



## Bureaucracy and Effective Management of Tertiary Institutions in Rivers State

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### Abstract

This study investigates the relationship between bureaucracy and effective management of tertiary institutions in Rivers State. Three research question and three hypotheses were formulated to guide the study. A correlational research design was adopted for the study as to ascertain the relation between the two variables. The population of consisted of directors, HODS, bursars, professors, senate members, heads of units, teaching and non-teaching staff of the two Rivers State government run universities, Rivers State University Nkpolu-Oroworukwo, Ignatius Ajuru University of Education and the Federal University Rivers State University of Port Harcourt, Choba, Port Harcourt. A total of 434 members staff drawn from Rivers State university, Nkpolu-Oroworukwo, Port Harcourt, 403 from Ignatius Ajuru University of Education, Rumuolumeni, Port Harcourt and 601 from University of Port Harcourt. The total population was 1,438. A sample size of 382, which makes up 27% of the population, was randomly drawn from the Rivers State University (94) and the Ignatius Ajuru University of Education (88) and University of Port Harcourt (100). The instrument for data collection in this study was a self-structured questionnaire titled Bureaucracy and Effective Management of Tertiary Institutions (BEMTIRS). To ensure face and content validities, the questionnaire was validated by supervisor and two other research experts in the department of Educational Management who made valued corrections before it was administered. To establish the reliability of the study, the researcher subjected the questionnaire items to Cronbach Alpha testing using SPSS version 23, which shows a reliability testing result of 921.71, implying that the instrument used for the study was highly reliable. The data collected were analyzed with statistical tools like mean and standard deviation to answer the research. Weighed frequency will be used to determine the mean, based on the four-point modified Likert scale. The hypotheses were tested using the T-test at the .05 significance level. Based on the finding, the study revealed that there is a very strong positive and significant relationship between Bureaucracy and the Effective Management of Tertiary Institutions in Rivers State and further recommended that bureaucratic principle of merit should be applied, favoritism and nepotism should not be used for employment.

**Keywords:** Bureaucracy, Management, Tertiary Institutions, Rivers State.

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## INTRODUCTION

Management is a victim of definitional pluralism. Management is the process of setting and achieving desired goals utilizing human, financial and materials resources through the five basic management functions: planning, organizing, staffing, directing and controlling. Also, Adesina (1986) in Ameen, Olowoselu and Muritala (2018) postulated that management is the organization and mobilization of all human and materials resources in a particular system for the achievement of identified objectives in that system. Tertiary institutions are managed by administrators, their responsibility is to control, manage and organize both human, financial and material resources to achieve desired goals as stated in the National Policy on Education (2014).

The management of tertiary institutions in Rivers state is facing myriads of problems due to ineffective management of these institutions. The steady decline in the quality of education is not an assumption but evident in the number of incompetent graduates that are rolled out each year that cannot defend their degrees, this is a fall out of ineffective management of these institutions. Ijeoma (2016) in Ameen et al. (2018) posited educationist, employers of labour and the public have advanced several factors for the continued decline in quality of graduates produced by higher educational institutions in Nigeria.

Tertiary education is a driver of national development through high level manpower training thus, the effective managements of these complex institutions are of immense important to the nation. Also, tertiary institution is widely conceived in Nigeria today as an indispensable tool for people's socio-economic advancement their political survival and the fullest realization of their aspirations and potentialities (Yusuf & Afolabi, 2014; Dahlström et al., 2012a). Therefore, the importance of tertiary institutions cannot be over emphasized hence, the use of bureaucracy and its principles as a tool for effective management will bring a paradigm shift to actualize the goals of tertiary institutions. Robert-Okah (2005) expounded that tertiary institutions as pilot of national development, the application of bureaucracy and its principles are enormous and encourage a clear understanding of educational objectives, sound personnel management, established channels of communication hierarchical arrangement of the education system, the use of rules and regulations, well defined administrative structure and the idea of documentation.

Bureaucracy is one of the rational systems that serves as an indispensable tool in the effective management of any organization whether public or private that have clearly defined objectives and goals to be achieved (Cornell, 2014). Hence, bureaucracy is a key feature for educational institutions especially tertiary institutions which are one of such organizations. Eghe (2002) opined that bureaucracy has been an aspect in education that is indispensable in any organization and has clearly defined objectives to be carried out whether private or public.

Organizations such as tertiary institutions are capable of accomplishing a higher degree of efficiency and effectiveness using the unique characteristics of bureaucracy which are hierarchical authority structures, specialization and division of labour, comprehensive rules and regulations, professional management, promotion and selection based on technical competence and record keeping (Nistotskaya & Cingolani, 2016; Miller & Whitford, 2016). However, several scholars have attacked bureaucracy with all the misgiving and apprehension due to red tape, conflict, duplication, imperialism and waste. These bureaucratic bottlenecks are human weaknesses and failures wrongly qualified as emerging from effective application of the principles of bureaucracy.

## **Statement of the Problem**

Tertiary institutions are set up to produce quality graduates which will lead to national development and integration of sound individuals and effective citizens. These can only be achieved by effective management of these institutions in Rivers state. However, the contrary is what is obtainable in tertiary institutions because of ineffective management. The steady decline in the quality of graduates is due to myriads of challenges such as nepotism, favoritism, non - skilled based recruitment, no hierarchical structure, staff not working in area of technical competence and not abiding by rules and laws of the organization. It is against this backdrop that researcher intends to critically investigate the relationship between bureaucracy and the effective management of tertiary institutions in Rivers state.

## **Purpose of the Study**

The main purpose of the study is to investigate the relationship between Bureaucracy and the Effective Management of Tertiary Institutions in Rivers State. Specifically, the study is designed to achieve the following objectives:

- To examine the relationship between rules and laws and effective management of tertiary institutions in Rivers State.
- To determine the relationship between technical competence and effective management of tertiary institutions in Rivers State.
- To examine the relationship between task specialization and effective management of tertiary institutions in Rivers State.

