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Bureaucracy and decision-making process in public organisation: University of Jos in focus

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Abstract
Devising University policies is the central piece in Education management that must at all-time be delegated to people who are well acquainted with its operations as well as intendant with best practices. The top echelon must be populated by administrators who have a good mix of 'the town and the gown' knowledge and experience. University administration requires swift decision-making procedure, timely execution of decision made as well as effective monitoring of the execution of the decision(s) made. This is because of the peculiar business of manufacturing and dissemination of knowledge being transacted in the university which must be carried out with utmost due diligence, competence and timeliness. However, because of the sizes of Nigerian Universities, large workforce as well as complex managerial procedures which results in bureaucratic bottlenecks are in involved in decision making. This no doubt, slows down the speed with which decision are reached or executed. University of Jos is not insulated from the ill of slow decision-making procedure which of course, has affected its efficiency. This paper traces lapses in the administrative structure of the university which has resulted in bureaucratic bottlenecks. This paper adopts the triple theories of bureaucratic management, systems theory and iron triangle as framework of analysis. It adopts the secondary data analysis and archival study as the research methods; hence it relies mainly on secondary sources for data collection and analysis. The paper accomplishes that poor governance arrangements, such as the bureaucratic procedures in most public and private institution of higher education, have been associated with interrupted academic life especially in the public institutions. Hence it recommends among others that democratic styles of decision making should be encouraged so as to promote industrial harmony in the University.

Keywords: Bureaucracy, Decision, Organization, University.

1. Introduction

Education is a pathway to development because it forms the base for human empowerment and productivity. Likewise, Universities are pivotal institution of education which aids the production and reproduction of knowledge needed for the transformation of a nations socio-economic and technological opulence. Universities are equally sacrosanct in the process of transmitting distinct values and skills suitable for developing a populations potential, and an instrument to enhance human capabilities for a holistic national development (Uju, 2013) A University is comprised of Students, Academics (tenured and non-tenured), researchers and Para bureaucrats who are stationed in the faculty and departmental levels. Superlatively, the relationship between these actors is meant to be collegial and not an overtly bureaucratized system of administration as obtained in the Nigerian education system today. Hence, production is stunted because of the cumbersome demands to be politically correct, and cumbersome

regulations that suppress any form of perceived growth (Okoli & Orinya, 2020).

Crucial to the unproductivity of university staffs is the bureaucratic arrangement especially as it relates to decision-making. What is meant to be a collegial and cooperative process is substituted with a rigid bureaucratized system that impedes on the moral, commitment and enthusiasm of workers within the university system. Traditionally, Bureaucracy tagged with the optimal functioning of the trio; social, economic, and political system. Subsequently, political scientist and historians have emphasized the pertinence of Bureaucracy to the development of a nations, especially third world countries. However, the complexities of modern-day bureaucracy contradict the foundational principles of its founding fathers. For instance, Bureaucracy in many African states is confronted with so many setbacks, such as corruption, cumbersome red-tapism, duplication of functions, and flippancy. some scholars have argued that decision making structures are responsible for the retardation of quality education in the world, because of the degrading collegial relationship that exist between the governing body of the university and other subordinate agencies of the university. (Dill, 1997; Neave and Van Vught, 1994).

Often times when universities are studied in Nigeria, emphasis is placed on an external disposition, the relationship between the university and let's say, the government and in some cases donor agencies. Limits however are placed to the study of the intra bureaucratic working of the universities. Nevertheless, not undermining the external impediments, such as low funding for research, high turnover of experienced professors, dilapidated infrastructures, incessant strikes and the lack of equipment meet the wanton need for a quality education. Udeh (2019) however, looking inward posited that the quality of education in Nigeria is largely hinged on the attitude of the school authority, the slow response manner of bureaucracy to change does not allow for the best decisions to be made as at the appropriate time. The efficiency of staffs within the university is stalled and the spirit of group thinking and cooperativeness discouraged by bureaucracy. These impediments according to Kyathua (2013) is a consequence of decision-making, he further asserted that poor decision-making leads to student demonstrations and strikes. in retrospect, there have been several demonstrations by students of the university of Jos over the increment of school fees and hostel accommodation fees, the decision of such increment was done independent of proper consultations. on the same note, the incessant strikes by the Academic staff Union of University (ASUU) which have further strengthened the argument against the over bureaucratization of institutions in Nigeria has gradually become a bane to Education and national development.

