authority to control the employees.

But, on normal bases, the impact of employees' contribution in decision making process on employee performance and productivity is so vast and vital to the growth of any institution. Therefore, it is expedient to say that, employees' participation in decision-making and in the administration of any institution improves employees' productivity. Stringent application of bureaucratic principles brings about delay in service delivery, under exploration of employees' talents, knowledge and intellectual abilities. Thus, Sarpong (2015) stated that, negative activities such as undue reluctance to take decisions, rule bound rigidity and employees' low performance, which interfere with performance in the tertiary institutions and other public institutions should be eradicated.

Many features of private colleges and universities are considered by higher education researchers as substantially distinct from public universities. Yet certain facets of public and private university governance systems are formed in a reasonably standardized way by the emphasis on hierarchical organizational structures and the confidence in science, advanced teaching, and service at all types of institutions (AAUP, 1995).

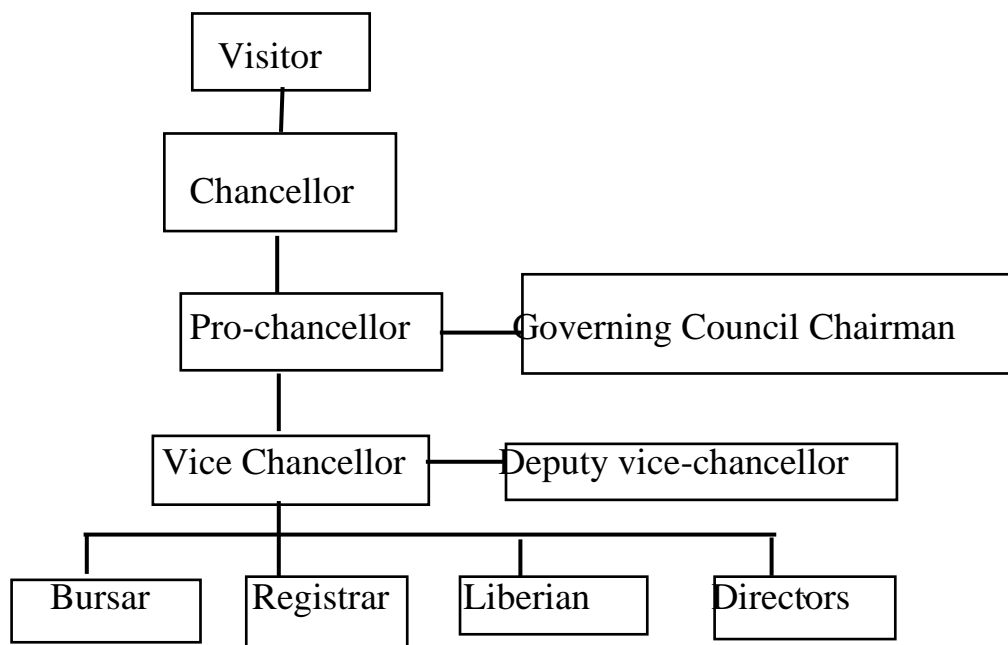
Abdulkareem and Gabadeen (2015) stated that The Nigerian universities could be hypothetically adjudged as an organization that is bureaucratic in its structure and management. In fact, the institutions are pervaded with such bureaucratic features as: clear division of labour, hierarchy of authority, policies and procedures, impersonal orientation, career orientation, and documentation and formalization, which are reflected in staff and students' personnel management practices. The statutes, laws or edicts that established the Nigerian tertiary institutions clearly state the principles guiding the management of each institution. In their opinion, the administrative team could be grouped into three; The Council, The Senate and The Administration or institutional Administrative Committee (constituted by the Institution's Principal Officers). All three remove 'the visitor and chancellor's offices whose powers are limited to such specific conditions and who do not share in the regular running or running of universities' (Federal Republic of Nigeria, 2001:2).

In its day-to-day operations, the leading players in the management of the tertiary institution include: the Pro-Chancellor (Chairman of the Council), the Chief Executive Officer/ Vice Chancellor (Chairman of the Senate), the Deputy Vice Chancellors, the Registrar, the

Bursar, the Librarian, the Head of Physical Design and Development, the Academic Planning and Control Head, the Provost(s) (FRN, 2001).