## **Research Question**

- To what extend does rules and laws influence effective management in Tertiary Institutions in Rivers State?
- To what extend does technical competence influence effective management of Tertiary Institutions in Rivers State?
- To what extend does task specialization influence effective management of Tertiary Institutions in Rivers State?

## **Hypothesis**

- There is no significant relationship between rules and laws and effective management of Tertiary Institutions in Rivers State.
- There is no significant relationship between technical competence and effective management of Tertiary Institutions in Rivers State.
- There is no significant relationship between task specialization and effective management of Tertiary Institutions in Rivers State.

## **Significance of the Study**

The result of these study will provide valuable information which will be relevant and beneficial to the Governing counsel, Vice Chancellor, Senate, Deputy Vice-Chancellor, Registrar, Bursar, Librarian, Educational planners, regulatory bodies, staff and non- teaching staff and future researchers. The study will enable the Vice-Chancellors and all those responsible for running different areas of these tertiary institutions to ensure they are effectively managed using bureaucratic principles to achieve the goals that these institutions are set up for, which is national development and training of high -power skilled manpower. In addition, it will assist educational planners, teaching and non-teaching staff to effectively implement educational goals as stated in the National Policy for Education.

## **THEORETICAL FRAMEWORK**

This study is based on two theories Max Weber theory which identified more systematic methods to train managers/educational leadership.

### **Max Weber Bureaucratic Theory (1864- 1920)**

According to Ihejiamazu (1996) in Idiagbe (2015) the term bureaucracy was invented by Monsieur de Gourney in 1845 and was later expounded and gained popularity by a German sociologist Max Weber (1864-1920). Max weber defined the ideal characteristics of bureaucracies and offered an explanation for the historical emergence of bureaucratic institutions. According to Weber, the defining features of bureaucracy sharply distinguish it from other types of organizations based on nonlegal forms of authority. Weber believed that the advantage of bureaucracy was the most technically proficient form of organization, possessing specialized expertise, certainty, continuity and unity. Also, bureaucracy is an administrative system designed to accomplish large administrative tasks by systematically most efficient way and rational model to manage large public and private organizations to achieve maximum productivity with many employees and tasks using the principles of bureaucracy which are. Additionally, bureaucracy is key in these institutions and its benefits are astronomic in attaining educational goals because of assurance of creating structure, accountability, order, rationality, job security, documentations and they will attain maximum productivity from employees which ultimately will lead to effective management of these institutions. Furthermore, he observed three types of power in organizations: traditional, charismatic and rational -legal. Max weber believed that the bureaucratic or rational- legal power is ideal for organizations.

The relevance of Weber's theory of bureaucracy to tertiary institutions in Rivers state is sine qua non for effective management of these institutions. These institutions are faced with innumerable challenges because they are large institutions and so to effectively manage human, financial and material resources to achieve desired goals they need to be guided by the principles of bureaucracy. Basically, these principles if applied will improve effectiveness, ensure equal opportunities, and increase efficiencies.

## **CONCEPTUAL FRAMEWORK**

### **Bureaucracy**

Bureaucracy is a term or word that is derived from two words bureau and cracy. “Bureau” meaning an office transacting particular business or government department and “Cracy” a particular form of government (Simon, 1983; Dahlberg & Holmberg, 2014). In summary the definition of bureaucracy is a system of government in which most decisions are taken by state officials rather than elected representatives. Thus, it is a form of government run or managed by officials. However, this definition of bureaucracy is somewhat exaggerated because in most countries the representatives take majority decisions and top government officials act as advisers to the representatives.

### **The Weberian Bureaucratic Model**

The classic model of bureaucracy is called the Weberian model and it was developed by a notable German Sociologist, Max Weber who contributed to the study of bureaucracy in the mid-1800 and early 1900. Weber observed three types of authority in organizations:

- **Traditional:** Under the traditional authority, the servants who are the workers are dependent upon the lord who is the leader and the follow rules and regulations blindly (Gualmini, 2008).
- **Charismatic:** In this type of authority the leader who is the manager has extraordinary personality thus is able to motivate the workers to give their best shot to task allotted to them. However, this charisma may fade off with the demise, resignation and lay off of the manager.
- **Legal-Rational:** In the legal- rational power, employee need to abide by legal rules. In summary all employees need to follow a consistent set of principles (Evans & Rauch, 1999).

Hence, the Weberian model is based on legal rational power. The main features of Weber bureaucratic model are characterized by the following:

#### **A Formal Hierarchical Structure:**

The main feature of all bureaucratic organizations is that there is clear hierarchy of positions. Experience, educational, qualifications, seniority and several other <sup>1</sup>factors determine the status and position of a person. This is a system of ranking various position in descending scale from top to bottom of the organization. Hence each lower office is subject to control and supervision by a higher office and no office is left uncontrolled in the organization. There are also clear lines of communications and delegating of authority.

#### **Task Specialization or Division of Labour:**

The whole work is broken into smaller task sets. Tasks are divided on the basis of specialization and each office has a sphere of competence. Hence, proper allocation of job and responsibilities to the right person.

## **Career Orientation**

Management motivates employees to build a long- term career in organization by providing performance -based incentives and job security.

## **Impersonality in Administration:**

All employees are treated equally, the application of rules and managerial decisions should be impartial and independent of such relations. Relationships in the organization is devoid of any partial affiliation or attachment. This will result in efficiency and high productivity.

## **Laws and Rules:**

Rules are the lifeblood of bureaucratic organization, providing a rational and continuous basis for procedures and operations. In bureaucracy duties are performed in accordance with laws and rules. There are clear sets of principles, procedures, rules and regulations in written form to be followed universally by all employees in the organization irrespective of their position. Rockman (2019) opined that bureaucratic decisions and above all procedures are grounded in codified rules and precedents.

