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ASSESSMENT OF BUREAUCRATIC THEORY IN THE NIGERIAN PUBLIC SECTOR FROM 2019-2023 WITH PARTICULAR REFERENCE TO FEDERAL COLLEGE OF EDUCATION, TECHNICAL, GOMBE

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ABSTRACT
Political appointees such as ministers, advisers, and members of the judiciary at the federal, state, and local government levels are not covered by bureaucratic theory in the Nigerian public sector. The word "bureaucracy" often evokes negative connotations in people's minds. There are occasions when bureaucrats are laughed at and the term "bureaucracy" is used as a derogatory epithet. One of the main goals of the research is to determine whether bureaucracy is a type of hierarchical management that occurs in companies with a division of labor and a line of authority, where employees perform their jobs in an orderly fashion under the guidance of rules and regulations from their superiors. Both primary and secondary sources are used in the data collection process. In elementary school, we utilized surveys, but in high school, we employed public articles, textbooks, journals, and newspapers. One-way ANOVA and the t-test were used as statistical methods to design and evaluate the null hypothesis at the zero point zero five (0.05) level of significance. One significant finding is that there is a policy conflict over who will be in charge between politicians and career bureaucrats, which results in red tape and poor service performance. One important suggestion is to keep politicians and career bureaucrats apart because bureaucracy is concerned with technical qualifications and hierarchical structures in both the public and private sectors.
KEYWORDS: *Bureaucracy, Theory, Public Sector, Civil Service, organizations*

INTRODUCTION

The bureaucracy itself is a theory of its own, but the focus of this work is to evaluate the bureaucratic principles vis-à-vis Nigerian public sector using the Federal College of Education, (Technical) Gombe, as a basis of the study. This study shall, therefore, adopt the bureaucratic theory of Max Weber, (1922). According to Mitzman (2023), Max Weber was born in April 21, 1864 in Erfurt, Prussia, Germany and died on June, 1920, in Munich, Germany, (56 years). The bureaucracy known as public service has been subjected to reforms over the decades. This is done in order to improve service delivery. In 1974, there was Udoji reforms to improve the Nigerian public sector and Dotun Phillips of 1988 and others. For Gobir, the Udoji Commission shows that the Commission was a mere financial prescription and reward to civil servants without digging deep before making prescriptions on how jobs can be performed (Uzoho, 1997).

Also, in 1997, there was reform in public bureaucracy. This reform was formed by the then Military Junta of Late Gen. Sani Abacha under the Ayida Panel with the reference to identify and find out the various factors inhibiting the effectiveness and efficiency of the Nigerian public sector. The highlights of the recommendations of this panel which led to the 1997 reforms, which is in line with the bureaucratic theory of Max Weber were published in a white paper in June, 1997 by Adebayo.

In fact, this panel was more detailed and elaborate to have dealt with the summary of other issues concerning the Nigerian Public Sector (Uzoho,1997). These reforms did not affect the federal civil service alone but also affected the states all over the country. According to Ojo (2023), public service comprising civil servants and non- civil servants that constitutes the bureaucracy of every country. They (civil servants and non- servants) are the people who implement government programmes, policies and projects. They work in government ministries, departments and agencies better known as MDAs. Not every public servant is a civil servant, but every civil servant is a public servant. The public service is established by section 169 of the 1999 Constitution. The civil service consists of several ministries, being a subsidiary of the public service. The public service contains the civil service, Armed Forces, Judiciary, Statutory Corporations, etc. which are owned and financed by the government both at the state and federal levels. Most public service organizations are service-oriented, rather than profit-oriented.

The Punch Newspaper of August 4 edition (2023), reported that: “About 512 directors in the civil service who have spent eight years on the directorate cadre may be forced out of the service sequel to the implementation of the newly revised Public Service Rules, 2021, by the Federal Government. The PSR, which takes effect from July 27, 2023, was launched by the Office of the Head of Civil Service of the Federation on July 28, 2023 in Abuja”. The report went further that the new rules also introduced a tenure policy for permanent secretaries who are now required to spend four years in office which is renewable subject to performance. The

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Head of the civil service of the federation, Dr. Folashade Yemi-Esa, while unveiling the revised public service rules noted that the rules were revised under the administration of former President Muhammadu Buhari but the launch was delayed until President Bola Tinubu took over in line with the "renewed hope" agenda.

