



Research Paper

Bureaucracy and Service Delivery in the Nigerian Public Service: A Study of the Rivers State University, Nkpolu-Oroworukwo, Port Harcourt, 2008-2018.

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ABSTRACT

The Rivers State University is an institution established to provide educational and other support services to all stakeholders for accelerated human and economic development and she performs this responsibility through bureaucratic procedures. This research titled “Bureaucracy and Service Delivery in the Nigerian Public Service, 2008-2018” discussed the bureaucratic challenges that the University encountered and the extent to which these challenges impacted on service delivery. The study adopted secondary data and content analysis as methods of data collection and analysis, as well as Systems Theory as the theoretical framework. Findings revealed that there is a nexus between bureaucracy and service delivery in the University. Also, extant rules and regulation are inflexible, and this causes delay and do not give rooms for initiatives and creativity, amongst others. In line with the findings, the study recommended that the University should adopt an e-system, popularly called Systems Applications and Products in data processing also known as Enterprise Resource Planning (SAP-ERP) to enhance service delivery. Also, extant rules and regulation should be made flexible and reviewed periodically to reflect the dynamic nature of the business environment so as to give rooms for the use of personal initiatives and creativity, amongst others.

KEY WORDS: *Bureaucracy, Delivery, Public, Service, University*

Received 02 August, 2021; Revised: 14 August, 2021; Accepted 16 August, 2021 © The author(s) 2021. Published with open access at www.questjournals.org

I. INTRODUCTION

Max Weber argues that bureaucracy has the responsibility to manage its own affairs using the instrumentality of the laws to make and maintain law and order, raise revenue and determine its expenditure, provide certain services efficiently to the masses. Weber’s argument is on overwhelming priority in the efficient service delivery which satisfaction should be the primary focus of any responsible institution.

There is deluge of reforms by successive regimes and administrations to reposition the Nigerian Public Service, inclusive the Rivers State University for effective service delivery. Some of these reforms for the public service are: Walter Harragain Reform Commission of 1945, Hugh Foot Reform Commission of 1948, Philip-Adebo Reform Review Commission of 1954, Gorsuch Reform Commission of 1954, Mbanefo Reform of 1959, Adebo Reform Commission of 1970, Udoji Reform Commission of 1972-1974, and Civil Service Re-Organization Reform of 1988. Despite the numerous reforms embarked upon by many successive governments on the public service, it seems not to achieve the desire results.

Wise (1993) in Okonkwo (2009, p.27) emphasizes that the Nigerian public bureaucracies are too complex, excessive rigidity, and centralization of authority and operation, as such unable to deliver the needs of its citizens. This irresponsible approach by many public institutions has therefore spurred agitations and demands for institutional restructuring and reforms by stakeholders. This further suggests that the time has come for public institutions to carry out responsive approaches to overhaul the Service. Ezeali and Edeh (2007, p.34) pointed out that bureaucratic principles in the administration of developed societies like the USA, Britain, Japan, France, and Germany have provoked efficient, responsible and responsive administration while its application in

the administration of prismatic (developing) societies like Ghana, Nigeria, etc brings inefficiency, red tapism, unethical practices and above all, public outcry against it due to administrative malady.

It is generally accepted that the Rivers State University have students, workers and stakeholders who desire the services of the institution. These services over the years have been provided using public funds to ensure service satisfaction. Unfortunately, there are complaints from many quarters about the service of the institution. Further to this, negative behavioural issues such as acute lateness, unauthorized absenteeism, early close, insubordinations, excessive excuse duty, infighting, truancy, service delay, bribery, etc result in service dissatisfaction. It is pertinent to note that many organizations have failed which has led to folding up not just for financial difficulties but the nature of administrative procedures and formalities. Also, there are complaints of service delay to stakeholders in the areas of duration of programmes, process and transfer of transcripts, payment of allowances, touring advances and financial claims, as well as securing permits or approval for other socio-economic services. Unfortunately, the delay has resulted in massive demotivation of stakeholders leading to lack of concentration and disservice, bribery and corruption, moonlighting, lack of faith, and devaluation of institutional values, etc.

1. Synoptic Historicity of Bureaucracy and Service Delivery in Nigeria.

Pre-colonial Bureaucracy: Prior to the emergence of the British Colonial government in Nigeria, various ethnic groups and indigenes in Nigeria were governed through the instrumentality of their traditional institutions to ensure adequate service delivery to the local people. These institutions were anchored on the behavioural pattern, habits, value system as well as prestige and custom to meet the dynamic conditions or the new state of the local people.