Hierarchical Structure of the University Leadership

The authority and control paradigm correlated with hierarchy is one of the most common approaches experienced in HE organizations (Simon, 2015). An institution's structure may be characterized as the ways in which it decides to divide its function into different working groups and how it coordinates its activities. "Simon (2015) still believes that due to its division pattern in organization, hierarchy in structure, participatory in decision-making, the institutional structure in Nigerian universities can then be identified as complex". In most Nigerian universities, the composite existence of the system currently in place contributes to numerous problems, such as the availability of services and funding, enrollment, and the staff and student administrative activities problem. However, the ability of the administrative team in the universities to achieve desired outcomes (individually and institutional), depends largely on the administrative skills, attitudes, and styles approved for the day-to-day administration of the system.



Source: Nkwor (2018).

The Visitor

For instance, the visitor to the Ignatius Ajuru University of Education is His Excellency, Chief Barr Nyesom Ezenwo Wike, CON, the Governor of Rivers State. Nkwor (2018) reported that the visitor symbolizes the university founders, the president is the visitor in the case of Federal Universities. He also claimed that, on the advice of the University Governing Council, the Vice-Chancellor is chosen by the Visitor. The visitor may, every once in a while, choose at least one

people to audit the work and progress of the university, including colleges and other Institutions kept up by it, and to present a report subsequently, the visitor may, in the wake of getting the perspectives on the administrative body, consequently, through the vice- Chancellor, make such move and issue, such bearings, as he thinks about important, in regard of any of the issues managed in the report and the College will submit to such activity and will undoubtedly consent to such directions.

The Chancellor

The titular or ceremonial head of the university is the Chancellor. When he is present, he grants the institution's degrees at the convocation ceremonies. Revered conservative rulers and experienced senior citizens are those, who are also named as university chancellors (Briggs, 2013). In Nigeria, the chancellor is usually a ceremonial non-resident head of the university. Nkwor (2018) is of the opinion that 'the chancellor is the Head of the higher principal officers of the university'. The Chancellor of the tertiary institution is liable for ensuring that the Administrative Authority acts as indicated by the acknowledged measures of conduct in open life and these incorporate thoughtfulness regarding respectability, objectivity, responsibility, receptiveness and trustworthiness at gatherings of the Administering Authority. The Chancellor will exercise individual initiative, advance mindful administration inside the administrative authority, support the exercises of the institution, and advance the profile of the institution in the open gathering.

The Governing Council

The Governing Council of the University is the governing body of the University and is responsible for the overall management and oversight, including public affairs of the University's administration, financing and land. The Governing Council is the official supervisor of all workers and, in order to promote the fulfillment of the University's goals , tasks and events, takes decisions on the organisation, strategy , structure, powers, growth, funding, duties and general management. In setting the intended course for the new institution, the Governing Council plays a critical role and will collaborate closely with the administrative team for its progress and is led by the Pro-Chancellor.

The Pro Chancellor

The pro-chancellor is the president of the university's governing body. The Chancellor (2019) claimed that ' the appointment to the Pro-Chancellor position is regarded to be the University's highest honor. The position is in practice reserved for the most distinguished graduates and academic staff members, who have made exemplary contributions to the College over the course of their career, or for distinguished members of the external community.

The Vice Chancellor

The university's academic and executive head is known as the vice chancellor. The Vice Chancellor supports the Chancellor and directs the university's academic and academic departments and also manages academic preparation, reviews academic services and curriculum

growth, establishes liaison with other university system campuses, communicates with the WAEC accreditation liaison officer, the university accreditation board, manages the deans and heads of department. It also manages the budget plans for academic and academic activities, allocates and reallocates funding and services to and from the university programme, and provides leadership in the creation and preservation of academic standards and policies. The effectiveness of the vice-chancellor depends on his ability to direct, empower and encourage administrative colleagues, teaching and non-teaching staff, as well as students, according to Nkwor (2018), to work towards the achievement of the university's objectives.