Therefore, Marx Weber Bureaucracy and Fredrick Herzberg of Two-Factor Motivation Theory are the Theoretical Framework used in the study. Max Weber's bureaucracy is best understood seeing the organization in the context of social action. According to him, the ideal type of bureaucracy leads to efficiency, rationality and development. In the real sense, the most efficient and rational organization is that in which there is clearly defined hierarchy of offices, each with a clearly defined jurisdiction, each office filled by an individual tested to possess the highest technical qualification and the entire set of office is linked together by a system of rules, procedures and impersonal relationships. For example, the function of a Chief Executive Officer (CEO) who is at the top of management is different from that of the clerk, marketing assistant or pay-officer. Any directive (s) has to come from the top to the last (least) worker (clerk).

Weber explained that organizations use the rational-legal authority which is legitimate because of the position the manager or CEO is occupying hence commands obedience. For effective job performance to increase productivity in organizations; Herzberg, (1966) in Gerald and Kelly, (2011) and (Bello, 2023) prescribed the two- factor theory. The theory has two phases; one phase of the theory inferred that motivation in work results from the presence of job satisfiers (motivators). This has to do with recognition, work itself, responsibility, and opportunity for advancement. For example, an employee will be motivated and be happy to do his work if he is recognized, if he/she has the opportunity of rowing in the job band making meaningful progress.

Conversely, the state of potential dis-satisfiers (hygiene factors) are policy, supervision, interpersonal relations, working conditions, and salary only contribute very minimally to job satisfaction, but do not enhance job performance. With regard to the dis-satisfiers, (hygiene factors) these are conditions that do not change the behavior of an employee towards work, they are there as a non-changing phenomenon that does not instigate or propel the employee to work more (motivate the worker) effectively. In fact, while satisfiers induce, dis-satisfiers do not induce a worker to put in his/her best on the job piece. In summary, satisfiers increase motivation which will make employees perform their job effectively but dis-satisfiers do not increase motivation. Drawing a comparison between the theory of Max Weber bureaucracy and Fredrick Herzberg's two-factors of motivation, Weber urges organizations to consider the legal- rational authority, that such measure will make the organization develop and become efficient (Nwizu, 2010).

Herzberg on his own part discusses that organizations should create enabling grounds conducive for employees by recognizing employees, providing responsibilities, (assign roles) and creating an opportunity for advancement (training). This according to him will bring about job satisfaction which he calls motivational factors or satisfiers; a means he suggests will motivate employees to perform well. It has been stated here that, organizations are set up deliberately to achieve certain objectives and if properly harnessed, can produce organizational goals, success or attainments. Public sector/ civil service all over the world is used as the state instrument/apparatus to formulate and implement policies and programmes that will, in turn, translate to the production of goods and services to bring succor to the welfare needs of their citizens. These tasks are not easy, hence the call for efficient and effective means (through public administration) – a very sure means of getting needed mass delivery of goods and services to the people (Obi, Obikeze, Obiajulu, Nwachukwu and Abada, 2008). The theories in this study are the bureaucratic legal-rational authority and the two-factor motivational theories to induce or trigger job performance and to increase productivity. The bureaucratic theory maintained that organizations should be created as a rational form (with legitimate authority) bounded by rules and regulations and jobs should be clearly defined according to their areas of specializations. And decisions must be taken hierarchically. The two-factor theory applied here is saying that employees be given responsibilities, recognized, be allowed to grow and have advancement as a means of motivation.

The public sector both the federal or state civil service is a replica of the Nigerian civil service in line with the British civil service, structured in a hierarchical form, with different official functions where commands and directives flow from the top to the bottom. If the civil service must live up to expectation, then workers must also be motivated in accordance with the prescribed factors presented here. Workers on their part must be ready to carry out directives in line with the respective ministries and departments so that jobs will be well performed, and productivity will as well be high.

Concept of Bureaucracy

Bureaucracy, as specific form of organization, is defined by complexity, division of labour, permanence, professional management, hierarchical coordination and control, strict chain of command, and legal authority. It is distinguished from informal and collegial organizations, (Google, 2023). The term, "Bureaucracy is an organizational structure that is characterized by many rules, standardized processes, procedures and requirements, number of desks, meticulous division of labour and responsibility, clear hierarchies and professional, almost impersonal interactions between employees". According to the bureaucratic Max Weber theory, such a structure was indispensable in large organizations in structurally performing all tasks by a great number of employees. Some

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scholars argued that the concept of bureaucracy as a term is derived from two words; "bureau" and "Kratos". The word "bureau" refers to the office, while the Greek suffix "Kratos" means power or rule.