It is against the backdrop that this paper seeks to investigate the correlation between bureaucracy and the pattern of decision-making in public organizations, stream lined to the University of Jos. the study places emphasis on the administrative structure that makes up the bureaucracy in the university and how it affects the performance of staffs and students in their distinguished roles. The paper, among other things, attempt to explore as well as proffer quintessence and practical recommendation to how the spirit of collegiality for the best decision to be made can be rekindled in public organizations, especially public universities in Nigeria. The paper, firstly offers a review of correlated literatures on bureaucracy and decision-making in organizations, focused on the governing rules and decision making in university contexts. The review is equally positioned to consolidate on studies by several scholars and writers on issues of bureaucracy and decision making in organizations and institutions around the world. it is then followed by a theoretical

review of the theory supporting the study before exploring into the historical trajectory of the use of bureaucracy in decision making.

2. Literature Review

Bureaucracy

The word bureaucracy sprouts from both Greek and French words; *Bureau* a French word translated to mean an office or table, and *kratos* a Greek word translated as power or political power by deducing. In the original context it is applied to describe state apparatus, officials working in public agencies and parastatals. In modern usage it also includes but not limited to private independent organizations (Timothy et al, 2021; Alesina and Guido, 2007). Modern day bureaucracy is attributed to the writings of Max Weber (1922) where he strongly advocated for state effectiveness and efficiency. He views bureaucracy as a formal rule-driven operation made up of professional individual's structures in an appropriated hierarchical delivery structures, with a strong sense of mission motivation and duty. Weber, views bureaucracy as that type of administration that wears the garment of strict organized rationality, logic and the most appropriate means of carrying out human resource control in any organization. conversely, modern reforms especially in the private sector have negated this stance of weber for instance, BabaDavid (2016) holds that with the emergence of programs and innovations such as the structural adjustment program which champions the need for deregulation, privatization and liberation in many economies, have warranted the restructuring of traditional bureaucratic ideals as portrayed by weber, especially in the size and scope. He further argued that, Bureaucracy, which is a colonial legacy have been maintained in the same order and structure. This accounts for the depreciatory features of bureaucracy evident in almost all organizations in Africa. For instance, over centralization, secrecy, hierarchical rigidity, red-tapism, and formal work network among others.

Some scholars share in the view that bureaucracy is an inhibition to the development of many states. In other words, bureaucracy holds a derogatory stance when looked at in terms of public's interest as it relates whether or not it is truly represented. Bureaucrats are seen as agents of expropriation and exploitation of the public, in the interest of an elite class of private actors (BabaDavid, 2016; Tullock 1967; Stigler 1971; Peltzman 1976; Djankov et al. 2002) this explains why Weber was emphatic about the clearly differentiating between politics and bureaucracy. Timothy et al (2016) postulated that what weber means by separation of politics and bureaucracy is in fact the advocacy for meritocracy in the recruitment and selection of bureaucrats who are intended to fill a particular position. it makes more sense, when we look at from the lens of developing Europe in the 19th century. Ali et al (2013) brilliantly explained as thus:

> *The principles of bureaucracy were reinforced with the fast development in Europe until the end of the renaissance in Europe, and had been established with the political, economic, and social transformation in Europe, also with the huge transformations in industry during the 19th century, and the initiating of organizations and corporations all over the world and in particular in Europe and United States. The concept of bureaucracy was connected with the work of organizations and was being the main factor for decision making inside the organization…(Ali et al., 2013)*

The concept of bureaucracy has been nebulously defined, but yet it still maintains a uniformed central idea. For instance, Ali et al (2013) viewed it from a religious lens when he wrote on the Impact of Bureaucracy on Strategic Decision-Making Process in the Islamic Call Society. He aptly posited that Bureaucracy is a term used to describe the top echelon or hierarchical authority of an organization, plus they perform leadership and organizational roles. On another lens Eme and Onwuka (2020) view bureaucracy in line with the workings of the civil service, they hold that in the civil service, bureaucracy is the heart of the organized goals actualization, it is a body of authority that is comprised of personnel in their diverse offices and methods that the government uses to implement programs and policies. They further argued that the consultation roles that civil servants proffer to the executive or government appointees on all aspects of government is highly entrenched in bureaucratic practice. "*Advice in the context of policy formulation or initiation necessary implies the collection of relevant data, together with carefully considered alternatives, which would enable policy decisions to be made by the political heads*" (Eme and Onwuka, 2020)