The Deputy Vice Chancellor

The Deputy Vice Chancellor promotes effective and productive growth of academic personnel and ensures effective academic advancement of scholars. It manages the Review and Program Committee's tasks and maintains that the program is strictly adhered to. The Deputy Vice Chancellor's office frequently collects requests, including from students or academic personnel, on all academic subjects for applicable action. Usually, he is the Chairman of the Committee on University Admissions (UAC). The UAC ensures that the conditions laid down for the admission of scholars to college are adhered to very strictly. This office is collectively responsible for confirming the smooth operation of the Post-UTME exams. In terms of syllabus creation, the office of the Deputy Vice Chancellor (Academic) jointly coordinates the Instructional Design Sub-Committee and also the University's Instructional Design Unit. In accordance with recent technologies and emerging events, this can be achieved by promising regular updates. The Deputy Vice Chancellor (Academic) is normally the University Admission Committee (UAC) Chairman.

The Bursar

Bursar is the administrative planner of the tertiary institution, Ogbu (2009) assumes that the bursar advises the chief executive and the council on finance and higher institution accounts matters. Bursars also handle receivable accounts or fees obtained by the university from outside organisations for which it provides services. In certain organisations, with all the money kept by the institution, the bursar is liable.

The Registrar

The Registrar leads the university administration and is accountable to the Vice Chancellor for the university's regular institutional workflow (Nkwor, 2018). The Registrar aids the Vice Chancellor in running the university's administrative work and is the Secretary of the university's legislative bodies and their numerous commissions, as well as several ad-hoc commissions. The Registrar discharges his assignments via the Register to the Senate. The Register therefore, plays a leading role in the university's academic life.

The Librarian

It is the duty of university librarians to procure, coordinate, maintain and administer library services and to ensure that library members are pleased by having the appropriate items required

by their members. Librarians play a role in teaching and study as well as they formally and informally mentor students and advise and support faculty in their academic pursuits. Librarians are also interested in the research function themselves; they are able to perform research in their own professional interests and to fulfill their duties (Pradeepa, 2012). Librarian is usually member of the Senate, Academic Development and Planning Committee, Legislation Committee and many other committees of the university, and also member of the legislative body of the school.

Directors

Academic directors are professionals and professors, who have vast teaching experience and work in universities and they oversee many facets of the standard of education and the delivery of instruction. They also tutor and liaise with internal and external partners, including the teaching staff and pupils. Ogbu (2019) stated that Directors are in charge of the academic affairs of the tertiary institutions.

THE CONCEPT OF BUREAUCRACY

The term bureaucracy is frequently heard and used, linking it with the conduct of public affairs and activities. Mulder (2017) is of the opinion that bureaucracy is an organizational system that features rules, standardized process, procedures and professional interactions between employees, which means that organizations must have some workable features and system of authority in order to carry out their duties and be able to achieve their set goals. Adebayo (2004) opined that 'the term bureaucracy seems to have developed a deceptive sense, an odious connotation synonymous with inefficiency, lack of ambition, unintelligent rigidity in the approach to human problems. However, as indicated by Max Weber, bureaucracy as a system of government and organizations should be in an optimal organizational framework. In gaining logic, removing chaos and preventing uncertainty in the company, bureaucracy is an efficient method of management (Köybaşı et al., 2017). In Weber's view, one of the key evaluations of communities was to have the highest possible productivity with a clear justification for social and economic goals. Bureaucracy was developed as a philosophy of organizations ideally tailored to the needs of large and diverse entities that offer services to large numbers of consumers. Weber's concept of bureaucracy was an attempt to curtail the frustration and irrational of large organizations in which the relationships between management and employees were based on ethnicities of class privilege.

The tertiary institution system has been influenced by a lot of complex administrative hierarchy, specialization and rigidity. These factors have in many approaches affected the degree of productiveness in education, there is slow and low pace of work, lack of thoroughness in application of process of work, lack of total commitment to the objective of the institution's goals and achievements and also embezzlement of funds.

CHARACTERISTICS OF BUREAUCRATIC INSTITUTIONS

Management by Rules

This applies to the laws of set-up that are observed for the operation of the institution's functions. When you see it from a distance, handling your staff can not be as straightforward as it seems.

While it makes your potential worthwhile at the end of the day by applying appropriate guidelines to ensure that your management capabilities are better (Jesuleke, 2017). Each employee relies on specific rule, policies and procedures to guide behaviours (Udeh, 2019).