Thus the word "bureaucracy" is used to refer to the power of the office (Bello, 2023). Bureaucracy is a type of formal administration with the characteristics of division of labour, rules and regulation, hierarchy of authority, impersonality of social relationships and technical competence (Reicheld & Sasser,1990), the essence of bureaucracy is to manage large organizations to achieve efficiency and be more accountable to the people (Olatunji,2023. Aluko and Adesopo (2004) refers to bureaucracy as the ideal and rational type of administration useful for the Nigerian public and private sector. The term "Bureaucracy" was first mentioned by Vincent de Gournay (1712-1759), who was an economist in France: he observed; "we have an illness in France which bids fairs to play havoc with us; this illness is called bureau mania" (Nwizu, 2010: Sharma, Sadana and Kaur, 2012).

However, the characteristics of bureaucracy were discovered by Kautilya and Hegel, but Max Weber became the first person to legitimize the concept (Nwizu, 2010). According to him, the ideal type of bureaucracy leads to efficiency, rationality and development. In this sense, he opines that the most efficient and rational organization is that in which there is clearly defined hierarchy of offices, each office with a clearly defined area of jurisdiction, each department filled with individuals tested to have gotten the highest technical qualifications and the entire set of offices bound together by a system of rules, regulations and procedures and impersonal relationships. But this concept is used pejoratively and negative connotations of the organization to mean burdensome inefficiency, ineffectiveness and red-tapism in all public administration commonly referred to as public service (Mohammed, 2008).

According to Weber, bureaucracy is a type of organization used by the modern government for the conduct of various specialized functions embodied in the administrative system. In the realm of government, every ministry, departments, agencies and extra ministerial department are in the pockets of government, seen as an organization (Mohammed, 2008 Sharma, Sadana and Kaur, 2012). On this, it means that organization is identical with bureaucracy or government agencies, ministries or departments – otherwise called civil service. In the views of (Nwizu, 2010), he says "bureaucracy is a systematic organization of tasks and individuals into a pattern which can most effectively achieve the end of collective effort". According to him, bureaucracy can be seen as an organization that maximizes efficiency in administration or an institutionalized method of organized social conduct in the interest of administrative efficiency.

Brief History of Federal College of Education (Technical), Gombe

The College was formally known as National Technical Teachers College, Gombe which came into being on 14th February, 1977. The mandate of the College since its inception is to produce Technical, Vocational and Science Teachers for Primary, Junior and Senior Secondary Schools across the Country being a Federal Government Institution under the Federal Ministry of Education. Also, it started on a temporary site in the former Gombe Crafts School, under the leadership of a Principal and started moving to its permanent site in 1989 and finally relocated to the permanent site in 1996, (Registry, FCE, 2023).

Functions of the Federal College of Education (Technical), Gombe

The Functions of the College are to produce human resources. The college was then under the direct supervision of the Federal Ministry of Education until when the Federal Colleges of Education Establishment Decree No.4 of 21st March, 1986 was promulgated. This gave the College Autonomy with a new name "Federal College of Education (Technical), Gombe". The College is situated along Ashaka road, Gombe on a land area covering about 325.92 hectares. The College was established with the mandate and vision to produce high quality and well-motivated Vocational, Technical and Science teachers. It has produced over fifteen thousand NCE teachers and number of graduates from its Degree Programme under the affiliation with the University of Maiduguri, Borno State and Abubakar Tafawa Balewa University Bauchi, (ATBU) over the years, (Registry, FEC, T. 2023).

Understanding the Legal-Rational Authority

Here the Legal means rule while rational means authority. The legal-rational authority according to Max Weber is what is actually called the "bureaucratic theory." The legal-rational authority or the bureaucratic authority means a big organization is arranged in hierarchical order governed by rules and regulations, with officials appointed based on technical qualifications and expertise, whose activities are recorded and store in files. In other words, the legal-rational authority is a type of authority exercised in a big organization (usually governmental organizations) governed by 7 principles which are: Division of Labour, Hierarchical Organization, Rules and Procedures, Position of the Bureaucrat, Technical Qualifications and Expertise, Official property not to be used as personal property, Activities of Officials are recorded, Documented and Stored in Files which the Federal College of Education (Technical) Gombe (2019-2023) as the case –study has been operating in the institution.