**Employment-based on Technical Qualification:** Promotion and selection of employee is based on technical qualifications and skills. Workers are promoted based on performance and merit.

## Advantages of Weberian Bureaucracy Model in Tertiary Institutions in Rivers State



Figure 1: Advantages of Weberian Bureaucracy Model

### Equality

In a bureaucratic system, management are not prejudiced towards employees and there is equity and fairness (Peters, 2010). It creates a structure where equity is the point of emphasis and friendship does not influence the outcome that are created. Thus, favoritism is discouraged and this creates starting line where everyone has the chance to succeed. Tertiary institutions will be managed effectively when employees know that their success is based on merit and not nepotism or favourism and this will lead to all staff given their best and tertiary institutions in Rivers state will meet the goals and objectives as stated in National Policy on Education (2014).

**Specialization:** Jobs in bureaucratic management is shared among employees using their expertise, skills and capabilities. This produces job specializations of workers. The advantage of this to tertiary institutions cannot be overemphasized because employees will be specialist in their job functions and the cumulative effect will be excellence in the management of these institutions.

**Skill-Based Recruitment:** Vacant jobs are filled with the right person for the right job. Recruitment is based on skills and experience required for the vacant position and not on relationships. Hence, the best people are hired and this will lead to outstanding performance of employees in tertiary institutions.

**Predictability:** There is a desired goal to be met in a bureaucratic system. The rules and regulations are defined such that employees within the structure can perform these complicated tasks in a specific way to achieve organizational goals. In tertiary institutions the guidelines in this structure makes future results predictable, thus management can plan and predict results that leads to best practices unlike when there is no structure.

**Systematic Record Keeping:** Records are kept systematically in bureaucracy, transactions and operations are recorded accordingly. In tertiary institutions this is of advantage because records are of great value to all parts of the institutions. Also, it will assist present and future employees to retrieve information in the future.

**Foundation for Scalability:** Efficiency create the potential for increased productivity from each worker. Productivity increases drastically when rules and regulations allow multiple workers to function in the same way. In bureaucracy a proportionate savings in cost is gained by increased in productivity. Thus, in tertiary institutions this will bring down cost since the rules in place create a shared efficiency where every worker produces similar result.

**Structure:** The hierarchy in the bureaucratic organization creates a structure by specifying responsibilities and duties and reporting relationships within a command. Rules, regulations, methods and procedures are predefined. In tertiary institutions this will set the pace and framework for effective management.

**Rationality:** The criteria for making decision making in routine situations is a measure objectivity in prescribing in advance the laws, rules, regulations and procedures. This will enable all employees in tertiary institutions to be conversant with expectations from management.