Division of Labour

This is when tasks and duties are divided among the employees according to their ranks and area of specialization. Each employee has a specific task to perform and the coordination of these tasks will bring about goal achievement; in tertiary institutions for example, the lecturers do not sweep their offices, neither does a secretary evaluate textbooks and students works. These tasks are distributed among employees, who have been trained to do them. Udeh (2019) stated that 'jobs are well defined and understood and routinized based on functional specialization. Just like among lecturers, they have area of specialization in their course work, this division of labour improves the school instructions, job descriptions are specified with responsibilities and lines of authority.

Formal Hierarchical Structure

This could be referred to as an authority hierarchy with a straightforward chain of command. A set of ranks ranging from the institution's most menial staff to the top executive and each ranking has well-defined authority and responsibilities. Thus, in the organisation, each level is regulated. This is the basic feature of hierarchy in the institution of bureaucracy. This hierarchy acts as contact lines and authority allocation and means that each position must move by contact coming down or going up (Smriti, 2020). That indicates that before taking any action involving the institution, junior workers would have to seek authority from supervisors.

Specialization

Employees in a bureaucratic institution perform specialized tasks that call for training and expertise in order to achieve their job efficiently. Management lecturer should not teach mathematics or chemistry lecturer teaching English, they should be specific in their areas of expertise.

Written Document

It refers to the documentation of all decision, rules, and activities engaged by the institution for the purpose of continuity. Management of organisations operates under the laws found of archives of written records rather than the workers' personal emotions Essays, UK (2018). This allows for the uniform execution of lower-level decisions and actions by structured systems of rules and regulations, and is also an imperative source of maximization of performance, since all decisions and actions made by the organization are recorded in writing. This helps to monitor the staff's actions.

TYPE OF BUREAUCRACY

Coercive bureaucracy: this type of bureaucracy has a tendency to touch the features of dictatorship in its procedure. In this kind of atmosphere, transparency is often not seen and anyone, who deviates from standardized process are met with harsh punishment. Brian (2011)

explained that 'coercive procedures are intended to restrict conduct to a limited subset of authorized practices, coercive rules are established to require enforcement, punish violations, and impose enforcement with certain requirements'.

Enabling or encouraging bureaucracy: This form of bureaucracy encourages a working environment in which workers are motivated to develop their skills and to assist in developing the normal procedure. Enabling bureaucracy is intended to allow those inside the organisation to facilitate independent action, contemplation, and change (Brian, 2011). Enabling bureaucracy requires regulations that are designed in an adaptable and dynamic way to further improve employees' productivity. It facilitates a working atmosphere in which workers are motivated to develop their skills and to assist in developing standard procedures (Mike, 2017).

Mock bureaucracy: is a type of bureaucracy in which the higher-level staff and the lower-level staff do not feel any guilt for dealing with the rules collection. Kevin (2016) claimed that there are mock bureaucracies, where the absence of assumed authority of explicit laws results in a trend of overt corporate non-compliance with certain regulations, but where laws, schedules and practices are present but ignored. Mike (2017) said that smoking laws in an organisation, where both higher authorities and basic personnel often ignore the legislation will be an example of this bureaucracy.

Representative bureaucracy: This type of bureaucracy enforces rules in an institution that are in the benefit of both upper and lower management. A representative bureaucracy was described, in an ideal sense, as a microcosm or miniature of society as a whole by Pan (1994). In the manufacturing sector, representational bureaucracy is predominant. Protection rules that are applied in a factory atmosphere will be an example. In such an atmosphere, the rules are followed without any animosity by each stakeholder in unison (Mike, 2017). Voice bureaucracy is a situation in which, in the interest of the member of the organisation, all sectors of an organisation have a voice in decision-making. Representative bureaucracy theory indicates that a demographically representative (passive representation) public sector workforce would contribute to policy effects that reflect the interests of all represented populations, particularly, traditionally marginalized (active representation) populations (Bradbury & Kellough, 2008).

Punishment based bureaucracy: This form of bureaucracy causes a sense of control or superiority when one side seeks to impose a series of laws on the other, and by carrying out penalties, failure to comply with the laws is always dealt with. In a company, for instance, there may be regulations on working hours and inability to adhere to them will lead to payment cuts (Mike, 2017).