In the Northern part, the Hausa/Fulani Emirates operated a highly centralized hierarchically organized political system. They were predominantly authoritarian vesting much power on the Emirs. There was clear specificity of function of the structure with a long-standing system of tax assessment and collection. The Emirate was divided into districts, which were headed by Hakimis while each district was divided into villages each of which were headed by a village head. In effect, the bureaucratic administration under northern Nigeria was under the District Head (Hakimis) and Village Heads. They were charged with the duty of law-and-order maintenance, collection of taxes within their respective areas and settling minor disputes. In the discharge of these functions however, the district and village heads were responsible and accountable to the Emir (Olawale, 1987, pgs.79-82).

In the western part of Nigeria, Abba and Nwanne (2007, p.22) opine that the Yorubas operated centralized chiefdoms in which the Obas ruled their various chiefdoms. The Obas played roles as constitutional monarchs in the sense that they rule their respective kingdoms through the council of chiefs which exercised dormant powers. They further stressed that each Yoruba kingdom consisted of the Oba's town or capital city and the subordinate towns. The capital city was directly administered by the Oba while he governed the subordinate towns through chiefs known as Baale or Olojo. They observed that the Baales or Olojos and their subordinate chiefs conducted the affairs of the subordinate towns which constituted the local government functions of the political system. The Baalessettled minor cases and disputes, maintained law and order, allocated vacant lands and paid annual tributes to the Oba. On a contrary view, Oyeneye, Onyenwenu and Olosunde (1998, pgs.116-123) noted that the local bureaucracy of the then Western Nigeria was not a centralized form rather, it was a semi-centralized system. They further maintained that the system of administration then was based on checks and balances in which the various organs of government checked the activities of one another to avoid dictatorship. However, the judicial, legislative and executive functions of government were not separated, but were performed by the same person or set of people.

In Eastern Nigeria, the Igbos had fragmented and diffused autonomous communities (Ogunna, 1996) in Abba and Nwanne (2007, p.24). The system comprises many groups and institutions like age grades, women associations, Ozo title societies, the council of Elders, the people's assembly (Oha) shared political authority with the chief of the community. One of the distinctive features of the system is that it functioned with many groups and institutions which shared in political authority within the system. The autonomous community in the Igbo traditional system was a federation of villages. Each village was made up of kindred units. As a result of the fragmented nature of the political system, it became difficult to distinguish between the structures performing local government functions from those concerned with central government functions. Despite this, one can argue that the local functions were carried out by the villages and kindred units. The village and kindred traditional authorities maintained law and order within their areas, settle disputes, established and maintained village markets, constructed village paths and ensured regular cleaning of streams and springs which supply water. The village and authorities made rules and regulations for their villages and protected their customs and traditions.

Summarily, the pre-colonial traditional bureaucracy in Nigeria was envisaged in the areas of appointment of leadership on the basis of age arising from birth, authority system was derived from statuses or positions, duties and tasks were allocated based on skills, competence, and courage of the holders, the traditional heads and councils were principal bureaucrats which were also responsible for allocation of powers and authority to subordinates. They specified the local laws, rules and regulations in line with the practice of their traditions and customs which were instrumental for the delivery of services to their subjects and the colonial masters. The administrative system was structured in such a way to institute respect for hierarchies, with a corresponding chain of command in which all forms of control are in the tandem with the principle of unity of command. The three traditional political systems already discussed were the largest ones in Nigeria and is expected to serve as representative of the various systems in the country.

Colonial Bureaucracy in Nigeria: Like many colonial bureaucracies, the Nigerian Public Service was structured in such a way as to achieve efficiency with least cost. The headquarters which was servants by trained, skilled, permanent and paid body of professional at Lagos had the Governor-General as its head who was accountable to the British cabinet and the parliament. The Governor-General delegated his authority to the chief secretary, who was the head of the service. The chief secretary coordinated the entire service which was divided into two (2) major parts-the Department and the Colonial Political Administration (Onwuka, 2008, pgs.19-23).

In Nigeria, the colonialists were the first to introduce formal bureaucracy in administration. For easy administration, Oyeneke, Onyenwenu and Olosunde (1998, pgs.125-126) emphasize that the colonialists introduced the Crown colony and the Protectorate. The Crown colony was regarded as British territory and was controlled through military conquests, diplomatic missions and treaties with the local people. They stress that the Protectorate was a territory under the control and protection of British government. Citizens were classified as protected citizens, and were subject to the rule of their traditional rulers, who were answerable to the British authorities through the governor who also administered the protectorate by making laws for them. In order to function effectively, the system established an office of the secretary of state for the colonies, the governor, the legislative and executive councils. These institutions were responsible for policy formulation, implementation and execution.