Division of Labour: Weber believed that for any organization especially government-owned organizations to be effective in service delivery and also achieve their objectives, jobs must be divided into various units. Each unit of the job should be assigned to

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individuals who have been trained or who shall be trained to handed that aspect of the job. Almost all public and private organizations everywhere now adopt this principle. For instance, Federal College of Education (Technical), Gombe was established with the sole objective of disseminating higher knowledge to young men and women. This higher knowledge covers areas such as vocational, technical and science teachers, etc. For this higher knowledge to be effectively disseminated to students, it is divided into various departments and Units, thus the institution has vocational school, PES school, business school, school of education, technical school, school of science and school of undergraduate, etc.

Staffers involved in achieving this higher knowledge objective are divided into academic staff who must specialize in an aspect of the job and also non-academic staff.For effective dissemination of higher knowledge, the division of labour is operational leading to the effective and efficiency dissemination of this knowledge to these young men and women in the country The assessment of bureaucratic theory in the Nigerian public sector: a study of Federal College of Education (Technical),Gombe, (2019-2023) is practicingthe hierarchical bureaucratic structures with its organizational chart of the College in line with the principle of Max Weber's theory of bureaucracy.

Hierarchical Organization: This simply means that offices and authority should be structured or arranged from top to bottom. This will enable each to know where he or she stands in the organization, the scope of his operation and authority and to whom he is accountable or answerable to in the organization. For instance, the highest decision- making body in the Federal College of Education (Technical), Gombe is the Governing Council, followed by the Provost, Academic Board and the Registrar, respectively. It is arranged thus: Governing Council, the Provost, Academic board, Deputy Provost, Registrar. Administratively, authority and offices are also structured in the Federal College of Education (Technical) Gombe, like this:

Governing Council
The Provost
Academic Board
Deputy Provost
Registrar

For instance, a letter by a staff in the department to the Provost must be signed by the Head of Department and in some cases by the Dean before it is honoured by the Provost. Some organizations adhere strictly to this principle by ensuring that line of authority is not skipped from bottom to top. According to the College's Registrar, Alhaji Umar Muhammad Bello said that the College was established with the mandate and vision to produce high quality and well-motivated vocational, technical and science teachers. Already the college has produced over fifteen thousand NCE teachers (15,000) and number of graduates from its Degree Programme under the affiliation with the University of Maiduguri and Abubakar Tafawa Balewa University Bauchi (ATBU) over the years since the establishment of the College on 14th February,1977. This higher knowledge covers areas such as vocational, technical and science teachers, etc, from the (Registry, F.C.E, 2023).

For effective dissemination of higher knowledge, the Federal College of Education (Technical) Gombe, have unions. The Unions are the College of Education Academic Staff Union (COEASU) for Academic Staff and Non-Academic Staff Union (NASU) for non-Academic staff. Others are Senior Staff Union in Colleges of Education in Nigeria (SSUCOEN) and Women in Colleges of Education (WICE), (Office of Public Relations, FCE, T), respectively.

Thus, this principle as put forward by Max Weber has fosters smooth running of an organization irrespective of whether it is public or private, profit-making or non-profit making organization, hence the assessment of bureaucratic theory in the Nigerian public sector: a study of Federal College of Education (Technical), Gombe, (2019-2023) is timely and appropriate as the college is remarkably practicing the hierarchical bureaucratic structures with its organizational chart of the College in line with the principle of Max Weber's theory of bureaucracy (see appendix for organizational chart of the FCE (T),Gombe).

This is the third principle of Max Weber's theory of bureaucracy. Public and private organizations are governed by rules and procedure. For instance, there is a comprehensive body of rules called the Nigerian Civil Service Rules or General Orders, Financial Instructions, and Public Service Rules and Procedures, etc. Each of this body of rules is in booklet form and they are the basis for what official do or do not do in office. All aspects of personnel matters are covered by these rules. There are punitive measures put in place to ensure that officials comply with these rules and procedures.

Problem of Bureaucracy by Max Weber

There is nothing, within ideas or theories, principles or axioms that are perfect and void of problems. The problems of bureaucracy have attracted a lot of comments and criticisms. Max Weber himself viewed rationalization and bureaucratization as highly problematic in their consequences for both individuals and societies. He was very pessimistic about the capacity of democratic political institutions to maintain control over the bureaucratic apparatus of the state. Conscious of this fact, he foresaw the

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bureaucratic administrator's technical expertise having control over the instruments of government. He admitted and recognized the potential power of career civil servants to do serious damage to valued social and political institutions (Nigro, and Nigro, 1984; Sharma, Sadana and Kaur; Okotoni, 2012; Ogbuagu, 2010).