## Disadvantages of Bureaucracy in Tertiary Institutions in Rivers State.

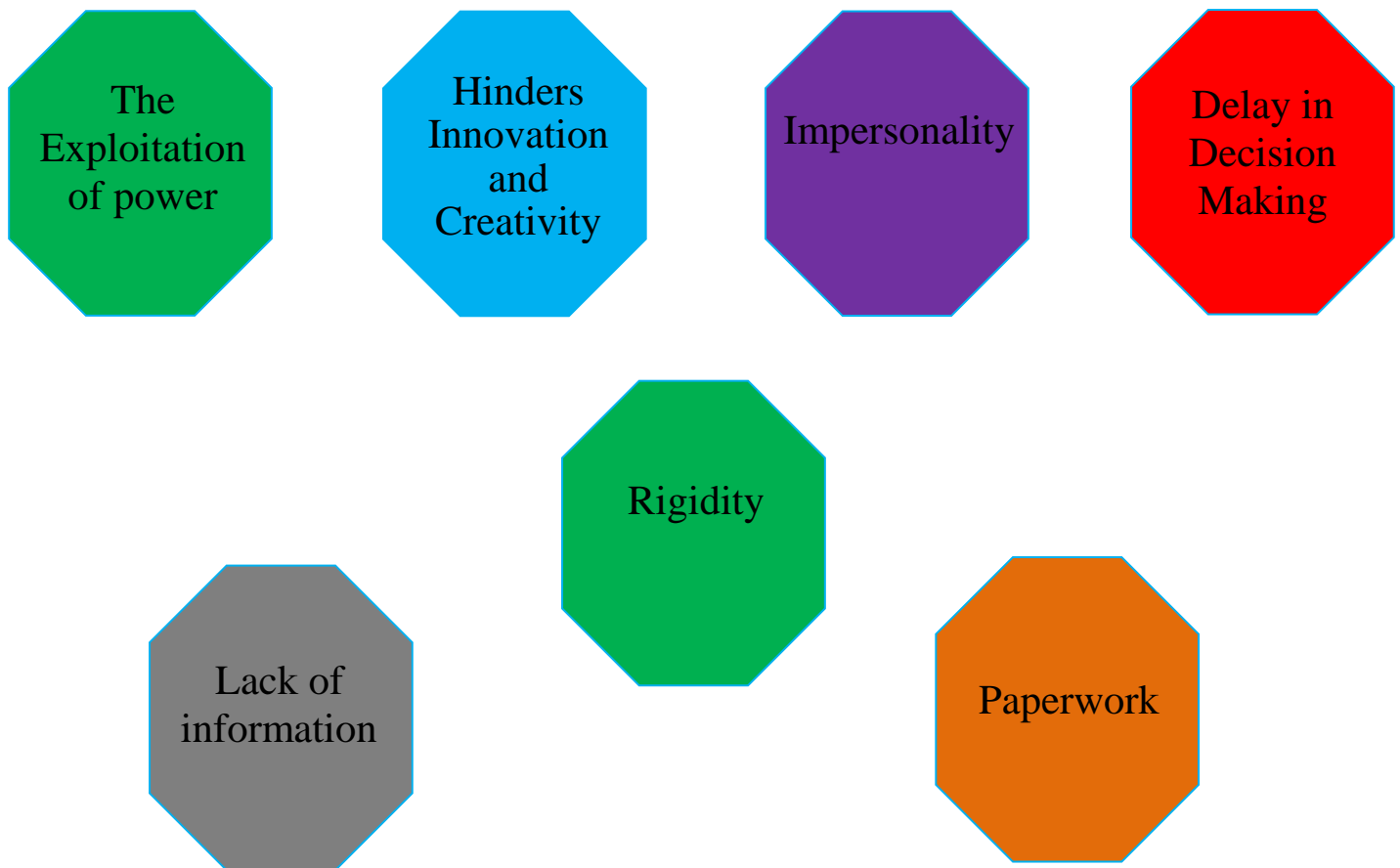


Figure 2: Disadvantages of Bureaucracy

**Hinders Innovations and Creativity:** The activity of employees is controlled and directed by managers, this robs subordinates the opportunity of being original and imaginative. It is also less competitive since hiring and promotion is based on merits and qualification. The employee has fixed salary, works on specialized tasks and cannot function outside the sphere or department. This can make workers unproductive and demoralize employees. In tertiary institutions this will make employees so used to the system that they will resist change and introduction of new techniques and ultimately it will not propel innovations and will limit performance of employees.

**Exploitation of Power:** In bureaucracy people tend to use their positions and resources to perpetuate self-interests. The managers having a higher authority can misuse power and favour employees and assist the incompetent people rise quicker at the expense of the organization. The fall out of this in tertiary institutions will be lackadaisical attitude to work and low morale of staff since promotion is based on unfairness and not competence.

**Delay in Decision Making:** Bureaucracy is based on rules and regulations and top management keep decision authority to itself. This rigidity makes lower-level managers to rely on top

management for all decisions and these red tapes leads to inordinate delays and frustration in performance of task. In emergency situations or cases demanding immediate action this becomes detrimental to the organization. Tertiary institution cannot be managed effectively with such delays this will hamper achievement of result in time.

**Rigidity:** Bureaucracy, by its character of strictly following a set of rules and regulations is inflexible. The excessive reliance of rules and regulations inhibits initiative and growth of employees. Also, it does not entertain any change or modification in the management system. We live in a digital age and things are changing fast. Hence every organizations needs to respond to these changes and realign themselves in a way that ensures their success. These ultimately will lead to inefficiency of workers. Tertiary institutions like all other organizations needs some modification in their system and get task done quickly to meet global standards.

**Lack of Information:** The theory of bureaucracy emphasizes on passing information which is rules, regulations, tasks and orders from top level management to bottom level. Communication is one way meaning feedback concerning suggestions and operational issues are not taken from employees. The result will be poor decisions and employees will lack confidence or trust in the system. In tertiary institutions this will impact negatively on the success of the institutions because effective communication and feedback on both sides is key to achieving set goals and objectives.

**Impersonality:** In bureaucratic organizations things are done in a mechanical way because of impersonal relationship. Rules and regulations are given priority over individual needs and emotions. The impact in tertiary institution will staff that are not committed to the system since there is neglect of human factor.

**Paperwork:** Bureaucracy involves recording of all operations and transactions and these involves excessive paper work. This leads to wastage of time, money and efforts of personnel. Tertiary institutions have limited resources and lack adequate funds to meet their financial obligations so increase in cost and wastage of time

### **The Organizational Structure of Tertiary Institutions**

Tertiary institutions are formal organization and are characterized by hierarchy structure of authority. The organogram below shows logical relationship of functions among people for getting work done. This is a system of gradual authority that encompasses communication channels, accountability, and relationship. The effectiveness of tertiary institution is basically its structure. Olawolu (2011) also posited that a good structure is necessary for an organization to be effective. A good organizational structure will ultimately lead to effectiveness and efficiency and accomplishment of desired goals. In addition, a good structure gives room for division of labour and ultimately specialization which is vital in tertiary institutions. Also, there is functional definition of authority and responsibility and chain of command that is communication connecting the hierarchy of authority.