Onwuka (2008, pg.24) avers that the Colonial Governor represented the British Monarch as the administrative head of the colony while the Prime Minister is recognized as the Head of Colonial Administration and Government. The Colonial Secretary, Chief Commissioners and Directors of Administration are his lieutenants assisted by a cream of civil servants who are charged with the responsibilities of providing essential public services in the colonial administration. The colonial bureaucracy was mainly dominated by foreign officers with unwavering respect for higher authority. Colonial leadership and their instructions were considered as sacrosanct while division of labour and specialization of tasks were distributed based on educational background, proven experience and skill set. The system of operation was based on established rules and regulation with strict adherence to hierarchical positions without deviation to ensure adequate job performance was executed. Recruitments, appointments and promotions into the colonial civil service were primarily based on merit couple with security of tenure and retirement welfare. The achievements of colonial objectives were therefore tied to the twin concepts of chain of command and span of control.

The Nigerian bureaucracy is a derivative of the colonial system. The British adopted this system to suit the interest of top foreign politicians in the UK and to achieve efficiency and effectiveness in service delivery without any economic sabotage or obstruction in the local environment. The procedures and practices were determined by the whims and fancies of the colonialists who were themselves authoritarian. In a similar vein, Alornyeke (2011, p.25) notes that colonial bureaucrats were great authoritarians. The District Commissioner enacts laws and formulates policies within their domain with the locals or chiefs expected to implement the laws and policies in their various territories and sanctions awarded to violators of colonial policies and laws. The colonial bureaucracy is therefore embodied with excess formalities, nepotism, self-appraise rules and regulation, egocentric purpose, economic theft, repatriation of profits, development of foreign homes, and other negative bureaucratic practices in administration. Adebayo (2001) in Alornyeke (2011, p.28) outlines the initial objectives of the Colonial bureaucracy in Nigeria as follows:

- a. Maintenance of law and order
- b. Monetization of the economy and introduction of tax payment to the colonial empire or British monarchy.
- c. Encourage the production of export crops to the UK, process them to finish products and import to Nigeria for final consumption by the colonialists.

Post-colonial Bureaucracy in Nigeria: The post-colonial bureaucratic system in Nigeria is patterned in the British, America, and other developed systems of the world which is practicable from 1960 till date (Idakwoji and Stephen, 2003, pg.132). The public/civil service of Nigeria was established after Nigeria gained her independence on 1st October, 1960 under a parliamentary constitution, and later adopted the presidential constitution which gave birth to presidential federalism—a system of government that gave relative autonomy for self-government for the various regions-states and local government councils of the country. Oyeneye, Onyenwenu and Olosunde (1998, p.156) note that Nigeria operates a transplant of British colonial bureaucracy. The independence constitution of 1960 worked on the federal structure with more powers to the regional governments. The military government under General Yakubu Gowon, in 1967 created twelve states shifting the focus on divisions from regions to states. This continued under the 1979, 1989 and 1999 Constitutions with nineteen to thirty-six states which gave greater autonomy and prominence to local governments.

Olawale (1987, p.341) defines the Nigerian civil service bureaucracy as the body of officials who are appointed by the civil service commission to help the government to run the administration of the country. He however stressed that the organization is responsible for the implementation of public policies and programmes of government gear towards the success of any regime or administration of any country. The civil servants according to Olawale (1987, pgs.267-268) are recruited in various departments with the primary function to administer the day-to-day functions of government administration in addition to the following:

- a. Advise their ministers who are their political bosses on the policies of government;
- b. Supply useful data, statistics and information necessary for meaningful planning;
- c. Implement government policies and help to enforce these policies;
- d. Help to explain government policies to the masses or people and consequently report to the government the reactions of the people on such policies;
- e. Represent the government in international conferences or attend seminars;
- f. Keep records of all the important government decisions and write all correspondence for the government departments;
- g. Help government to plan the annual budget and supply all necessary information needed for its actualization, and help the ministers to answer all questions pertaining to the departments either in the senate or press conferences.

Bach (1974) in Ugben (2009, p.13) notes that it is the continuing responsibility of state bureaucracies to promote efficiency and effectiveness in service delivery. Corroborating the above assertion, Idakwoji and Stephen (2003, pgs.102-104) opine that while it may be that all bureaucracies whether public or private exhibit certain characteristics in service delivery, the Nigerian Post-colonial bureaucracy has in addition a few peculiar characteristics as discussed below:

Permanency: He buttresses that the service is sometimes called the permanent government because once appointed and confirmed in the service, a civil service bureaucrat is almost sure of his continuity in office and of his pension rights or entitlements on retirement unless he committed an act leading to gross misconduct. When members of the executive council is disbanded or dissolved, the civil servants continue to remain in office. Loyalty is always paid to the government in power.