The Influence of Bureaucratic Bottleneck on Nigeria Tertiary Institution

Employees in tertiary institutions face many problems and difficulties and this has caused many limitations based on the role in bureaucracy in the institution's administrative process.

It hinders the achievement of result in time: With the steps taken to execute the task and the need to obey a chain of command to continue, it is likely to waste a lot of time, especially, if decisions and outcomes are needed immediately. Bureaucratization of schools makes it

impossible to implement suitable and immediate reform, when a society's changing demands need it. For instance, a decision, such as expelling a deviant student will lead to an undesirable outcome, as an action cannot be carried out without the consent of various individuals or officials in the hierarchy.

It breeds boredom and can affect productivity: Members of the company can be bored by routine activities in specialist occupations. Also, in classrooms, workers may not be able to avoid doing the same job on a regular basis; the routine may be too hard for them, contributing to absenteeism and less competitiveness. Staff will attempt to gain merit-based raises on the basis of their qualifications, but there is no guarantee that improvement can take place automatically. Productivity cannot be diminished or maximized with quota-based programs in place. In order to compensate a worker, who can finish a job in 2 hours of the same consistency that everyone wants to complete the task in the planned 8 hours, there must be rewards designed into bureaucracy. You have a worker twiddling his thumbs for 6 hours if no opportunity exists, because there is nothing management to do about it.

It results to passive and rule based human beings: Because of such limitations, the stringent rules and regulations remove an individual's right to behave and discern on his or her own. There is less flexibility to act and make informed decisions because regulations and laws regulate a worker's activities within a bureaucracy. What the legislation or laws want is determined by acts. If a person, even if it is his right thing to do, ventures outside of certain regulations or laws without authorization, he can find himself facing penalties, such as job termination or even incarceration. For example, while department heads oversee their students, teachers take care of their pupils and do not recognize major operational concerns, but do not bother themselves with issues affecting the other staff.

Lack of maneuverability: Changes of practice would go through the consent chain of command, likely being signed by multiple officials, and head back down the adoption chain. Such rigidity is not a concern in a stable setting, but this inability to alter course easily can cause serious problems.

It results to inefficiency: Because recruiting and selection are focused on merits and credentials, there is less competition. Moreover, he or she has a set pay if a teacher is hired, functions on a specialized assignment and does not operate beyond the sphere of the department of which he or she belongs. Set rewards are offered to them. Many employees are expected to complete repetitive tasks or supervise others, who complete repetitive tasks. Qualifications and merits can generate less aggregate competition for open jobs, but it may feel like a dead-end street for the worker until those positions are filled.

A mechanism that was effective 5 years ago could be ineffective today. A bureaucracy not only fails to adapt as markets grow, but as new best practices have been created, the system often causes delays. A bureaucracy will fail to keep up with changing times and it encourages much more mistrust of the system unless a proactive analysis of the rules and regulations is part of the structure.

Religious issues are also being considered in most of the appointments of school heads: This is a condition in which, in most cases, the person in the ministry or commission responsible for

the appointment of the school head keeps considering people named by the school head, in most cases keeps considering people of the same religion with him. This has made the school system distinctive. Distinctiveness is seen as encouraging both academic achievement and constructive teaching and learning practices.

Slow response time: In a hierarchical organization, owing to strict rules and processes, there is slowness in adjusting to unforeseen circumstances or reacting to changing social conditions. Frustrated workers may become defensive and oblivious to the wishes of the people, who work with them, if left with no latitude to deviate from the positions.

Potential misuse of power: The control of their positions may be misused by supervisors in a hierarchical organization to fulfill their own interests. It is a comparable form of coercion in the workplace, but specifically, carried out by a superior. In areas with a lack of supervision over people in power, abuse of authority is normal. Schools, hospitals, colleges and private companies are the most vulnerable places of authority abuse (Secure Center, 2019). Harmful implications of the institution's abuse of power, as illustrated by (Secure Center, 2019):

- Exhausted workers;
- Claims of abuse;
- Heavy job pressure;
- Lack of confidence in the organisation's manager;
- Higher turnover of staff;
- High absenteeism in the workplace;
- Poor productivity of workers.

