



THE PROBLEM AND PROSPECT OF BUREAUCRATIC ADMINISTRATION IN NIGERIA

DR ANTHONY EMHENYA IYOHA

Department of Political Science and public Administration, Edo University, Iyamho

Abstract

Bureaucratic is' red gained widespread tape or red tapism' By recognition in the this they see practice of bureaucracy to mean organization both in excess of paper work the developed and the and rules leading to developing countries. gross inefficiency. This model continues They argue that the to influence the strict adherence to rules leads to inefficiency, waste of time and is not result oriented. However, Bureaucratic form of development of government has modern organization.

Keywords:
*Bureaucracy,
Authority,
Officiadon, Power.*

INTRODUCTION

Max Weber's (1958) had made very deep study of bureaucracy .According to him system developed with the coming of democracy because political bosses who head different departments and are required to take decisions are not permanent as well as experts. It is therefore, left to the bureaucracy to implement decisions and maintain continuity in administration. As a system characterized by official duties based on formal rules, and a stable authority structure, bureaucracy represent functional expertise. Not only this but the system lays stress on merit and ability. Weber believes that bureaucracy and democracy are closely linked with each

The paper used the organization and effectiveness. The secondary source of structure, and should paper concludes by data and recommends start with recruiting pointing out that many that If public personnel on the basis of the public bureaucracy is to of merit. Recruiting enterprises short-become development personnel on the basis comings can only be oriented, there is the of federal character is ameliorated through need for reappraisal of to sacrifice efficiency management reforms.

Other. Mukhi, (2008)
According to him, Weber is a type of social organization in hierarchic organization order. In this individuals are placed at different hierarchal order in a ladder. In this each person has some power and authority. The whole order is more or less permanent in nature and aims at running the state and its administration. It has developed with growth of democracy, because in democracy those who rule the state are not permanent being. Since they come and go for a short period, therefore, bureaucracy becomes unavoidable so as to maintain continuity. According to Max Weber, bureaucracy has a very close relationship with democracy. It is believed that any person can occupy any position in bureaucracy provided he is capable and able of doing so. In this different people get different emoluments, which means circulation of money which is integral part of capitalism. For him therefore, capitalism and bureaucracy must go hand in hand.

According to Ademolekun (1976:) “, a development oriented bureaucracy is one considered to be capable of bearing the major responsibility for promoting economic and social change.”

The fundamental relevance of public bureaucracy in the general transformation and development of the society cannot be down played. Public bureaucracy is that organ and machinery of government that statutorily exerts and gives forces to the decisions and efforts of political leaders at all spheres of government.

According to Anise, (1984:13) Political leaders make policy, then public, *bureaucracy executes it. If the bureaucracy lacks the capacity to implement the policies of the political*

leadership, those policies, however, well intentioned will not be implemented in an effective manner.

The point here is that no matter how well intentioned economic, political and social policies are, if appropriate bureaucracy measures are not put in place for their actualization, societal development would become mere wishes. This was corroborated by Akpotor (1997: 151) when he says “policy decisions are not self enforcing; it is the bureaucracy which must transform hope to reality.”

In the light of this, it becomes a major concern for government all over the world to identify and recognize those factors that constraint public bureaucracy from development responsibility to the society.

STATEMENT OF THE PROBLEM

Ways to enhance efficiency in public bureaucracy have always been paramount to the programmes of successive civil and military administrations in Nigeria as well as concerns for scholars in public administration. This is because public bureaucracy has consistently been blamed for under development in the nation. This situation in-avertedly has given rise to the setting up of various review commissions and reforms to carry out the process of administrative reforms to make public bureaucracy in Nigeria development oriented.

Despite the reforms by the federal government, development in Nigeria remains a mirage. In this manner, this research study is poised to identify and establish those phenomena that constraint public bureaucracy development efforts in Nigeria. The questions that arise at this juncture are: what are those perceived issues that constraint development efforts of public bureaucracy in Nigeria? These are not easy questions to answer; they require a deep reflection of two major issues: Structural problems, and administrative and behavioural idiosyncratic attitudes of bureaucrats. These two issues have remained an arena for intellectual contestation among scholars. This has raised some fundamental questions:

1. To what extent does public bureaucracy structural arrangement impact developmental capacity of Nigeria?

2. Do the administrative idiosyncratic attitudes of bureaucrats negatively impact developmental efforts in Nigeria?
3. To what extent does the political terrain negatively impact public bureaucracy developmental capacity of Nigeria?
4. How conducive is the economic environment for public bureaucracy in promoting development in Nigeria?