Impartiality: They must be impartial in the discharged of their duties to whatever party that forms the government of the day. Loyalty and honesty must be accorded to any political party by civil servants. Involvement in politics is prohibited. This implies that services of the Nigerian bureaucracy must be fairly done to all citizen without any form religious, class, gender, ethnic, or any other sectional biases.

Anonymity: They execute government policies and advise the ministers on policy-making. A minister can be criticized or praised by members of the Executive Council for his policies. He is fully responsible to the State or Federal Executive Council for his policies. The minister cannot blame his officials during Executive Council meetings or in the parliament. In which case, civil servants remain anonymous for their actions. They are nameless officers. Therefore, they are sheltered from the criticisms of the Executive Council, State Assemblies or Senate and Federal House of Representatives.

Expertise Knowledge: civil servants are recruited into the service on the basis of their skill or special knowledge. Professionals in the civil service include accountants, doctors, auditors, state counsels, surveyors, engineers, and administrators. These are the trained body of men and women career officers who in the course of years have become specialists on their jobs. Also, ministers/commissioners rely on them for their expert advice. The higher civil servants are responsible for initiating the policies of a particular ministry which a minister or commissioner can accept or reject.

Idakwoji (2002, pgs.8-10) argues that the original intention of Max Weber on bureaucracy is to ensure orderliness, efficiency and effectiveness in service delivery. He further states that it is however, ironical that the African conception are the negative behaviours that public servants exhibit. He concludes that while bureaucracy has inherent elements that make its processes cumbersome, yet it is indispensable for achievement of efficiency in large scale organizations. The fact that the processes are often misused and abused by inefficient, corrupt and stubborn officers are not enough justification for the total condemnation of bureaucracy.

In assonance with the above scholar, Metro (1940) in Ugbenet'al (2005, p.25) states that bureaucracy proffers;

- a. Stability, order, efficiency, uniformity and symmetry that will create a balance in programmers and service delivery process of the public service.
- b. It ensures a system of formal rules and regulations which enhance administrative action in the public service.
- c. It establishes powers which control the efforts of the organization and continually review its performance and re-pattern its structure where necessary to increase efficiency in service delivery.
- d. It ensures that appointment into the public service is based on merit. It means that for one to be appointed into the service such person must possess the requisite qualification and can only be found appointable after an examination.

The impersonality in interpersonal relationships and of course the existence of written rules boosts loyalty and commitment in bureaucracy. An official cannot refuse to implement a directive by his superior on the grounds of disaffection or other emotional and personal reasons. Otherwise, such an official would have to be disciplined appropriately for insubordination (Okonkwo, 2008, p.45). The implication is that the Nigeria bureaucracy is guided by extant rules and regulation to foster effective service delivery. Additionally, Oyeneye, Onyenwenu and Olosunde (1998, p.96) believe that service delivery is the primary purpose of the bureaucracy. To achieve it, the service must be regulated by certain rules and work procedures. Hence the Civil Service Commission was established as an independent body to administer the civil service. The commission is insulated from partisan politics, and is made up of a full-time chairman, some full-time and part-time commissioners. The chairman of the federal civil service commission is appointed by the president, while that of each state is appointed by the governor. Members should be people of proven integrity and good education.

2. The Rivers State Bureaucracy: Roles and Service Delivery Process.

The Rivers State Bureaucracy is the body of professionals otherwise known as the civil servants, established by law, saddled with the primary responsibility to implement government policies with regards to service delivery in Rivers State. The body is led by the most senior administrative official known as the Head of Service (HoS) who reports the activities, successes and the challenges faced by the service to the executive council where the HoS is also a member. The purpose of this is to facilitate and ensure adequate service delivery that is timely, affordable and reliable for citizens' satisfaction. Furthermore, the bureaucracy cut across ministries and parastatals where the duties of the civil servants are carry out for effective service delivery. Progression of civil servants is based on qualification and seniority. The Commissioners who are the 'political eyes and ears' of the state administration receive reports of activities from Permanent Secretaries of the various ministries in the executive council headed by the Rivers State Governor or its representative.