Under the concept of the authority of weber, Etzioni, (1984) in Nwizu, (2010) pointed out that, the organization might shift from its strict bureaucratic rules or legal-rational to a more charismatic structure and then come back to a more bureaucratic one. He cited instances of the war period and peacetime, wherein war situations bureaucratic rules and regulations can be ignored, waived or disregarded, and personal leadership counts, more than formal power position, (oral communication or command replaces written ones). And then after the war, peacetime or crisis-free times, returns to organizational status quo or bureaucratic structure.

According to Etzioni, the appearance of leaders with charismatic qualities is not limited to the topflight organization position. Lower subordinates can occasionally exhibit a personal charisma. For example, if in the war front a senior officer dies, the younger one takes over, or the retirement of the most senior officer can introduce a younger one next to him to take over the retiree's position. Satya, (1986) cited in Nwizu, (2010), saw the criticism of Weber from the angle of those who do the work in civil service. According to him, the non-engineers (semi skill and unskilled) and not the trained engineers do the work in organizations. The engineer only supervises. He concluded that what bureaucracy should emphasize is a specialization of function and not a specialization of knowledge. Those bureaucratic organizations are the engine to produce power and wealth for their owners.

The Marxists also saw loopholes on Weber's ideological theory of organization. He sees Weber's work as a defense of capitalist domination over society. According to Karl Marx, Weber's work has intentions of "philosophy of history" made to legitimate, in Nwizu, 2010). He attacked the rules and regulations feeling that it might lead to rigidity, delays authority or domination characterized with class struggle and civil war as power politics (Merto (red-tapism or bureaucratic bottleneck), which gives no room for flexibility (Onah, 2005 and Sharma, Sadana and Kaur, 2012). Upon these (Nwizu, 2010: 59) summed up bureaucracy as an imperfect tool because of its inappropriateness to the needs of the following:

a. Highly professionalized workers because of its structure of top-down authoritative principles may not need others.
b. It lacks the participative climate required for effectiveness in a science-based civilization because the traditional bureaucracy is hierarchical, position oriented and authoritarian in concept.
c. It has been found inadequate to meet the need for rapid economic and social development in developing countries because of its behavioral characteristics.
d. It is pointed out that an apparently well-ordered and disciplined formal structure of bureaucracy hides the reality of pervasive competition for power and status within the organization. With these problems associated with bureaucracy and having it as the wire life of organizations, can organizations perform and function optimally?

According to Ogunrotifa (2013) in his paper titled "Democratic Deficit: The Dark Side of Weberian Bureaucracy in Nigeria", identifies the discontents and problems associated with Weberian model of bureaucracy in Nigeria, and argued that these dark sides is associated with lack of democracy in decision making processes of public organizations. In this regards, there was no room for democratic input in decision making processes, and employees were bound to carry out a policy once it had been hierarchical imposed. The study, however, predicts that strengthening democratic values in the management of public service will help tackle the moribund challenges associated with weak institutional mechanisms, corruption, wastefulness and inefficiency, and usher capacity building and strong institutional framework that will enhance the ability of Nigerian public institutions to achieve its developmental goals and handle the technical complexities in the sustainable way.

Weber believed that bureaucracy provides an ideal weapon to harness and routinize human and mechanical energy which was a catalyst to the industrial revolution. He further believes that everything about the organization is on how to achieve goals. His views on bureaucracy which is an epitome of the organization as internally oriented have external pressure and influence which threaten the organization's pursuit of goals.

STATEMENT OF THE PROBLEM

Bureaucracy in spite of the fact that it is widely used globally has so many defects. Some of which are discussed below. Bureaucratic procedures involve exhausting paperwork and routine through endless official channels causing inordinate delays and frustration. Communication is reduced to a feeble walk and members while trying to adhere to rules and regulations may discount the value of arriving at prompt decisions. By encouraging conformity to rules and regulations, bureaucracies leave nothing for original or innovative behavior (Nwizu, 2011). Bureaucracy has been criticized as being too strict, rigid, static and inflexible. Often time strict adherence produces timidity, "conservatism and "technicism". These trends encourage or breeds resistance to changes. Compliance with rules and regulations may provide the cover to avoid responsibility for failures. Bureaucracy emphasizes the mechanical way of doing things through the observance of the rules and regulations, but the rules and regulations are favored over employee needs and emotions.