### Hierarchical Structure of University Principal officers

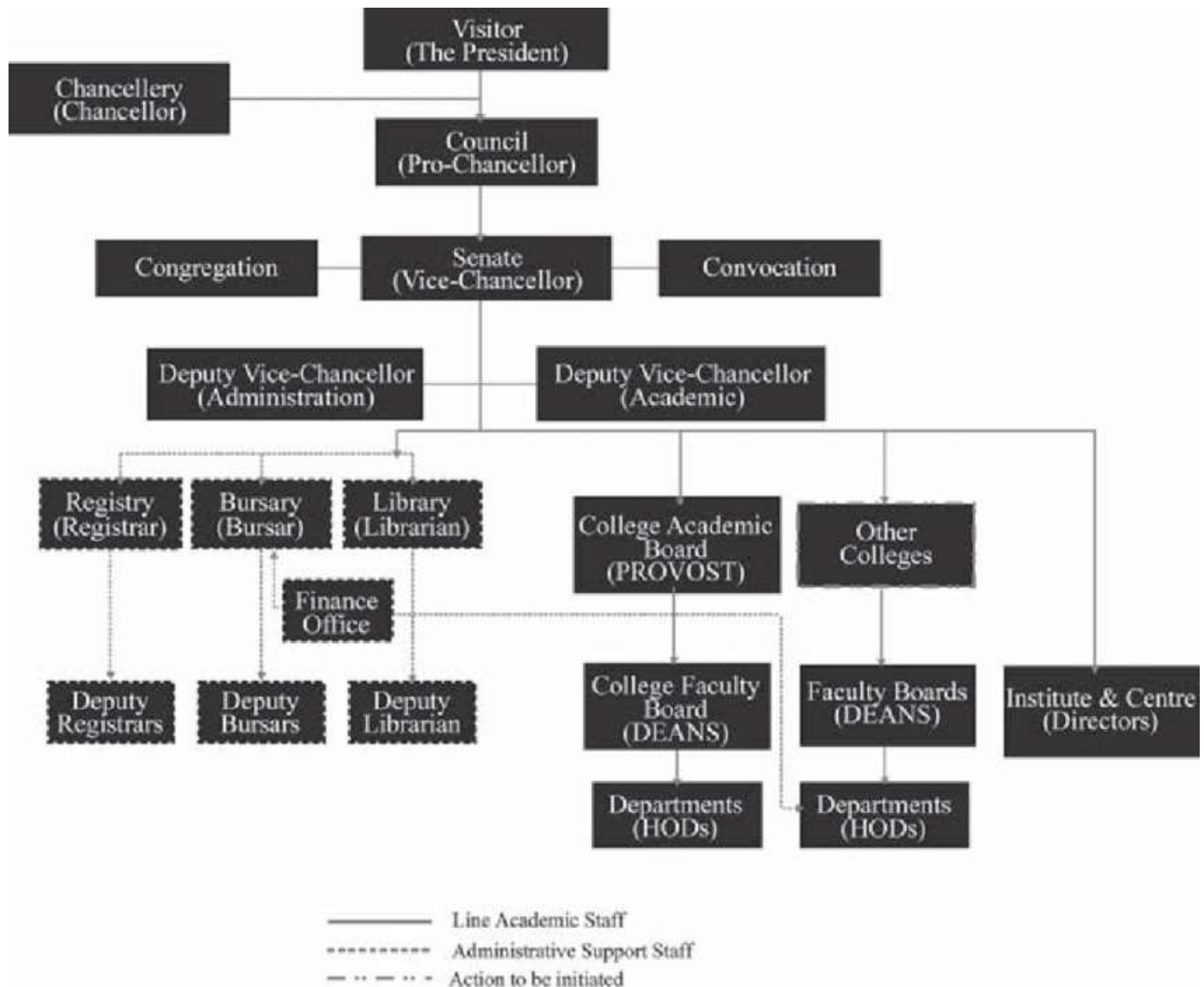


Figure 3: Organogram of tertiary institution in Nigeria.

### Effective Management of Tertiary Institutions in Rivers State

The term management have been defined by diverse management scholars who viewed management from their own perspectives, therefore, is it difficult to give a precise definition of management. Thus, the concept of management is a victim of definitional pluralism. During the evolutionary process of management different thinkers laid emphasis on different aspects. A few examples are Federick. W. Taylor who laid emphasis on engineering aspects and Eiton Mayo who focused on human relations aspects.

The word management according to Ajayi (2009) refers to a set of activities designed to direct and promote purposeful work. Management becomes a major and separate field of activity when people get together in a formal relationship in an organization. Management is a unique and distinctive process of controlling both material and human resources to achieve certain goals that have been determined. Also (Adesina in Ameen et al., 2018) opined management. As the organization and mobilization of all human and materials resources in a particular system for the achievement of identified objectives in that system. The main features of this definition are human and materials resources. Human resources are basically the set of people that make the work force in the organization, business sector or industry. Adeogun (2009) postulated that human resources mean having the right quantity and quality of staff in an organization. Furthermore, the material resources within the organization are all assets or facilities within the organization that are monetary and non -monetary. Therefore, management is the organization, identification, coordination and utilization of both human and material resources to achieve the desired goals of the organization.

Tertiary institutions are purveyors of high -level manpower for social-political and economic development in Nigeria. The goals of tertiary education as stated in the National Policy on Education (2014) are as follows:

- Contribute to national development through high level relevant manpower training.
- Develop and inculcate proper values for survival of individual and society.
- Develop the intellectual capability of individuals to understand and appreciate their local and external environments.
- Acquire both physical and intellectual skills which will enable individuals to be self -reliant and useful members of the society.
- Promote and encourage scholarship and community service.
- Forge and cement national unity.
- Promote national and international understanding and interaction.

The central factor required for the effective management of tertiary institutions is an unequivocal identification of the goals by the administrators. The success of these institutions is determined by the effectiveness and efficiency of its management. Efficiency is concerned with “doing things right” while effectiveness is concerned with doing the right things”. Louw and Venter (2013) observed that effectiveness is associated with strategic management while efficiency is related to operational management.

Tertiary educational institutions are educational institutions and the application of educational management is vital to effectively manage these institutions. Basically, educational management is a process where managerial functions such as planning, organizing, coordinating, monitoring, financing and evaluation are carried out, utilizing human and material resources in the educational system by coordinating, guiding and directing them towards the attainment of goals in education. Also, Mishra (2008) defined educational management as the process of utilizing appropriate materials in such a way to promote effectively human qualities. It includes all techniques and procedures employed in operating the educational organizations in accordance with established practices. These institutions are managed externally and internally, they are managed externally by regulatory bodies such as National Universities Commission (NUC) and National Commission for Colleges of education (NCCE) and internally by administrators who are at the helm of affairs in these institutions.

Administrators of these institutions must exhibit exemplary leadership by influencing the behavior of employee to achieved set goals as stated in the National Policy on Education.