The service according to Okoroma (2010, p.5) is instrumental to providing work tools; alleviating poverty; ethical re-orientation; transport facilities, and capacity building. He further stresses that the state bureaucracy is mandated statutorily to assist the government in the formulation and implementation of government/public policies toward providing essential services; provide the basis for harnessing the economy of both the public and private sectors for full utilization; ensure and monitor key performance indicators of policies; and to provide necessary support to the various organs of the state government. He concludes that several reforms carried out by state administrators on the state bureaucracy are to engender increased productivity on the part of civil servants. No doubt, the Rivers State University is an arm of the Rivers State Bureaucracy.

3. A historicity of the Rivers State University, Port Harcourt, Nigeria.

The Rivers State University (RSU) is an arm of the Rivers State Bureaucracy. It has a long history of constitutional reforms to ensure effective service delivery. The quest to achieve its objectives, vision and mission of expanding and promoting frontier of knowledge in the areas of petrochemical studies through scientific and technical approaches and proffer solutions to ecological problems characterized its establishment as a technological institution. This bias, no doubt, was predicated on the early recognition of the strategic and ecological potentials of the newly found crude oil in the Niger Delta. The University was formerly known as

College of Science and Technology (CST) then Rivers State University of Science and Technology (RSUST) now Rivers State University (RSU).

The background of the University dates back to the Ashby Commission on Higher Education in Nigeria in 1960, the birth came on 6th August, 1980, some decades after the Ashby Report. This was accelerated by the promulgation of Nigeria's Presidential Constitution in 1979, which removed the legal drawback to the establishment of a university by a State Government. The constitution restored educational matters to the concurrent list, which meant that they could be legislated on by the State and Federal Governments. Having removed the legal obstacles, the then civilian administrator, Chief Melford Obiene Okilo, in fulfilment of his electoral promises signed into law the establishment of the University. By this gesture, the University became the first state owned technological university.

The law which established the University (Rivers State University Law of 1980) transferred the assets and liabilities of the College of Science and Technology (CST), to the new university. The University is a corporate body which can sue and be sued (RSU Academic Brief, 2017-2027).

Currently, the University has more than nine faculties; Agriculture, Engineering, Environmental Sciences, Humanities, Law, Management Sciences, Social Sciences, etc; a Postgraduate School and about four Institutes; Pollution Studies, Education, RIART, Geosciences and Space Technology, and three Centres: Centre for Continuing Education, Centre for Special projects, Information and Communications Technology Centre. The University runs more than 37 undergraduate programmes and 86 at the postgraduate level.

The University has projected staff strength of 3000 and a student population growth rate of 14.6% which amounted to 30,115 by 2019. The University is ranked by Webometrics as the 22nd among 100 other Universities in Nigeria and 4047 among 19000 universities in the world. Also, it is ranked as the 30th in the lists of Nigerian Universities by the National Universities Commission (NUC) in 2019. The language of instruction in the institution is English.

The law (RSU Law of 1980) establishing the Rivers State University further confers the follow powers on the University. The University has powers:

- a. To establish such campuses, colleges, faculties, their institutes, centres, schools, extra-mural departments and other teaching and research units within the university as may from time to time seem necessary or desirable.
- b. To institute professorships, readerships, lectureships and other posts and offices and to make appointments thereto;
- c. To institute and award fellowships, scholarships, exhibitions, bursaries, medals, prizes and other titles, distinctions, awards and forms of assistance;
- d. To provide for the discipline and welfare of members of the university;
- e. To hold examinations and grant degrees, diplomas, certificates and other distinctions to persons who have pursued a course of study approved by the university and have satisfied such requirements as the university may lay down;
- f. To grant honorary degrees, fellowships or academic titles;
- g. To demand and receive from any student or any other person attending the university for the purpose of instruction such fees as the university may from time to time determine subject to the overall directives of the Commissioner;
- h. To acquire, hold, grant, charge or otherwise deal with or dispose of moveable and immovable property wherever suitable subject to provisions of the University Law;
- i. To do anything which is required by the University Law or by statute to do; and
- j. To do all such acts as may advance the objects of the university.

The law requires the institution to set up the following directorates and committees;

- a. Academic Planning Directorate;
- b. Estate, Works and Transport Directorate;
- c. Physical Planning and Development Directorate;
- d. Health Services;
- e. Students Affairs;
- f. Entrepreneurship Development Centre;
- g. Finance and General Purpose Committee;
- h. University Tenders Board Committee;
- i. Staff Disciplinary Committee;
- j. Promotions and Appointments Committees;
- k. Honorary Degrees Committee;
- l. Senate Committee;

- m. Business Committee;
- n. Provost and Deans Committee;
- o. Admissions Committee; Etc.