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This has made bureaucracy being labeled as an "organization without persons" (Nwizu, 2011). One of the means, by which an organization attains its goals, is through the objectives. Most times they are displaced as organization procedures become more formalized, individuals more specialized and means often become confused with ends. Specialist, for example, may concentrate on their goals and forget that their goals are means for reaching the broader objectives of the organization (Etzioni, 2008). Again, bureaucracy encourages the compartmentalization of activities. Specialization and division of labor are encouraged in bureaucratic structure to improve organizational efficiency. But such strict categorization of activities may often restrict people from performing a task that they are capable of performing. For example, a pipe filter can install a pump but is prohibited by work rules from making the electrical connections even if he is totally qualified to do so. Bureaucracy would also encourage a tendency to perpetuate existing jobs even when they become redundant.

This study is the assessment of bureaucratic theory in the Nigerian public sector, a study of Federal College of Education (Technical), Gombe from 2019-2023. Here the Legal-Rational authority is what is actually called the Bureaucratic theory by Max Weber. The Legal-Rational authority or the Bureaucratic authority means a big organization arranged in hierarchical order governed by rules and regulations, with officials appointed based on technical qualifications and expertise, whose activities are recorded and store in files. In other words, the Legal-Rational authority is a type of authority exercised in a big organization (usually governmental organizations) governed by 7 principles which are: Division of Labour, Hierarchical Organization, Rules and Procedures, Position of the Bureaucrat, Technical Qualifications and Expertise, Official property not to be used as personal property, Activities of Officials are recorded, Documented and Stored in Files. Division of Labour: Weber believed that for any organization especially government-owned organizations to be effective in service delivery and also achieve their objectives, jobs must be divided into various units. Each unit of the job should be assigned to individuals who have been trained or who shall be trained to handed that aspect of the job.

Almost all public and private organizations everywhere now adopt this principle. For instance, Federal College of Education (Technical), Gombe was established with the sole objective of disseminating higher knowledge to young men and women. This higher knowledge covers areas such as Vocational, Technical and Science teachers, etc. For this higher knowledge to be effectively disseminated to students, it is divided into various departments and Units, thus we have Vocational School, PES School, Business School, School of Education, Technical School, School of Science and School of undergraduate, etc. Staffers involved in achieving this higher knowledge objective are divided into academic staff who must specialize in an aspect of the job and also non-academic staff. For effective dissemination of higher knowledge, the division of labour is operational leading to the effective and efficiency dissemination of this knowledge to these Young men and women in the country. Also, a Study of Federal College of Education (Technical), Gombe, from (2019-2023) is practicing the hierarchical bureaucratic structures with its Organizational Chart of the College in line with the 7 principle of Max Weber's theory of bureaucracy. Another constraint is that there is shortage of staff in some departments and units due to embargo placed by the Federal Government in the issue of recruitment of the new employees in 2022 while the Federal Character Principle is (sometimes) not strictly adhering to in the recruitment of personnel in the Nigerian Public sector. The essence of Federal Character is to ensure that recruitment policy in Nigeria is adhered to in order to checkmate nepotism, ethnicity, religiosity, political in-fighting, corruption, inefficiency etc. This research will endeavor to provide answers to the following questions:

a. Why are the principles of bureaucratic theory in the Federal College of Education (Technical) Gombe operational?
b. To what extent are the principles of Max Weber applied?
c. What are the constraints faced by the Federal College of Education (Technical), Gombe?

PURPOSE OF THE STUDY

1. To know the extent of the operation of the principle of bureaucracy in the Federal College of Education (Technical), Gombe
2. To find out the constraint faced by the Federal College of Education (Technical), Gombe.

HYPOTHESIS

H_o^1: There is no significant relationship between the constraint faced by the Nigerian Public sector and hierarchical structure of Federal College of Education (Technical), Gombe.

METHODOLOGY

Research Design: The researcher employed a survey research design for the study. The survey is a research method which focused on a representative sample.

Population of the Study: Presently, the Federal College of Education (Technical), Gombe that has produced over fifteen thousand (15,000) NCE Teachers and number of graduates from its Degree Programme under the affiliation with the University of Maiduguri and Abubakar Tafawa Balewa, Bauchi (ATBU) over the years.

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Sample Size and Sampling Technique: For the purpose of fairness and research convenience, the researcher employed the use of random selection technique by picking the mandate of the College since its inception is to produce Technical, Vocational and Science Teachers for Primary, Junior and Senior Secondary schools in the country being a Federal Government Institution.