Abuse of power examples: given by Safe (Hub, 2019)

- Constantly telling an employee that it is possible to terminate or replace them;
- Humiliating an executive in front of their friends;
- Asking an employee without extra pay to perform overtime several days a week;
- The supervisor mistreats staff while he/she is in a bad mood;
- Condescending answers to concerns about workers;
- Continuously transferring the blame to employers over their own inefficiency;
- Hiding serious details that he or she wants to hear from an employee.
- Putting personal interests before the organisation.
- Enforcing, without following them, administrative practices and laws on others.

Red Tapes: Bureaucrats are known to produce a parcel of 'red tape' in other words, long official forms that include accommodation of various shapes or reports with numerous particular prerequisites for the accommodation. Experts contend that this prepare, which moderates down the bureaucracy capacity to supply the benefit to the tertiary educate are bound by literarily hundreds of rules and controls with which they must comply or confront the misfortune of subsidizing. 'Red tape, is the foe of effectiveness in schools and it has caused the down drop of Nigerian institutions.

It fosters a structure that does not create true productivity: Bureaucracy creates numerous rules and legislation that must be enforced for the good of workers and teaching. Typically, the challenge being that new rules and legislation will be included at every moment for both intents and purposes, complicating the workload that staff ought to bear. This may include additional shapes to be completed, modern controls to be submitted, or unused evaluations that must be carried out. It may be a mechanism that cultivates secure productivity but reduces the members' genuine profitable possibilities. Efficiency is the total student learning given per time for tertiary teaching. A school can be evaluated in terms of how many students it produces and how much it spends. For a given level of use, the school creates the most noteworthy yield in terms of understudy learning is the foremost profitable; other measures are conceivable and alluring. For illustration, there's a rate at which school graduates are able to pass courses at another level of instruction.

It is difficult to maintain high morale within a bureaucratic institution: Repetitive behaviors will be hard to manage if the acts have no vision or intent. Bureaucracy encourages appreciation regardless of the manner in which a job is accomplished rather than the nature of the achievement. It causes poor productivity when the individual's interests become a high priority over the hierarchical institution's priorities (Wayne, 2015).

Role of Bureaucracy/Functions

By conducting the following roles, bureaucracy plays a vital role in the running of administrative administration:

Execution of statutory approaches and laws: The bureaucrats are responsible for working out and actualizing the institution's approaches. Nice agreements and regulations will really fulfill their purposes, even though they were effectively revised by the team.

Role in policy-formulation: Policy-making is the work of the Executives of the higher institutions (the Chancellor, a representative of the Joint Governance, Vice Chancellor, another member of the University's senior leadership).

However, Bureaucracy plays a dynamic role in this process. Respectful workers supply the information required by the executives for defining the approaches. The executive at that point chooses and receives one such arrangement elective as the administrative policy. The formulation of general statements or understandings that direct or channel of administrative decisions on policy-making. Policies are important components of an institution's planning process, whether written or inferred, since they ease making repeated decisions and promote the delegation of those decisions. The key role of policies is to establish critical limitations to otherwise broad employee discretion in organisations where permission is exercised. Harry and Rosemary (2009) argues that 'Policies are important because they help a school implement rules and procedures and establish levels of learning and safety consistency, as well as goals and transparency. Without these, schools will lack the framework and purpose required to provide students with educational needs. Ultimately, policies are important for a school's performance and protection.

It is not too far-fetched to say that without policies, organizational decision-making in the bureaucratic firm might be delayed to the point of taking activities to a near standstill due to unnecessary analysis and the accumulation of decisions at the top (Edmund, 2020).

There are several ways in which policies can emerge. It can be through:

- **Management:** Managers launch policies to ensure that actions within the institution are compatible with its priorities. Usually, they are written and reflected in the policy of the organisation *vade mecum*.
- **Appeal:** This arises when an institution's representative questions whether he is in a position to make decisions. Therefore, he refers to those higher than him in leadership for the decision. When the decision is taken, it becomes the criterion of the future for related choices.
- **Decisions and acts of the executives of the organisations:** some of the organization's actual policies are not the same as its defined policies, for example, the organization may have a particular policy of promoting solely on the basis of merit, while preference is granted to relatives and friends of high-level management in the real sense.
- **Externally imposed:** external institutions often place conditions on institutions, such as some government agencies, trade unions and other organisations.