In education, Bureaucracy is an indispensable aspect of its organization life, whether it is a private or a public institution. This accounts for the rejection attitude for any reforms that may tamper with the status quo so as not to throw the baby with bath water, bureaucracy brings about delay in the process of decision making, frustrates any swift and spontaneous innovation in term of emergencies. It equally forms the base for specialization, supervision and accountability within an organization (Akangbou, 2021; Udeh, 2019) consequently, the involvement of staffs in the decision-making process in the education sector has proven to be beneficial. Contrarily, with the strict adherence to bureaucratic practice and principles breeds an atmosphere of lethargy, sluggishness and unproductivity on the parts of the employees within the education sector.

Decision making

Brochmann Erich (2016) brilliantly writes on his work "Tactic Knowledge and strategic decision making" where he dazzlingly argued that decision-making is a problem-solving activity which is ideal, rational or irrational, done on an explicit or tactic knowledge and beliefs. Brochmann speaks from a psychological point of view. He further holds that decisions are made based on subjective predilections and a set or aspiring innate values of an individual. it is important to appreciate Brochmanns perspective because it comes from an individual psychological disposition. Not to oversimplify, but his perspective is pertinent in understanding the organizational working of bureaucracy and how it relates to present day practice. Simply put, the practice by which top administrators clearly selects a more profiting line of action among a list of other available options is decision making. Decisions are significant in terms of the action taken, the resources devoted or for the purpose of setting precedents (Mintzberg, 1976). Decision making in the academia is nebulous, available literature reveals a number of decision-making models and modes. Each model denotes a different standpoint. Considerable empirical suggestions hold that the coexistence of models of decision making and Bureaucracy apparently sustain for good decisions to be made. Okoli and Orinya (2020) argues that decision making in Nigerian universities flows "*laterally from the faculty and allied academic platforms to the management in a systematic devolved bottom-up pattern".* Again, Eisenhardt and Zbaracki (1992 cited in Kyathua (2013) identifies three models of decision making: Rationality and bounded Rationality, Politics and Power,

and Garbage can. they argued that strategic decision makers are involve in a rational trail of fact seeking, debates among other things before any decision is made.

Gregg (2021) argued that in administration, decision making is simply the process involving making a choice to alter some existing conditions, by choosing one preference among others, the decision maker is expectant of gaining something desirable, since it is a general assumption that the decision maker is presented with an assortment of choices to select the most appropriate course of action, fitting for the attainment of a desired objective. Most decision are made either to change a staus quo within an organization or to alter the existing structures. Theoretically the latter is very much likely. He identified three models of decision making in public administration that are most sacrosanct: Routine Decision, Rational comprehensive decision model, incremental decision making model and mixed scanning model.

Routine Decision model; Forgeard (2022) explains a routine decision making as the most common decision-making model that can be found in virtually all areas of life, because it is an activity that every individual does multiple times in a day. For instance, the ritual of deciding what to wear, eat, sleep explains the routine model. he further identified three level of routine decision making; Personal routine decision making, which entails the holistic daily decision an individual makes on how he chooses to allocate time, resources and energy; Professional decision making, it involves the process of developing and adhering to operational decision at a work place; and Routine consumer decision making process, this model is fashioned in line with the personal routine decision making process, just that this model focuses primarily on the physiological necessities of life such as food, clothing ,shelter et cetera.