The National University Commission (NUC) is the supervisory agency responsible for all Universities in Nigeria. The Commission performs the supervisory role on behalf of the Federal and State Government represented by the Federal and State Ministries of Education. The University has the Executive Governor of Rivers State as its Visitor and the main organ for the overall administrative and academic direction of the University are the Governing Council and the Senate respectively. The Visitor appoints the Chancellor and the Pro-Chancellor and Chairman of Governing Council on the recommendation of the State Commissioner of Education and hold office for a fixed period of time. The Council is the statutory body charged with the general control and superintendence of the policy, guidance, finances and property of the institutions including its public relations. It regularizes appointments and approves key capital projects. The Senate has the general responsibility to organize and control teaching, the admission and discipline of students, and promote research in the University. The daily management of the University is overseen by the Vice-Chancellor, who is supported by other principal officers and senior executives.

The University consists of two sectors - the Administrative and the Academic Sectors. The Vice-Chancellor is the Chief of the Administrative and Academic Officers and Ex-Officio Chairman of the Senate. He is appointed by the Visitor acting on the recommendation of a Joint Governing Council, and Senate Selection Committee. He is also a member of the Governing Council and is responsible for directing the affairs of the University. To assist the Vice Chancellor in the day to day administration of the University are the Registrar, the Bursar who administer the finances and the Director of Works who runs the Works and Services Department. Other Service Units include: Academic Planning Directorate, Directorate of Health Services, Physical Planning and Development, the University Entrepreneurship Development Centre, etc. (Academic Brief, 2017-2027).

4. The nexus between bureaucracy and service delivery in the University

The study reveals that there is a strong connection between bureaucracy and service delivery in the University. The University is bureaucratic in nature. Ugben, etal (2005, p.48) observe that bureaucracy is inseparable from any government institution. It is associated with red-tapeism; slowness in decision making and policy implementation.

Onyeneho (2008) in the same vein states that bureaucracy is indispensable for organizational survival. It is the best functioning organizational theory that enhances administrative efficiency in the public service. It is still widely adopted in large-scale systems with high degree of success. This implies that the University adopts the same bureaucratic mechanisms like every other public institution.

He further highlights the reasons by Max Weber to overcome administrative boredom. He avers that bureaucracy has codified rules and regulations which serve as control mechanisms mainly to direct service delivery in the public service. The composition of the rules and procedures that govern the operations of the public service is to ensure orderliness, merit based system, recruitment, appointment and promotion should be based on competitive examinations and interviews entrenched in merit, seniority and achievement, staff motivation, discipline of violators of rules and regulation, clear line of direction, hierarchy, authority and responsibility, impersonality, anonymity, obedience, division of labour, etc.

Supporting the position, Idakwoji and Stephen (2003, pgs.64-66) notes that one cardinal principle of bureaucracy is motivation. It creates rooms for efficient and effective utilization of talents and abilities of employees for the attainment of goals. They further stressed that adequate staff motivation enables workers to naturally and enthusiastically perform their duties in the face of whatever circumstances. Also, division of work ensures that the employees demonstrate necessary skills and knowledge to their tasks and enables them to maximise efficiency. The Institute of Strategic Management, Nigeria (ISMN) (2011, pg. 109) states that bureaucracy encourages division of labour and enhances work specialization to maximise efficiency while ensuring discipline. Similarly, Dapper (2005, pgs.31-32) states that division of work is the departmentalization or breakdown of labour/work in which a unit is managed by a supervisor to produce results. The departments or units constitute the sub-systems in an organization which are coordinated to contribute to the overall objectives of the whole. It is done for the purpose of promoting productivity and efficiency in the organization. Furthermore, information available also reveals that the University has very beautiful staff motivation policy if properly implemented would enhance staff performance in service delivery. They further stress that it is the negative behaviour exhibited by Africans that is giving bureaucracy a bad name. Therefore, public institutions need constant reformation. Furthermore, Okonkwo (2008, pg.68) posits that

accountability and transparency are cardinal principles of the public service in service delivery. Bureaucracy is to foster accountability and transparency in order to build trust and boost confidence in business. The recurring work process by individual or group of workers has constantly leads to monotony, boredom and delay in service delivery in the University.

It is in this light that many scholars believe that bureaucracy only exist on papers or as a theory but not reality. The study reveals that bureaucracy is the real reason for red tapeism or delay in decision making. Ugbenet'al (2005, pgs.22-25) and Okonkwo (2008, pgs.64-65) stress that the process of decision making in the public service is very difficult, fraught with abstract policy, ineffectual administrators, and dishonest officers with corrupt tendency. Bureaucracy is a puppet in the hands of politicians.