To effectively manage tertiary educational institutions administrators must adopt the following:

- Goal identification- Administrators must identify the goals of tertiary institution which in summary is national development through high level manpower training. The administrators can carry out this function only when they are qualified and competent. In a bureaucratic system employment and promotion is based on merit and competent thus the administrators will be able to achieve desired goals for these institutions.
- Role identification- Administrators of these institutions must identify special functions of these institutions to pursue the lofty goals through performing various functions stated in the National Policy on Education that can be compressed to teaching, research and development and generation and dissemination of knowledge. Bureaucracy will play an important role because for teaching and research to be carried out properly qualified employees are to be engaged and it should not be based on nepotism or favouritism. Specialization of employees which is sine qua non to achieving role identification is vital.
- Resource identification, procurement and utilization- The administrators must identify and procure human, material and financial resources and utilize them effectively. In line with the study application of bureaucratic principles of skill- based recruitment will place the right people in the right position which in turn lead to effective identification and utilization of resources.

To effectively manage tertiary education institutions, the regulatory bodies must adopt appropriate quality assurance strategies towards effective supervision and monitoring of these institutions. Rules and laws as applied in bureaucracy will guide this regulatory bodies to be accountable and ensure that the quality assurance in these institutions is top-notch. Bureaucracy as a tool for effective management of these institution both externally and internally is crucial for the achievement of the overall goal of tertiary institutions.

### **The Relationship Between Bureaucracy and Effective Management of Tertiary Institutions in Rivers State**

Bureaucracy is an indispensable tool in the effective management of tertiary institutions in Rivers State. The relationship between the principles of bureaucracy which are hierarchical structures, rules and laws, division of labour, employment based on merit and competence, impersonality and remuneration according to rank of qualification are integral components for the effective management of tertiary institutions. Duru (1998) in Idiaghe (2015) in like manner posited that bureaucratic norms and principles are part and parcel of tertiary institutions.

Bureaucracy is related to effective management of tertiary institutions in the following ways:

- The hierarchical system of bureaucracy aids in foundation of an orderly method of managing staff effectiveness in tertiary institutions.
- Bureaucracy acts as a means to organize and standardize the tertiary institutions to achieve the goals of these institutions.

- In tertiary institutions bureaucracy is an effective control mechanism to shape staff activities.
- Bureaucratic rules and laws that must be adhered to, with communication flowing from the highest office of the university council through the senate to faculties down to individual department will aid in effective management of tertiary institutions.
- In tertiary institutions employment and promotion is based on merit this is a characteristic of a bureaucratic system.

## **Review of Related Empirical Studies**

Kean et al. (2015) carried out a study on the effect of school bureaucracy on the relationship between principals' leadership practices and teacher commitment in Malaysia secondary schools. The study was conducted using quantitative survey questionnaire to 384 secondary school teachers, ranging from band 1 to band 6 in Malaysia using multi stage stratified cluster random sampling. This study was using SPSS nonparametric analysis and Partial Least Squares Structural Equation Modeling (PLS-SEM) to analyze the data. The study found that teacher commitment was high, especially in commitment in teaching work. The study also identified three significant predictors of principal leadership practices that could enhanced teacher commitment. Findings from this study can be used to tailor for the pre-service and in-service professional leadership programs for school principals. Principal leadership practices such as continuous improvement of instruction, cooperation and collaboration and school climate that impacting teacher commitment should be given more emphases in those programs. School bureaucracy, though it is highly centralized, was another matter of important with regard to teacher commitment.

In an empirical study on bureaucratic and post-bureaucratic characteristics in 90 workplaces (Bolin & Härenstam, 2008). The aim of the study was to explore bureaucratic and post-bureaucratic characteristics of organizational structure. Eight organizational characteristics were measured, based on interviews with local managers at 90 workplaces in a broad sample of industries in mid-Sweden. The research questions were investigated by using descriptive and comparative analyses. The study showed that post-bureaucratic as well as bureaucratic characteristics coexisted in most workplaces. The results are not in accordance with the rhetoric that considers bureaucracy obsolete in contemporary organizations. Significant differences were revealed between industries in seven of the eight characteristics.

Eva et al. (2010) in their study manager's decision-making in organizations: empirical analysis. The objective of the research was to analyse to what extent manager's decision-making is based on bureaucratic tools or organizational learning in either complex problem-solving or non-problem-solving decision-making. (MANOVA, method of the repeated measure, inter subject factor – situation: 1. non-problematic, 2. problematic). The conclusion of analysis is that there are significant differences in character of solving of problem situation and non-problem situation decision-making: the bureaucratic attributes of decision-making are more intensive in problematic situations while learning approach is more actual in non-problematic situations. The results of our analysis have shown that managers who apply the learning organization attributes in their decision-making, are more successful in problem-solving.

## **METHODOS**

This study adopted a correlational research design. The population of consisted of directors, HODS, bursars, professors, senate members, heads of units, teaching and non-teaching staff of the two Rivers State government run universities, Ignatius Ajuru University of Education and the Federal university Rivers State University of Port Harcourt, Choba, Port Harcourt. A total of 434 members staff drawn from Rivers State university, Nkpolu-Oroworukwo, Port Harcourt, 403 from Ignatius Ajuru University of Education, Rumuolumeni, Port Harcourt and 601 from University of Port Harcourt. The total population was 1,438. A sample size of 382, which makes up 27% of the population, was randomly drawn from the Rivers State University (94) and the Ignatius Ajuru University of Education (88) and University of Port Harcourt (100). The instrument for data collection in this study was a self-structured questionnaire titled bureaucracy and effective management of tertiary institutions in rivers state (BEMTIRS). The questionnaire was divided into two sections (A and B). Section A consisted of items on personal data while section B was further divided into six parts (A-F). Part A consisted of items on the available staff development programmes, while the second section (B) was structured on the modified 4 points Likert rating scale of Very High Extent (VHE) 4 points, High Extent (HE) 3 point, Low Extent (LE) 2 points and Very Low Extent (VLE) 1 point. The data collected were analysed with statistical tools like mean and standard deviation to answer the research. Weighed frequency will be used to determine the mean, based on the four-point modified Likert scale. The hypotheses were be tested using the T-test at the .05 significance level.