The rational comprehensive decision model is an economic model of decision making. This is perhaps the most classical models of decision making in economics. It possesses and edge that is crucial to this study, that is, efficiency. This means maximizing output for a given input or minimizing input for a given output. this model adopts a cost benefit analysis, a technique designed to measure relative gains and losses resulting from alternatives, distinguishing clearly, the quantitative value of each alternative among the ranking of other alternatives (Oliveira, 2007) the Business dictionary aptly defines Rational decision making "a method for systematically selecting among possible choices that is based on reason and facts. In a rational decision-making process, a business manager will often employ a series of analytical steps to review relevant facts, observations and possible outcomes before choosing a particular course of action." Uzonwane (2016) similarly holds that the rational decision-making model comprises the use mishmash of fact, information, analysis carried out in a systematic manner before a decision is made, hence the rational decision model is the most advanced decision-making model. Gregg (2021) argues differently, he holds that the rational model has been criticized especially by the incremental decision model school on the basis of resource consuming and accused the model of reductionism.

The incremental decision-making model was developed by Charles Lindblom as an alternative model to rational comprehensive model (Gregg,2021). The model lays emphasis on breaking down the decision-making process into smaller steps as against the enormous bound proposed by the rational model (Bugajenko, 2021). It also theorized that after breaking down decision making process, the decision maker or the group of decision makers would muddle through, this is done hand in hand with experience, intuition, formulating hypothesis and technique test. One of the major draw backs of this model argued Bugajenko (2021) is the likelihood

of missing out on the best decisions, since there is little room for radical proposal, again this model is more suiting for conditions where there is a constant need for decision making and the boldness for implementation is vital. Lastly, Gregg (2021) outlines the Mixed Scanning model, which is an amalgamation of the rational-comprehensive and incremental models. it has been criticized because it makes it impossible to identify a big or little decision, because the consequences are unknown as at the time the decisions were made.

Theoretical Framework

This study employs two theories of Bureaucracy, Ludwig Von Bertalanffy's (1944) idea of Bureaucracy in terms of the general system theory, and The Iron Triangle theory by Adams Gordon (1981). The central postulations of Ludwig's system theory are that the economic, political and social system in any society is firstly complex, and that this complexity is tied to the multifaceted interacting elements that make up the system. Secondly, the system is both part-to-whole and whole-to-part, this means that the various elements align for the purpose of fitting together to make up the whole. In this respect, every organization is made up of subsystems that aid in the continuity of the entire system. The organization cannot maintain an optimal status when the subsystems are faulty or inefficiently ran by incompetent stakeholders who form the engine room for the formulation of organizational policies and decisions. Given that in policy-making the quality of the policy involves not only the policy content but also the policy-maker's perceptions and values. The values which are a reflection of a person's training and intellectual disposition are fundamentally assumed to be crucial in understanding the policy alternatives that are made (Basu, 2004 :) Ludwig von Mises was critical of all bureaucratic structures, he emphasized on the need for the integration of bureaucratic practice globally. The feasibility of bureaucracy should not be streamlined to the public sector alone but is highly decisive in the private sector as well. This stance, gives strength to Ludwigs theory especially in application to the study at hand of decision making in public organizations in Nigeria. however, one major area of contention that begs clarity is his position on the pre-working conditions of theory application, when he wrote that "… *no private initiative will ever fall victim to bureaucratic devices of management if it is functioned with the sole purpose of making profit*" (Ludwig, 1944) this strains the idea behind the creation of most public institutions, that are not profit oriented. In other words, his well-intended warnings may undermine the efficacy of the bureaucratic management theory as it applies to most non-profit universities in Nigeria, which of course are government owned.

On the other hand, the iron triangle theory as propounded by Gordon Adams explains the tripartite correlation between government, congress and bureaucrats whereby each group in the bend of the triangle are symbiotically connected, each group plays a definite role that solidifies their unbreakable bond for the sole aim of achieving an organized set out policy goals. This means that the failure of one will lead to a negative pressure in one or both sides making the triangle (Pollack, Helm & Adler, 2018; Study, 2022) in the iron triangle theory, the lobbyist represents the interest of common business owners or the average citizen within a society, the lobbyist in turn gains political support from members of the congress, members of congress in this study represents the legislatures. Gordon explains how bureaucracy founded on the grounds of collegiality and not competition as is wrongly perceived by critics. he further elucidated that the system works as is structured, delegating roles based on strength for instance, the government, which in the case of Nigeria are the sole