This is further evidenced by the work of Ezeani (2004, pgs.26-29) who states that

bureaucracy symbolises everything that is associated with politics-political instability, political interference, political influence by allies and families, poor administrative conducts, poor working conditions and ethics leading to administrative corruption, outmoded systems, clumsy and ambiguous procedures and practices among others, which have adverse effects on service delivery in public organizations. The poor performance of public bureaucracy is sometimes blamed on its principle of impersonality, which often creates a gap between the bureaucrats and the citizens.

This is strengthened by Okoroma (2010, pgs.5-6) that staff motivation is treated with disdain in virtually all sectors of the Rivers State bureaucracy. He further reveals that higher management do not demonstrate transparent attitude needed for accountability. Inadequate incentives to bureaucrats had caused non-commitment and moonlighting in service delivery in Nigerian bureaucracy. There is beautiful staff motivation policy but they are not being implemented to the fullness. Employees who embarked on official programmes were not promptly paid their touring advance or reimbursements. This attitude gives bureaucracy a bad name.

It is in line with the above that most of the respondents believe that bureaucracy does not impact on staff motivation in service delivery in the University. In the absence of accountability and transparency, there is corruption. Most respondents who pleaded anonymity during the exercise reveal that between the periods of 2008-2018, there was absence of due process in contract management. The procurement act and bidding processes were constantly abused and violated. The businesses were never transparent due to political influence in the management of the University's affairs.

It is based on this that 70% of the respondents strongly disagreed that bureaucracy instituted accountability and transparency in the University. The study concludes that bureaucracy does not engender effective service delivery in the University. Unarguably, the University needs administrative and service delivery reforms.

5. Critique of Bureaucracy in Service Delivery in the Nigerian Public Service.

Idakwoji and Stephen (2003, pgs.104-106) note that the Nigerian Public Service bureaucracy has been characterized by inconsistency, ambiguity and lack of focus. They opine that Weber ideal bureaucracy is to overcome boredom, consistency, precision, strict rule application and discretion, hierarchy, differentiation and merit, achievement, etc.

However, when bureaucracies in developing countries become the object of focus, the incompatibility of the Weberian model becomes glaring because the operation is far from near actuality in these societies. Here, the structural and behavioural characteristics differ significantly from the Weberian type practiced in Nigeria. This is borne out of the fact that the bureaucrats in developing societies such as Nigeria are in transition, and being in transitory position, they embrace some elements of modernity and tradition leads to the perversion of the two. Hence, the bureaucratic practice in Nigeria post-colonial period is characterised by heterogeneity, formality, ritualism, nepotism, bazaar canteen model, inconsistency and excessive corruption.

Corroborating the bureaucratic criticisms outlined by Okoroma (2010), Idakwoji and Stephen (2003, p.108) however, stress that the causes of inefficiency in the Nigerian post-colonial bureaucracy are faulty recruitment of employees into the service, faulty and frequent postings of employees to higher responsibilities without the background experience, inadequate training, poor health and numerous domestic responsibilities, incompetent superior, lack of clear objectives, conflict between administrators and professionals, political pressures and instability, and false reporting which affect the Nigerian bureaucracy.

The dysfunctionality of the African bureaucracy, according to Okafor (2005) in Aloryenku (2011, pgs.45-47) has historical antecedent. The issues of unsatisfactory service delivery to the masses can be traced to the followings:

- a. The colonial administration bequeathed an inflexible and rigid bureaucratic system to Africans;
- b. The quick recruitment of inexperienced Africans into the service without the requisite qualifications to manage sensitive portfolios;
- c. The political system is patterned to reward political loyalists and allies, and serve the interest of families, ethnic and religious consideration. This has further encouraged overstaffing, employment of mediocre, and moonlighting.

Ajeh (2018, p.151) confers the critique of bureaucracy and its negative effect on the service delivery of many institutions by many scholars. He notes the work of Ludwig Von Mises who roundly criticised bureaucracy. The scholar maintains that many profit-making private ventures will negate the excesses of bureaucratic approaches in order to deliver quality service. He remarked that if there was any semblance of bureaucracy in the private enterprise, it was due to government interference. He again criticised it on the ground of dysfunctionality. Peter Blau noted that rules, procedure, hierarchy, assured career, all make bureaucracy dysfunctional. He saw the principle of bureaucratic impersonality as a contradiction to spirit de corps advocated by the classical school.