Running of Administration: To run the day-to-day administration in compliance with the bureaucrat's procedures, regulations, guidelines, controls and decisions to administer the duty. With a high degree of formality in the way it works and decisions are taken by a structured procedure, the hierarchical organization is very structured. For all times, a rigid command and control system is present. Authority is based at the horizon, and data typically flows downwards from the top floor. For instance, a senior executive can introduce a new policy specifying that workers must get their overtime approved by management before the overtime actually operates. The latest strategy will go from the senior executive 's desk all the way down to the frontline staff.

Advisory Function: Advising the administrative representative is one of the essential roles of the institution's governing council. The vice chancellor provides all the knowledge and guidance from the separate heads of departments concerning the running of the various departments of the university. Because the vice chancellor has no understanding of each department's roles in the classroom, he depends on the guidance of faculty representatives, who are part of the institution's governing council. They offer expert and technical guidance and information to institutional leaders as trained, seasoned and professional experts working in diverse roles. The Advisory Boards are made up of seasoned professionals providing innovative guidance and dynamic insights, the wide spectrum of knowledge(s), expertise and expertise of participants reminding boards that are open to the 'culture of embracing outside suggestions' (John, 2020).

Role in Legislative Work: In law-making and policy-making, the school board or the governing council play a significant but indirect role, often by putting these regulations in place ensures that there are specified processes for managing school activities down to the minute detail, so that educators, personnel and students know what is required and will behave appropriately. This

saves time, avoids confusion, and unifies the school in order for laws and regulations to be in effect and implemented (Harry & Rosemary, 2009)

Semi-judicial Work: The implementation of the institutional justice system, in which various forms of cases and disputes concerning the staff of teachers, lecturers and other institutions was determined by the executive of the school, was also the basis for better semi-judicial function in a hierarchical organisation. Schools usually respond to disrespectful pupils with external discipline, consisting of penalties and measures, such as referrals from the office, corporal punishment, suspensions, and expulsions. A punishment of this type is typically believed to be capable of deterring students from misbehaving' (Akinjide, 2015).

Financial administration: There are financial specialists, who play important roles in financial management in the hierarchical function of the organization. In regards to all tax preparation, tuition fees, and other financial issues, they advise the regulatory council. In planning the transmitter and receipts and any other thing that has to do with finance, they play a critical role.

Record-Keeping: Records relevant to all facets of school management are created and maintained in well maintained schools. These records include files of school pupils, pupil notes, classified pupil files of the department, personal, personnel files depending on the school, financial records, records of construction and equipment, files of the school board, documentation of staff hiring and correspondence. Schools that maintain their data correctly will preserve and, when necessary, recover important documents. It is a tremendous duty to keep documents of education, and it can also create problems for organizations that may have neither the persons nor the physical space to commit to log management.

Tertiary institutions need to properly manage records in order to:

- Fulfill management tasks for personnel and students.
- Fulfill statutory tasks
- Ensure the documents are retained when necessary and deleted when allowed.
- Track their growth and successes,
- And ensure that complaints are reported about their wellbeing and health.

Role in Public Relations: The school system wants to ensure close ties with the residents of the community and the state in which it exists. The ability to sustain active and thorough public relations is important. In this sphere, the workers and students play an important role. They are the key agents that create direct communication with the community around them. Both decisions are conveyed to the people and lead to the health of the host society. And there is still an advisory council for public relations, composed of lecturers, managers, and members of the host community. This committee would be responsible for monitoring the execution and reviewing the performance of the public relations campaign.

The Principles of Bureaucracy

As several academics have said, Max Weber (1864-1920), a German socialist and economist, founded bureaucratic theory. Hooriaali (2017) said that bureaucracy is the most effective method

of organisation with a well-defined line of authority and strictly followed simple rules and regulations, thus, he outlined some of Bureaucracy's concepts as follows:

Job specialization: Tasks are shared in easy, repetitive and unique classes depending on the abilities of workers and job experience effectiveness. On the basis of expertise and practical specializations, demands are broken into simple, repetitive groups. Each staff is accountable for what he/she does best and understands precisely what is expected of him or her. The organization explicitly profits from splitting jobs on the basis of specialization. Each department has particular powers. As a result, duties are delineated and administrators can more effectively handle their workers when they do not adhere to their duties. Any employee knows exactly what is required of him/her and within the company what his/her forces are. Any staff has a special position within the business and is supposed to concentrate exclusively on his/her field of expertise. It is not appropriate inside a bureaucracy to go above the duties and carry on the roles of colleagues (Patty, 2017).