creator of Universities, because of the power accorded to them by the constitution perform the sole function of creating the enabling environment for such universities to functions without any hindrance of encumbrance. Again, the congress which in this case are like the senate, play the statuary duty of approving the statutory financial allocations for the funding of universities with the hand the joint consent of the executive. Lastly the Bureaucrats here are responsible for the background working of this entire process. The bureaucrats can be viewed from two lenses. the first, is the in-house bureaucracy (within the university) and the extended bureaucracy (the extensive relationship between the university and other agencies of government) the in-house bureaucracy are the organization structure within the university system, which is comprised of, but not limited to the Vice-chancellor, Faculty Management Boards and Departments, on the other hand, the extended bureaucracy is comprised of , and not limited to the Chancellor, who plays the role of the middle man between the employers (government) and the employees (the entire staff within the University system) (Okwakol, 2009; Kyathua 2013; Pollack, Helm & Adler,2018; Study,2022)

To pair the two theories above, it is pertinent to understand that Nigerian universities are a combination of several interdependent internal and external bodies, which weighs strongly on the institutions, demanding for accountability and efficiency. Kyathua (2013) writes similarly about the universities in Uganda, arguing strongly about the position of the Ugandan universities being answerable to external organizational actors. In Nigeria, Universities are to a large extent, despite several literature arguing otherwise, are richly answerable to the federal government. This is so simply because, the federal government are sole proprietors and financiers of this universities. Just like the saying goes, he who pays the piper dictates the tone. That said, Kyathua (2013) in an attempt to link the bureaucratic management theory and the iron triangle theory, argued that Contemporary management of any organization is characterized by two methodologies; the systems and the contingency approach. The systems approach views the organization, which in this study represents the universities a complete whole or holistic system that is made up of interrelating subsystems, all of which are part of a multifaceted kind of interaction that aids in the betterment of the environment it is existing. On the other hand, the contingency approach, drives the argument to the aspect of efficiency and the alternative options of available for the transformation of the decision-making process in an organization, be it private or public. Donaldson (1990) holds that the efficiency needed is boxed in the manner in which an organization finds more rational ways to consolidate, organize and carry out their functions. He also takes into cognizance the availability of technology, resources and personnel as germane in truly weighing decision making options.

Historical Overview of Bureaucratic Structure and Decision-Making in University of Jos

The pressing needs to meet the educational and development challenges facing Nigeria accounts for The establishment of the university of Jos, especially the deficit of literacy in the northern part of the country, the founding father of the university hold strongly that the creation of a university for higher learning in Nigeria would drastically aid in the enhancing learning and research not just for Nigerians but foreigners from different parts of the world (Unijosgtam,2022) the government of the then Benue-Plateau birthed the idea for the creation of the University in1969 before it actual creation in 1971. The University was an Affiliate or as it was called a “satellite campus” of the University of Ibadan. The University of Ibadan holds a place in

Nigeria history as one of the early universities in Nigeria. Four years later, the University of Jos became an autonomous institution alongside seven other universities established across Nigeria in 1975 by the military government of General Murtala Muhammed. Professor Gilbert Onuagulchi was appointed the first Vice Chancellor (1975-1978). in general practice, the university of Jos is offered to "*organize high-level manpower needs in various fields of human endeavor"*, this is captured in the institution motto "Discipline and Dedication" of which it upholds till date to enhance character molding, educational and moral excellence in students (Unijos, 2022) the university in 1972, admitted only student in Pre-degree courses, and a year later it had accredited Degree courses in Arts, Science and Education.

Today, there are a total of thirteen faculties and colleges in the university that prepares student to change lives, organization and the world they include the Faculty of Arts, Faculty of Agriculture, College of Health Sciences, Faculty of Education, Faculty of Engineering, Faculty of Environmental Sciences, Faculty of Law, Faculty of Management Sciences, Faculty of Natural Sciences, Faculty of Pharmaceutical Sciences, Faculty of Social Sciences, and the Faculty of Veterinary Medicine.