The Research Instrument: The questionnaire served as the instrument of data collection. And so out of the total of 500 questionnaires that were administered, only 350 were retrieved. Some were lost to mutilation and others couldn't be retrieved. The researcher deliberately skipped to analyze the sex (male and female), age, education and qualification because they are not variables to be tested and analyzed.

RESEARCH ANALYSIS AND DISCUSSIONS

Research Question 1: Is the bureaucracy theory of Max Weber effective in the smooth running of the Nigerian Public Sector of the Federal College of Education (Technical), Gombe?

Table 1: Response of the respondents

Response	Frequency	Percentage	Cumulative Frequency
Yes	350	54.44%	100.00%
Valid No	150	45.56%	45.56%
Total	**500**	**100%**	**145.56%**

Source: Field Work, (2023)

The above table shows that 54.44 % agreed that bureaucracy of Max weber is effective in the Nigerian public sector including Federal college of education (technical), Gombe while 45.56 % thinks otherwise.

Research Question 2: Does your boss consult you before decisions are taken in your office?

Table 2: Response of the Respondents

Response	Frequency	Percentage	Cumulative Frequency
Filled	350	77.22%	77.22%
Valid Unfilled	150	22.78%	100.00%
Total	**500**	**100%**	**145.56%**

Source: Field Work, (2023)

From the above table, it shows that 77.22 % of the respondents filled the section while 22.78 % of the respondent did not respond.

Test of Hypothesis

There is a great impact in the efficiency and effectiveness of operations as a result of division of labour in the Federal College of Education (Technical), Gombe.

Table 3

Response	Observed N	Expected N	Residual
Agreed	40	33.3	6.8
Strongly Agreed	50	33.3	16.8
Disagreed	26	33.3	-7.3
Strongly Disagreed	17	33.3	-16.3
Total	133		

Decision Rule

There researcher therefore reject the null hypothesis that there is a positive relationship that emphasizes clear hierarchies, formalized rules, meritocratic recruitment and expertise for efficient administration in the Nigerian public sector. As the calculated value of 19.331 is greater than the critical value of 7.82.

Therefore, the alternate hypothesis accepted that there is a negative relationship between bureaucratic characteristics and red tape (bureaucratic delays and hurdles) in the Nigerian public sector.

2. There is a great impact in the efficiency and effectiveness of operations as a result of division of labour in the Federal College of Education (Technical), Gombe.

Table 4

Response	Observed N	Expected N	Residual
Yes	73	44.3	28.7
No	33	44.3	-11.3
Undecided	27	44.3	-17.3
Total	**133**		

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Max Weber was the first to use and describe the term bureaucracy. This is also known as the bureaucratic theory of management, bureaucratic management theory or the Max Weber theory. Max Weber was a German political economist, philosopher and a social scientist who along with Emile Durheim and Karl Marx is considered to be one of the three founding pillars of sociology.

Bureaucracy is a type of formal administration with the characteristics of division of labour, rules and regulation, hierarchy of authority, impersonality of social relationships and technical competence (Reicheld and Sasser,1990), the essence of bureaucracy is to manage large organizations to achieve efficiency and be more accountable to the people (Olatunji,2023. Weber (1946) cited in Aluko and Adesopo (2004) refers to bureaucracy as the ideal and rational type of administration useful for Olalekan Ajibade and Jide Ibietan- in the Nigerian Public Sector. "Bureaucracy" is rule conducted from a table or office, that is, preparation and dispatch of written documents and electronic. Bureaucracy is borrowed into the field of public administration from sociology (Akume,2012). It was borrowed by public administration in a similar way that practices of business were borrowed from Business Administration and Economics.

Therefore, according to Max Weber; "Bureaucracy is an organizational structure that is characterized by many rules, standardized processes, procedures and requirements, number of desks, meticulous division of labour and responsibility, clear hierarchies and professional, almost impersonal interactions between employees".

He believed that bureaucracy was the most efficient way to set up an organization, administration and organizations and that bureaucracy was better than traditional structures. According to the bureaucratic Max Weber theory, such a structure was indispensable in large organizations in structurally performing all tasks by a great number of employees. In a bureaucratic organization, everyone is treated equal and the division of labour is clearly described for each employee. In addition, in a bureaucratic organization, selection and promotion only occur on the basis of technical qualifications. The term bureaucracy has been criticized by scholars, administrator, researchers, and academia. The term is used by sociologists in designating a certain type of structure, a specific organization with unequally coordinated rationality, and rejects bureaucracy as a term which equates red tape, inefficiency and other derogatory synonyms. Bureaucracy as a concept is subjected to repetitive criticisms among various scholars (Stillman, 1980; Okafor, 2005; Osawe,2015).