Authority hierarchy: Workers are grouped in a hierarchy in which those in the lowest position are supervised by higher ranking workers. In the organization's advantage, the subordinates take instructions on what to do and what not to do. Managers are structured into hierarchical tiers, where their personnel and overall output are responsible for each tier of management. There are several hierarchical roles within institutional corporate systems. This is basically a bureaucracy's trademark and base. The authority hierarchy is a structure in which, in order of precedence, various ranks are connected and in which the highest rank on the ladder has the greatest control. The lower levels of hierarchical corporate systems are often subject to higher levels of oversight and regulation. This hierarchy represents channels of bureaucratic contact and the degree of delegation and specifically defines how to separate powers and obligations (Patty, 2017).

Formal selection: Workers shall be chosen on the basis of their professional credentials and expertise, which they may have had in the process of study, study or formal examination. Both personnel are chosen on the basis of professional knowledge and competencies gained through preparation, schooling and practice. One of the universal values is that workers be paid for their work and that their pay level depends on their job. Their contract terms are decided by the laws and requirements of the company and the employee has no equity stake in the corporation (Patty, 2017).

Formal laws: Management must rely heavily on formal corporate rules and regulations in order for the institution to maintain staff tranquility and regularity. Therefore, in human interactions, the laws of law tend to impersonality. Administrator (2015) claims that a hierarchical organisation is constrained by formal, written laws and rules, and that the laws are part of the job situation'. Examples like, dressing style, time to resume work and leave work, etc. To maintain uniformity, formal rules and guidelines are required, ensuring that workers know exactly what is expected of them. The rules and specifications can be considered predictable in this way. In the official regulations, all administrative procedures are specified. The company can more effectively attain uniformity by implementing stringent guidelines and all staff efforts can be properly organized. In so-called official papers, the rules and specifications are more or less stable and often formalized. If new regulations and standards are adopted, so this is the responsibility of senior managers or executives (Patty, 2017).

Impersonality: Everyone simply follows the laws made in the organisations, there is no special treatment while dealing with official issues and there is no partiality and favoritism, legislation and specific criteria establish remote and impersonal employee partnerships, with the additional advantage of avoiding nepotism or outside of political interference (Patty, 2017). In a hierarchical organisation, the style of employment is focused on capability and not on 'who-knows-who' (Administrator, 2015). In other words, appointment and promotion are based on hard work, not familiarity.

Career Orientation: Career building programs are offered to staff. Lifelong jobs and sufficient defense of citizens from uninformed sacking are certain. Patty (2017) claims that on the basis of their competence, employees of a hierarchical company are chosen. It aims to put the best individuals in the right places and intellectual resources can be used optimally in doing so. Based on experience and knowledge, it is easy to develop a career because of this, because workers are confident of a long-term position.

CONCLUSION

Bureaucratic tendencies affected the efficiency and effectiveness of employees and administrative performance. For employees to perform efficiently and effectively, there is the need for an ideal bureaucracy, which Max Weber proposed. It is very necessary to allow staff, no matter the rank in the institution to show their competence to enable them increase productivity. By choosing and stressing the characteristics that he considered his trademark, Weber created the ideal form of bureaucracy. Weber appeared to rely on the system's constructive functions and neglect its instability. Productivity, therefore, represents the efficacy and reliability with which money, machines, time, human and material resources are used to generate a profitable production. Productivity often represents the effectiveness of internal processes or how efficiently the organization manages resources. By better job procedures, this productivity can be expanded.

Recommendations

- The ideal type of bureaucracy should be considered for efficient and effective work productivity and well-organized functioning of the institution.
- Some subordinates are versatile in knowledge so they should be allowed to contribute in decision-making by being allowed to contribute their ideas without fear of punishment.
- Managements of the school should not play sentiment when it comes to employments. The right and qualified applicants should be employed.

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