## RESULTS

**Table 1: Distributions and Retrieved Copies of Questionnaire**

Detailed Response Rate	Distributed Copies	Retrieved Copies	Discarded Copies	Used Copies
Total	382	373	3	370

**Research Question 1:** To what extend does rules and laws relate to effective management in Tertiary Institutions in Rivers State.

**Table 2:** Correlation Matrix on rules and laws relate to effective management in Tertiary Institutions in Rivers State.

s/n	items	N	Mean	Std. D.	Remark
1.	Obeying rules and laws in the school creates an environment where employees feel safe and comfortable to do their job effectively?	370	2.03	1.052	LE
2.	Rules and laws have a direct effect on management performance?	370	2.72	1.301	HE
3.	Rules and laws give management an insight of expected of them in their dealings and transactions?	370	2.17	1.234	LE
4.	Rules and laws restrain management and others from infringing on property rights?	370	2.61	1.060	HE
<b>Total</b>		<b>370</b>			

Table 2 shows in item 1 mean score of 2.0351 and SD 1.05222 which shows that the respondents disagreed to the item 1. In item 2 mean score of 2.7270 and SD 1.30190 shows that the respondents agreed to the manifestation of the research item. Subsequently, item 3 mean score of 2.1784 and SD 1.23436 proved that the respondents disagreed to the research item. While item 4

mean score of 2.61892 and SD 1.23436 showed that the respondents agreed that Rules and laws restrain management and others from infringing on property rights.

**Research Question 2:** To what extent does technical competence relate to effective management of Tertiary Institutions in Rivers State.

**Table 3:** Correlation Matrix on technical competence relate to effective management of Tertiary Institutions in Rivers State

s/n items	N	Mean	Std. D.	Remark
5. Technically competent management help their subordinates to recognize and solve important technical problems?	370	2.56	1.238	HE
6. Technically competent help management to coordinate work for effective tertiary school management	370	2.92	1.135	HE
7. A focus on technical competencies and skill development promotes better leadership for effective tertiary school management.	370	2.45	1.052	LE
8. Technical competencies help differentiate between jobs within a functional area for effective tertiary school management.	370	2.72	1.301	HE

From table 3 above, item 5 had a mean score of 2.57 and SD 1.23, item 6 had a mean score of 2.92 and SD 1.14, item 7 had a mean score of 2.46 and SD 1.05 and item 8 had a mean score of 2.72 and SD 1.30 which shows that the respondents affirm to the manifestation of the various research items indicating that technical competence relate to effective management of Tertiary Institutions in Rivers State.

**Research Question 3:** To what extent does task specialization relate to effective management of Tertiary Institutions in Rivers State.

**Table 4:** Correlation Matrix on task specialization relate to effective management of Tertiary Institutions in Rivers State.

S/n items	N	Mean	Std. D.	Remark
9. Task refinement by the specialist leads to higher levels of productivity.	370	2.65	1.238	HE
10. Work can be completed faster and more efficiently due to specialization in tertiary institutions	370	1.92	1.135	VHE
11. Quality control costs are lowered due to specialization in tertiary institutions.	370	2.03	1.052	LE
12. Task specialization gives management a sense of pride and job security due to their specialized skills.	370	2.72	1.301	HE
<b>Total</b>	<b>370</b>			



Table 4 above shows item 9 mean score of 2.6595 and SD 1.23838 which showed that the respondents agreed to the item. In item 10 had a mean score of 1.9243 and SD 1.13563 showed that the respondents disagreed to the research item. Equally in item 11 mean score of 2.0351 and SD 1.05222 showed that the respondents disagreed to the manifestation of the item. Finally in item 12 mean score of 2.7270 and SD 1.30190 showed that the respondents agreed that task specialization gives management a sense of pride and job security due to their specialized skills.

### Testing of Hypothesis:

The three hypotheses were tested using the t-test at .05 significance level.

**Hypotheses 1:** There is no significant difference between rules and laws and effective management of Tertiary Institutions in Rivers State.

**Table 5:** Testing of hypothesis 1

	t-test for Equality of Means						
	T	Df	Sig. (2-tailed)	Mean Difference	Std. Error Difference	95% Interval Difference	Confidence of the
						Lower	Upper
State Universities	2.88	369	.000	3.729	1.583	.81343	7.04655
Feed University	2.84	273.813	.000	3.929	1.607	.76566	7.09432
<b>Total</b>			<b>.000</b>				

Table 5 above shows with t-value of 2.881 and 2.845, with mean difference of .02 and p-value of  $.000 < .05$  shows there is a significant difference between rules and laws and effective management of Tertiary Institutions in Rivers State. The null hypothesis is therefore rejected. The stance of the respondents indicates that there is a difference in the way the two universities apply rules and laws in effective management of Tertiary Institutions in Rivers State.

**Research Hypothesis 2:** There is no significant difference between technical competence and effective management of Tertiary Institutions in Rivers State.

**Table 6:** Testing of hypothesis 2

	T	Df	Sig. (2-tailed)	Mean Difference	Std. Error Difference	95% Interval Difference		Confidence of the
						Lower	Upper	
State Universities	2.481	369	.000	3.829	1.583	.81343	7.04655	
Fed University	2.445	273.813	.000	3.959	1.607	.76566	7.09432	
<b>Total</b>			<b>.000</b>					

Table 6 above shows in hypothesis 2 t-value for State Universities 2.481 and Federal University 2.445, mean difference of 0.13 and p-value of  $.000 < .05$  indicating that there is a significant difference between technical competence and effective management of Tertiary Institutions in Rivers State. The null hypothesis is therefore rejected.