In addition, Ajeh (2018, p.153) claimed that Fred Riggs position is that bureaucracy in developing countries have the features of "formalism," "overlapping," and "heterogeneity" in their administrative system. The scholar stresses that both Bernard and Selznick observed that Max Weber omitted informal organization from his thesis on bureaucracy. They pointed out that informal group modify the goals and objectives of the formal and introduce human factor to assuage the harsh demands of the formal sector. Without the role of the informal sector, rigidity comes to the formal organisation. Another scholar, Carl Frederick asserted that Weber's ideal typical bureaucracy has no notion of responsibility but only power and authority. Rights and obligations go together. It is incomplete to have authority without responsibility and vice-versa. This is a major flaw in Weber's model of bureaucracy. Robert Presthus pointed out that economic compensation as espoused by Weber was not motivating enough to make workers produce more in a coal industry in Turkey.

The scholar also noted that Gouldner debunks Weber's principle of size as a precondition for bureaucratic growth. He argued that they were complex and large organisations that were not bureaucratic in any serious sense of the term, and that increasing use of modern technology does not necessarily lead to a greater degree of division of labour. He further challenged the hypothesis that effectiveness of bureaucracy is based on uniformity and rigid rules with little scope for variability. He indicated that Weber neglected the authority based on expertise and he, instead emphasized authority based on hierarchy. According to Gouldner, authority based on expertise is referred to as representative bureaucracy while authority based on hierarchy is called punishment centre bureaucracy (Ajeh, 2018, p.155).

He concluded that bureaucratic organization is an organization that cannot correct its behaviour by learning from its errors. His contribution lies in his ability to clarify sometimes complex and often confused relationships between culture, values, and the bureaucratic system.

The above disquisitions by the scholars on the Nigerian bureaucracy and service delivery, it is therefore pertinent to state the followings;

- a. The Nigerian bureaucracy is obsolete. It is the embodiments of excessive rules and over-rigidity, procedures and methods fraught with lack of initiative, creativity and innovation in public service;
- b. It abhors team work, concerted efforts and collaborative approach. It neglected the emergence of spirit de corps, and prided self-egoism and ritualism;
- c. It delays service delivery and encouraged bribe taking and corruption by public officials;
- d. The nature of its rigidity and inflexibility is to exploit consumers who need service delivery.

II. CONCLUSION

The study reveals that there is a nexus between bureaucracy and service delivery and that bureaucracy is a necessary tool for the achievement of goals. However, the University bureaucracy does not institute transparency and accountability neither impacted positively on staff motivation but liable for red-tapeism, and delay of service delivery. It therefore submits that bureaucracy does not engender effective service delivery in the University. Extant rules and regulation in the Nigerian Public Service were introduced for the purpose of service delivery. Unfortunately, the rules are obsolete, vague and inflexible. Their nature does not enable them give rooms for the use of initiatives and creativity in service delivery. The work therefore submits that extant rules and regulation do not engender effective service delivery in the University. The study concludes that disciplinary measures instituted against violators of extant rules and regulation is compromised. The nature of discipline does not commensurate with the gravity of offence committed. Some staff are treated as “loyal staff” with lesser punishment while others are left to face the wrath of their actions. Therefore, the measures meted out on erring employees do not engender effective service delivery.

III. RECOMMENDATIONS

1. The University should adopt Systems Applications and Products in data processing also known as Enterprise Resource Planning (SAP-ERP). The SAP-ERP is a German multinational software produced in 1972 by Christian Klein to continuously interact interdependently with other users such as faculties, institutes, centres, departments, vendors, students, staff, etc for the purpose of information exchange in service delivery. “User’s ID and Passwords” are usually created to enable staff log-in at the resumption of duty. All transactions and movements of files, including requests, application, permission, and approvals are done through this e-platform. The activities are monitored by a trained SAP consultant who also acts as software administrator. It reduces stress, truancy, service delay and excessive paper work thereby saving cost, enhances precision, institutes transparency and accountability, and maximises efficiency in service delivery. Currently, the electronic software is being used by large organizations like Total, Oando, Agip, NNPC, Chevron, etc around the globe with effective results.
2. Extant rules and regulation of the institution should be clearly stated. The rules and regulation should be made flexible to be able to adjust to the dynamic and changing nature of the business environment. There should be periodic review of the rules so as to give rooms for initiatives and discretion that breeds innovations and creativity in service delivery.
3. The University should be granted autonomy to manage its own affairs. The University should make decisions on administrative, recruitment, appointment, promotion, discipline and development of officers and staff and enjoys uninterrupted and timely academic programmes including the powers to raise revenue and determine its own expenditures.
4. Disciplinary measures instituted against violators of extant rules and regulation should commensurate with the gravity of offence committed. Also, it should not be compromised irrespective of the status of that officer or employee.

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