Definition of major Terms

Bureaucracy is a formal organization which is established or designed to perform and achieve specific tasks

Officialdom refers to all the officials as a group, it also means the methods by which public officials performs their duties.

Authority has to do with the legitimate use of power such as issuing out instruction, rules, orders or enactment of laws etc.

Power is the ability to command others and to receive obedience from them

Theoretical frame work : Administrative Management Theory

The assumption of the flexible nature of man gave rise to a specific variant of administrative management theory that held sufficient leverage for man to exercise his humaneness, initiative and drive. Before now, Taylor's (1947) theory of scientific management with its implicit robotic feature and a rigid notion of man held sway.

1. The search for a new theory that might be more flexible and accommodating led to the emergence of administrative management theory.
2. While the implied structure of administrative management theory may not necessarily produce such proposed humane organization features, the proponents of this school Fayol (1948) and Gulick (1937), took a much broader perspective than Taylor. Apart from examining task efficiency, they also postulated some general principles of organization and management (Beach 1981). Some of these principles which include the specialization of functions and division of labour and the co-ordination of these functions and people by management tend to overlap with key characteristics of bureaucracy.

3. Some of these general principles are abound in public organization in Nigeria. For example, the job description of graduate workers in any specific public sector organization or ministry in Nigeria clearly delineates the responsibility and authority of each officer. Documents also stipulate that orders, information and complains should flow along the chain of command. Thus, the principles on which Nigerian public job descriptions are based are similar to the general principles of management enunciated by Fayol (1948) and Gulick (1937). In Adebayo (1981) This perhaps, is the main point of convergence between administrative theory and thrust of this paper. Bureaucracy and its implied administrative framework contain features that should ordinarily promote efficiency, but the particular culture exigencies of the Nigeria milieu coupled with the lingering aftermath of the contingent colonial conditions have worked adversely to scuttle any claims bureaucracy might make on efficiency. It is the aim of this paper to outline the genesis of bureaucracy as an ideal construct with relevant and realistic resonance for contemporary Nigerian public administration. Some of the pervasive pathological tendencies which tend to forestall bureaucratic efficiency will be highlighted. A part of the overall aim of the paper is to encourage a well-integrated and coordinated system approach that might engender an appropriate climate with favourable consequences for efficiency and productivity.

Review of Relevant Literatures

Features of bureaucracy:

Weber has given the following main features of bureaucracy:

It is a continuous organization consist of officers of different categories recruited for discharging certain official duties. It is bound by certain rules and regulations.

In it there is specific sphere of competent. Not only this but each one has a sphere of obligations to discharge.

Everyone has specified duties to perform and there is clear division of labour. There is a legal provision which provides sufficient authority to each one to carry out his allotted functions.

The organization follows principle of hierarchy which means that every lower officer functions under the supervision and control of a senior officer. He is supposed to obey his command and is also responsible to him for all his acts of omission and commission.

When the nature of job to be handled is highly technical or specialized for that provision of training becomes necessary and is actually provided. Thus, only a person who is or who has demonstrated his technical competence is considered qualified to join the position.

Still an important principle of bureaucracy is that the members of the administrative staff should be completely separated from the ownership of means of production and administration.

Then there is complete separation of property belonging to the organization, which is controlled within the sphere of office and the personal property of the official.

All administrative decisions and rule are reduce in writing with sufficient background so that these can be quoted at any time.

In bureaucracy, according to Weber, there is clear cut division of work for categories of employees and that too according to certain well established norms which must ordinarily be followed.

In it powers of each one is clearly defined to avoid confusion and overlapping. This enable everyone to remain within its allotted sphere and it also becomes easy to fix responsibilities for failures and to give rewards to those doing good work.

In bureaucracy there is provision for security of service and fixed emoluments for each category of job, as long as one discharge one's duties and responsibilities honestly and impartially.

Every good work is to be rewarded and bad work punished. Thus there is a system of rewards and punishment in bureaucracy.