To this end the reputable Alumni body of the university has contributed to local and international development. To present the University still upholds its original educational and developmental ideals. A report by the University G team, pens the ideals as such. To create and maintain areas of excellence in research, teaching and community service, to achieve relevance in the training of staffs and students, to provide adequately trained high-level manpower, particular in the humanities, and in the sciences, competent enough to contribute towards the improvement of the Nigerian society economy and environment,

1. To upgrade the educational and profession knowledge of the people within the university's catchment area,
2. To address the developmental need of the catchment area through research and community related activities, and
3. To undertake any other activities deemed appropriate for a university of the highest standard.

Despite the numerous challenges confronting the University, the University of Jos was able to admit its first set of students in 1976/1977 academic session. It was problematical especially for the faculty of Medical Science who had in the same year admitted a 100 student, while yet lacking, the needed laboratory facilities and manpower. It however was able to graduate 66 students in 1981 (Unijosgteam, 2022). Part of the many challenges confronting the stability of the University of Jos, is the having the needed manpower to stabilize the system. The University have over the past decades had 15 substantive Vice Chancellors (1971-1975) as is represented below;

Vice Chancellors University of Jos from 1971- 2022

Vice Chancellor (s)	Date of Engagement/ Tenure Expiration	Year (s)
Prof. E.A Ayandele	1971 – 1975	4 years
Prof. Gilbert Onuagulchi	1975 – 1978	4 years
Prof. Emmanuel U. Emovon	1978 – 1985	8 years
Prof. Ochapa C. Onazi	1985 – 1989	5 years
Prof. M. Para Mallum	1989 – 1993	4 years
Prof. G. O. M. Tasie	1993 – 1994	1 year
Prof. N.E. Gomwalk	1994 – 1999	5 years

Vice Chancellor (s)	Date of Engagement/ Tenure Expiration	Year (s)
Prof. M. Y. Mangvwat	2000 – 2001 (Acting)	1 year
Prof. M. Y. Mangvwat	2001 – 2006	5 years
Prof. C.O.E Onwuliri	2006 – 2006 (Acting)	Acting
Prof. Sonni Tyoden	2006 – 2011	5 years
Prof.HaywardBabele Mafuyai	2011 – 2016	5 years
Prof. S.Sebastian Maimako	2016 – 2021	5 years
Gray Goziem Ejikeme	2021 – 2021 (Acting)	Acting
Prof. Ishaya Tanko	2021 – Present	Present

Source: https://www.unijos.edu.ng (compiled by the researcher).

There is no sugar coating the fact that, University development in Nigeria is an evolutionary process. The above historical overview gives credence to the fact that the University of Jos has come a long way in the human and societal development. in dispensing the assigned duties of the University, being a federal creation, it has been continuously charged with the task of "*discovering new and bold ways of tackling problems, while still maintaining elements of continuity with established societal traditions*" (Unijosgteam, 2022)

3. Decision-Making in Universities- A Comparative Analysis

Kyathua (2013) expressly argued that central to the creation of all universities are scholarship and Academic excellence. It is believed that these goals shall be pursued through "teaching, research, and development". However, the manner in which this primary goal is achieved differs from country, region and continents respectively. The achievement of goals and the management of the university system is highly dependent on the authority of the university. A supporting claim is explicitly contended by Obondoh (2001) when he advised, that it is tasked on the university administrators and decision makers to uphold the integrity of every university administrative differences and practice. he further stressed that emphasizes should be placed on the "degree requirement, standards expected in student performance, quality of research and public service activities; and freedom available to individual faculty members in their institutional and research efforts. He further espoused that besides the issues above, university managers in the world must consider the following: the appointment of staff, internal organizational structure; and the allocation of available resources to operate and support programs for effective governance" Obondoh (2001) cited in Kyathua (2013).

In Nigerian public universities, profound decisions are made by politicians who may or may not possess the required expertise and experience for decisions. On a much bigger lens, third world country have a broken educational system and as such it makes possible for massive illiteracy rate. Kogan (2000) argued that in many developing countries the higher institutions are pivotal campaign sites to pleat support as well as recruit followers. He further argued that political parties are particular about rallying groups from the university in order to influence political thinking. This politicking however, impedes with the decision-making process of the university. It has unambiguously abridged the sentiments of university managers in ensuring effective management (Nadam, 2008; Kogan, 2000; Nadam, 2008 and Gayle et al, 2003). It is likely that the university governance would become highly dependent to the government hence, stalling any form of initiative and innovations.