**Research Hypothesis 3:** There is no significant difference between task specialization and effective management of Tertiary Institutions in Rivers State.

**Table 7:** Testing of hypothesis 3

	t-test for Equality of Means				Mean Difference	Std. Error Difference	95% Confidence Interval of the Difference	
	T	Df	Sig. (2-tailed)				Lower	Upper
State Universities	2.481	369	.000		3.928	1.583	.81343	7.04655
Fed universities	2.445	273.813	.000		3.929	1.607	.76566	7.09432
<b>Total</b>			<b>.000</b>					

Table 7 above shows in hypothesis 3 t-value of 2.481 for State Universities and 2.445 for Federal University, mean difference of 0.58 and p-value of  $.000 < .05$  which implies that there is a significant difference between task specialization and effective management of Tertiary Institutions in Rivers State. The position of the respondents indicates that the application of task specialization in the effective management of Tertiary Institutions in Rivers State. The null hypothesis is therefore rejected.

## DISCUSSION

This study revealed that there is a very strong positive and significant relationship between Bureaucracy and the Effective Management of Tertiary Institutions in Rivers State. This implies that the proper application of the Bureaucratic principles will go a long way in the Effective Management of Tertiary Institutions in Rivers State. Table 5, 6 and 7 above shows with t-value of 2.881 and 2.845, with mean difference of .02 and p-value of  $.000 < .05$ , t-value of 2.481 and 2.445, mean difference of 0.13 and p-value of  $.000 < .05$  and t-value of 2.481 and 2.445 with a mean difference of 0.58 and p-value of  $.000 < .05$  implies that there is a significant difference between the indicators of bureaucracy (rules and laws, technical competence and task specialization) and effective management of Tertiary Institutions in Rivers State. The position of the respondents indicates that the application bureaucratic principles will bring about effective management of Tertiary Institutions in Rivers State.

This finding agrees with the findings of Idiaghe (2015) which stated that no tertiary education system can claim to contribute to national development if it pays no serious attention to time-tested principles of bureaucracy. National development can only be achieved in an atmosphere of peace and harmony and this can be realized when there is justice and equity which are made possible through effective application of the principles of bureaucracy in both private and public organizations. The paper advocates training and retraining of employees to develop the necessary skills to meet the challenges posed by advancement in knowledge especially in this era of Information Communication Technology (ICT). It further argues that a tertiary education system is better placed in this task of developing bureaucratic-administrative skills for national development in view of its Position in the scheme of things. The paper concludes by saying that to contribute to National Development the tertiary education system must strengthen its bureaucracy by developing its employee's bureaucratic administrative skills through adequate training retraining.

This finding agrees with the findings of Kean Kannan and Piaw (2015) that principal leadership practices such as continuous improvement of instruction, cooperation and collaboration and school climate that impacting teacher commitment should be given more emphases in those programs. School bureaucracy, though it is highly centralized, was another matter of important with regard to teacher commitment.

This finding tallies with the results of Eva et al. (2010) in their study manager's decision-making in organizations: empirical analysis. The results of our analysis have shown that managers who apply the learning organization attributes in their decision-making. are more successful in problem-solving. Contributing to this observation, Ujo (1995) outline that the essential features of a developed administrative institution is not just having staff but having the right quality of staff. That is to say that the staff with relevant specialization must be obtained. A good tertiary institution must ensure that its employees are trained to meet the challenges posed by knowledge especially in this era of computers and Information Communication Technology (I.C.T).

This finding also corroborates the results of an empirical study on bureaucratic and post-bureaucratic characteristics in 90 workplaces (Bolin & Härenstam, 2008) whom in their results are not in accordance with the rhetoric that considers bureaucracy obsolete in contemporary organizations. Significant differences were revealed between industries in seven of the eight characteristics.

## **CONCLUSION**

Bureaucracy is a sociological phenomenon developed to achieve desired results and organizes human activities throughout the history of civilizations. Tertiary institutions are fertile grounds for effective bureaucracy to sprout. Those who oppose the bureaucratic nature of management in tertiary institutions do so because bureaucracy constitutes obstacles when it is used for personal benefits other than to achieve organizational goals. Bureaucracy in itself functions to protect its own structure. It is widely believed that in tertiary institutions, bureaucracy is synonym to red tapes, rigidity, misuse of power, waste and impersonal structure, however if this is true; it should have been phased out in these institutions. These bureaucratic bottlenecks or Lapses in tertiary institutions should not be blamed on bureaucracy which enhances effectiveness and efficiency but rather it should be blamed on wrong attitude of employees who should be disciplined in accordance with laid down rules and regulations. Bureaucracy is indispensable in administering rules and regulations in tertiary institutions. A bureaucratic structure is designed to administer large-scale and systematic coordination between many people working at different levels to achieve a common goal which is an essential part of institutional management. Bureaucracy still remains the power house that holds the key for effective management of tertiary institutions in Rivers state. The effective management of tertiary institutions are of utmost importance to Rivers state and the nation at large to actualize national development through high skilled manpower training.

## **Recommendations**

Based on the findings and conclusions drawn from the research data and analysis these recommendations are made for consideration by the Management of Tertiary Institutions in Rivers State:

- The bureaucratic principle of merit should be applied, favoritism and nepotism should not be used for employment. This will enable only qualified people to manage these institutions effectively.
- Employee in tertiary institutions should be trained and retrained in the use of technology to increase effectiveness and efficiency in their performance. This is to avoid red-tapes associated with
- Employees and stakeholders in tertiary institution should abide by rules and regulations and coordinate activities in the hierarchy structure for uniformity and stability of employee's action.
- Tertiary education sector needs to strengthen its bureaucracy skills through adequate training and retraining of employees.
- Since everyone benefit immensely either directly or indirectly from tertiary institutions its effective management should be given priority by all.

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