Criticism of public bureaucracy

In recent years Weber's bureaucratic form of organization has become the subject of some serious criticism. These include the following:

1. Blau says Weber's model explains the social structure only through the functions of its elements. It does not investigate into disturbance or 'dysfunction' that various elements produce in the structure of an

organization. Blau points out that Weber could not recognize that “... the same factor that enhances efficiency in one respect often threatens it in another”. He argues that a fresh look has to be taken at the concept of rational administration, in a fast changing environment, “the attainment of organizational objectives depends on perpetual change in the bureaucratic structure”. According to Blau, in Sapru, (2013) efficiency in administration can be secured only when an individual is allowed to identify with the purpose of the organization and to adapt his behavior to his perception of changing circumstances,

Argyris also claim that bureaucracies restrict the psychological growth of the individual and cause feelings of failure, frustration and conflict. He suggests that the organizational environment should provide a significant degree of individual responsibility, self-control, and an opportunity for individuals to apply their full abilities.

2. A close examination of Weber’s model shows that it contains some contradictions.
 - (a.) The two principles ‘*impersonal detachment* and *esprit de corps*, which , according to Weber, achieve administrative efficiency, are incompatible, since if the relations between the administrative staff are dictated by impersonal detachment, it becomes difficult to see how an *esprit de corps* can emerge.
 - (b.) Likewise, rigid adherence to the principle of hierarchical relations between the superiors and subordinates gives rise to mutual suspicion as the latter tends to conceal defects in their work and interfere with the upward flow of information.
 - (c.) Similarly, there is a contradiction between the systems of promotion according to seniority and according to merit, which again cannot fail to reflect on the hierarchically built relations.
 - (d.) Philip Selznick, in Sapru, (2013) pointing to the division of functions, shows how sub-units set out goals of their own, which may contradict with the purposes of the organization as a whole. Critics, like Gouldner argue that the Weberian model does not include the orientations of members in relation to the rules in the organization. This model ignores the human touch.

3. Weber's bureaucratic form of organization based strictly on formalistic structure is criticized by Chester Barnard and Simon. According to Barnard, "informal organizations are necessary to the operation of formal organizations". Blau too maintains that "informal relations and unofficial practices often contribute to efficient operation.
4. Selznick also draws attention to the vulnerability of bureaucracy's goal displacement. He criticizes the Weberian model for its neglect of the treatment of power which a bureaucrat assumes in the organization whereby he is "increasingly preoccupied with his own social position and in the end subverts the professed goals of that organization by concentrating only on his own power position". Further, in a democratic country like India, it becomes difficult for a bureaucrat to remain impersonal in the face of growing personal needs and loyalty to superiors.
5. Mouzelis contends that Weber's ideal-type bureaucracy is not necessarily rational and efficient, and consequently, its posited combination of bureaucratic characteristics may not be "objectively possible". Moreover, it is argued that the use of ideal types alone does not accomplish Weber's theory-building objectives.
6. Although Weber admires the rationality and efficiency of bureaucratic organizations, he also associates bureaucracy with an oppressive routine adverse to personal freedom. He observes that bureaucracy has penetrated all social institutions, public and private, and that it limits individual freedom, renders the individual incapable of understanding his own activities in relation to the organization as a whole, and favours the "crippled personality" of the specialist.

CONCLUSION

This study takes a look at the problems and prospects of public bureaucracy in Nigeria. In achieving this, the researcher used secondary source of data

The information gathered were analyzed and the major findings presented. The implications of the study were articulated and recommendations

proffered to ameliorate the short comings discovered in the study. If the recommendations are implemented, there will be transformation/development in Nigeria organizations.

RECOMMENDATIONS

Based on the research findings, the following recommendations are made:

1. If public bureaucracy is to become development oriented, there is the need for reappraisal of the organization and structure, and should start with recruiting personnel on the basis of merit. Recruiting personnel on the basis of federal character is to sacrifice efficiency and effectiveness.
2. I wish to emphasize that development and transformation cannot take place in Nigeria, unless there is a reappraisal of the organization and structure of public bureaucracy. This is a sine qua non for development a reappraisal of the organization and structure allows public bureaucracy become development oriented.
3. The attitudes and behaviour of public bureaucrats need to change. They should be trained and retrained to imbibe the spirit of innovation, efficiency, achievement, and ingenuity, and superiors should be willing to delegate authority to their subordinate.
4. Public bureaucrats should be motivated to enable them perform their duties without fear and favour.
5. Development, which leads to transformation, can only occur effectively and efficiently if government reforms the structure and organization or the way public bureaucracy was put together by the colonial administrators. In the words of Adu (1974:39).

In most Africa countries (like Nigeria), the organization and structure of the system within which the administrator's functions are outdated and incompatible with the dynamics of the new situation which faces us, The situation therefore, calls for a drastic re-appraisal of the organization and structure of the public service of the institution training and orientation with them.

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