Kyathua (2013) compared between universities decision making structures in east Africa, where he lays more emphasis on the educational model of Uganda. originally education in Uganda was modeled after the Britain style, and little effort have been made after independence by the government to promote education and eradicate illiteracy, education is not compulsory as all level of education suffer a deficit of good and quality teachers. Universities are guided by a central legal document, the University and other tertiary institution act 2001. The Act empowers the senate, governing boards, academic boards and other institutional authority to monitor and control the performance of universities especially as it relates to the infrastructural development, staff and student welfare, curriculum and academic calendar. Regardless of the provision of such as Act, Univeristies need rather a more highly effective decision-making system through which they can fully achieve their most primary objectives effectively. One of the oldest universities in Uganda and east Africa, Makerere University, according to Ssempebwa et al (2018) argued that decision making in Makerere university is ineffective, which has led to the universities inability to innovatively respond to opportunities and challenges posed by its immediate and futuristic academic environment. Again, the relationship between government and the university management and staff is symbiotic, Universities are not only confronted with the ever-changing social demands as a result of the rapid technological and scientific change, but also with an augmented number of government regulations and controls. The Governments on the other hand, pilot university decisions and actions through different mediums. Kreysing (2002) holds that the government influence all major decisions in the university by (1) appointment of boards, councils and the senate with clear agendas to pursue. (2) Determines the allocation of resources and (3) equally sets conditions for application of these resources.

Unexpectedly, the covid-19 pandemic has challenged both the university management and the government, it has equally brought to light the intricacies that lays bare in the education sector all around the world, with particular reference to the third world countries. For instance, only about 29% of Africa Higher education institutes were able to adopt and run effectively the online teaching method during school closure and lockdowns, akin to this is the only 24% African who have access to the internet (Inge et al, 2021). This statistic can be blamed on one too many reasons, starting with government's negligence to revamp the dilapidated education sector all across Africa and the unexpected encumbrance of Covid. The most salient reason for such a quack mire is simply the decision-making structure that characterizes universities in Africa, while some countries have been able to fully integrate a collegial method of decision making in the universities most nations are still lagging behind (Inge, 2021). prior to the pandemic, Nigeria's education sector was already at the verge of collapsing (Orubon et al, 2021) out of the 174 universities in Nigeria only a few universities operate a functional e-leaning platform (National University Commission, 2020) again this fall back to poor decision making; in retrospect the strike actions by the management of the university have contributed to the surging social challenges facing the country. Furthermore, some prospective students and resident staff have been forced to opt for the private universities and overseas institutions who have better learning facilities. (Mwiria et al, 2006).

University of Jos- Division of Labour and Decision-Making

The central idea of division of labour is to make complex work easy by breaking it down into smidgen repetitive tasks that can be performed by separate persons. The disintegration and delegation of functions

eliminates unnecessary motion and conflict in an organization (Kramer and Kummerli, 2021). Tikkanen (2022) writes that both prominent authorities on the concept of division labour, Adam smith and Emile Durkheim, strongly asserted that division labour is pivotal to economic progress of any society. Further stating that "…specialization arose from changes in social structures cause by an assumed natural increase in size and density of population and a corresponding increase in competition for survival". In other words, society is held together by this invisible thread of division of labour which has been at the heart of social, political and economic evolution. Division of labour is advantageous in many fronts and level of a society that said, in the university setting, division of labour play a pivotal role in the growth and development and completion of its outlined objectives of human resource development- education. (Kyathua, 2013).