Notwithstanding the above, Akindele, Olaopa and Obiyan (2002) perceived that bureaucracy is an ambivalent term that can be taken to mean different things. For instance, it could be taken to mean different organizations used by contemporary governments in conducting its functions and encapsulated in the administrative system of the civil service. He added that bureaucracy could also mean a mechanistic and formal approach used in carrying out the functions of government to the point of indifference towards the effects achieved. Nwankwo, Ananti and Madubueze (2015) conceives bureaucracy as a hierarchical management that exist in organizations based on a line of authority and division of labour embedded on this arrangement. Gbenga and Ariyo (2006), in their work portrayed the concept as the apparatus which consist of the professionals, workers who are subjected to hierarchical supervision and carrying out their duties in an organized manner backed by rules and regulations from their superiors. In the light of this, bureaucrats are identified by their activities in formal and public organizations.

Bureaucracy also denotes the system of authority relationships that exist between men, offices and methods that government uses to implement its programmes. It does not cover political appointees such as Ministers and Advisers or members of the judiciary at the Federal, State and Local Government tiers of government (Eme and Onwuka,2010). Eme and Ugwu (2011) sees bureaucracy as a word in which its ordinary use conjures bad images in the mind of the people. Bureaucracy can suggest a slow moving organization, associated with government which serves the populace with a mixture of intentional obstruction, arrogance and incompetence. The term is sometimes employed as an insult, whilst bureaucrats are most time seen as figures of laughter. Bureaucracy widely defined, refers to the machinery of government created to execute the decisions and policies of government. Political office holders make policies, whilst the public bureaucracy implements it. Bureaucracy is a structure with highly routinized operating tasks that can be achieved through formalized rules, regulations and specializations of tasks grouped into functional departments, centralized authority, narrow spans of control and decision making that are in line with chain of command (Robbins and Judge, 2007). Coser and Rosenberg (1976) affirm that bureaucracy is a type of hierarchical arrangement that exists in an organization and it is design rationally to coordinate the work of employees in the pursuit of large-scale administrative tasks, administrative organization based on a hierarchical structure and governed.

CONCLUSION

The main objective of the public sector in Nigeria seeks to achieve is policy initiation, formulation and implementation for the well-being and welfare of the citizens. However, over the years, the sector has been plagued with declining service delivery and moral bankruptcy. This study within the framework of social exchange theory examined the dynamics of bureaucratic accountability, the nexus between bureaucratic accountability and public sector management in Nigeria. It is usually the public that suffers from a malfunctioning public service. Nigerian citizens look up to public servants for protection against various ills in the society and the

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provision of essential services. If the involvement of public servants in the political, economic and social life of the country is considered, we shall better appreciate the needed urgency in making the service accountable for its actions.

Hence, assessing the Max Weber's bureaucracy and the extent at which jobs are performed in the Nigerian public sector which is a replica of the Nigerian Civil Service, structured after the British colonial masters, it shows that job performance in the Nigerian public sector is a tenet of bureaucratic theory of Max Weber that structured organization both public and private hierarchically for the purpose of achieving predetermined goals and also organization should pay serious attention to employer and employees relations in order to enjoy harmonious and conducive working relationship in order to achieve her aims and objectives.

RECOMMENDATIONS

Based on the findings of this study the following recommendations were made:

1. This study argues that for Nigeria to match forward there is need for effective, efficient, patriotic and committed public servants, who should be accountable for their stewardships.
2. It also recommends that unless the Nigeria public sector is revitalized and "dead woods" therein removed, Nigeria and Nigerian will continue to experience deep-seated frustrations in the often-touted desire to move the nation forward.
3. Workers in the Nigerian system should be treated like their British counterparts and workers in the world be highly recognized and prize be given to excellent ones at the end of the year;
4. Employees be co-opted into the decision-making body of the top management to make them fell relevance so as to have a high sense of belongingness;
5. The rules and regulations of the civil service be relaxed and to allow employees some degree of freedom and to have a sense of self-evaluation, assessment of their own character and conduct;
6. The Nigerian Government and the Management of Federal College of Education (Technical), Gombe, like other developed economies in the world creates a conducive working environment for her workers by providing office equipment, furniture, and good public convenience as well as remove nepotism, ethnicity, religion but uphold technical qualification as a yardstick for recruitment in the organization.

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