The university of Jos is comprised of both Academic and Non-academic staffs who perform different function in order of their training and responsibilities. it is pertinent to state clearly, that the core function of both Academic and Non-academic staffs is to propel the transfer of knowledge and skills to the population, for the general betterment of the entire society, other functions such as research falls right behind this (Okwakol, 2009). that said, modernity has presented a yardstick for allocating responsibilities especially in the university of Jos, where it has become more gender sensitive compared to its counterparts in some parts of Nigeria, the female gender is relegated to the background when it comes to decision making and substantive planning (). notwithstanding, there are quite a number of factors responsible for delegating functions in the university, and this is done independent of gender-neutrality and biasness, for instance, both male and female administrators are allocated functions based on their specialization and not gender biasness. in retrospect, the female staffs have not always enjoyed this acceptance as well as such opportunities in the university of Jos, it can be recalled that during the early years of the introduction of National Health Insurance Scheme (NHIS) female staffs were not considered qualified as beneficiaries while the male staffs and their families were absorbed into the system (Para-Mallam,2009) evidently, the university have come a long way from such an archaic practice, to give credence to this claim, the Governing council of the University has, as matter of credibility appointed the first female registrar, Dr. Rejoice Songden (Daily trust, 23, June 2022)

The organizational division of labour as well as decision making in the University of Jos follows a hierarchical trend of authority, it shares the same structure with all federal universities in Nigeria. The bureaucratic disposition reflects the ample administrative work in the institution. Akangbuo (2021) warns that the ability to achieve the desired outcome of the university is hinged on the administrative skills, attitudes and styles employed by the administrative body either individually or collectively. notwithstanding, the organizational structure allows for checks and balance to some extent, for instance, the chancellor is mandated to bring to correction every member of the university including the vice chancellor, this is why in some universities, the appointment of the Chancellor is a matter of once ability to command respect (UNIZIK, 2022) presently, the administrative organizational structure of the university of Jos is as thus:

The Visitor

Taking into cognizance other universities within Nigeria, whether public, or private, the visitor is usually the president, governor or the proprietor of the university in that context (Olukoju,2021) In the university of Jos, the visitor is the person of the president of the federal republic of Nigeria, or a presidential appointee in that regards. The

visitors play only a formal function meaning, he or she is in most cases excluded in the day today management process of the institution however, they are at power to perform a periodic reassessment and review of the operation of the university. the visitor of the university of Jos and by extension all federal universities are not authorized to appoint a Vice chancellor, as it is a matter of fact the responsibility of the Governing council of the Universities, in this case the Governing Council of the University of Jos, the visitor, which is the president, does not play any substantial role in such a process, however, he has the right to be informed after the appointment have been made. "He is not empowered to reject, approve, disapprove, confirm or modify the appointment" (Oshio, 2016). It is on this note, Babalola (2016) lamented the continues abridgment of the Nigerian law in regards to appointment and removal of the Vice-Chancellors in Nigeria. He argued that "If a president or a visitor takes over the duty of the council to appoint a vice chancellor, he has acted ultra-vires".

The Chancellor

The chancellor plays a titular role; this means that his roles are limited to ceremonial functions. He exercises his power mainly during convocation ceremonies. Briggs puts it as such; he/she awards the degrees of the institution at convocation ceremonies when he is present. He further added that high esteemed senior citizens are considered, screened and appointed as chancellor. Akangbou (2021) holds that in Nigerian universities, the chancellor plays a father figure role, where they ensure that administrative authority conduct their administrative functions according to the code, rules and regulation guiding their positions. The chancellor equally supports the exercises of the institution and protects the image of the institution.

Governing Council

Perhaps the governing council is the most powerful administrative branch of the university, this is because of the sensitive roles it plays. Akangbou (2021) expounds that the governing council are responsible for the overall management and oversight activities in the university; they oversee the issues of administration including the appointment of the Vice Chancellor and Deputy Vice chancellors, they function in the capacity of supervisors including aspects of the universities land and finance. The head of the governing council is called the Pro-chancellor, he works closely alongside other councilors in tasking the strict adherence to rules, regulation of administrator in the university. In the University of Jos some members of the senate, office of the Vice-Chancellor and the ministry of education are a part of the governing council (UnijosG, 2022)

Vice-chancellor and other Principal Officers

In retrospect, one of the most anticipated and sensitive appointment in a university is for the office of the Vice-Chancellor, the Vice-Chancellor is the Principal Academic and Executive Officer of the university. His appointment is crucial especially of the arbitration role he plays between the academic and non-academic administrative team within the university. Sudha Rao and Singh (n.d) vividly posited that "As head of the University he/she is expected to function as a 'bridge' between the executive and the academic wing of the university". The roles of the Vice-Chancellor are nebulous Akangbuo (2021) outlined as thus

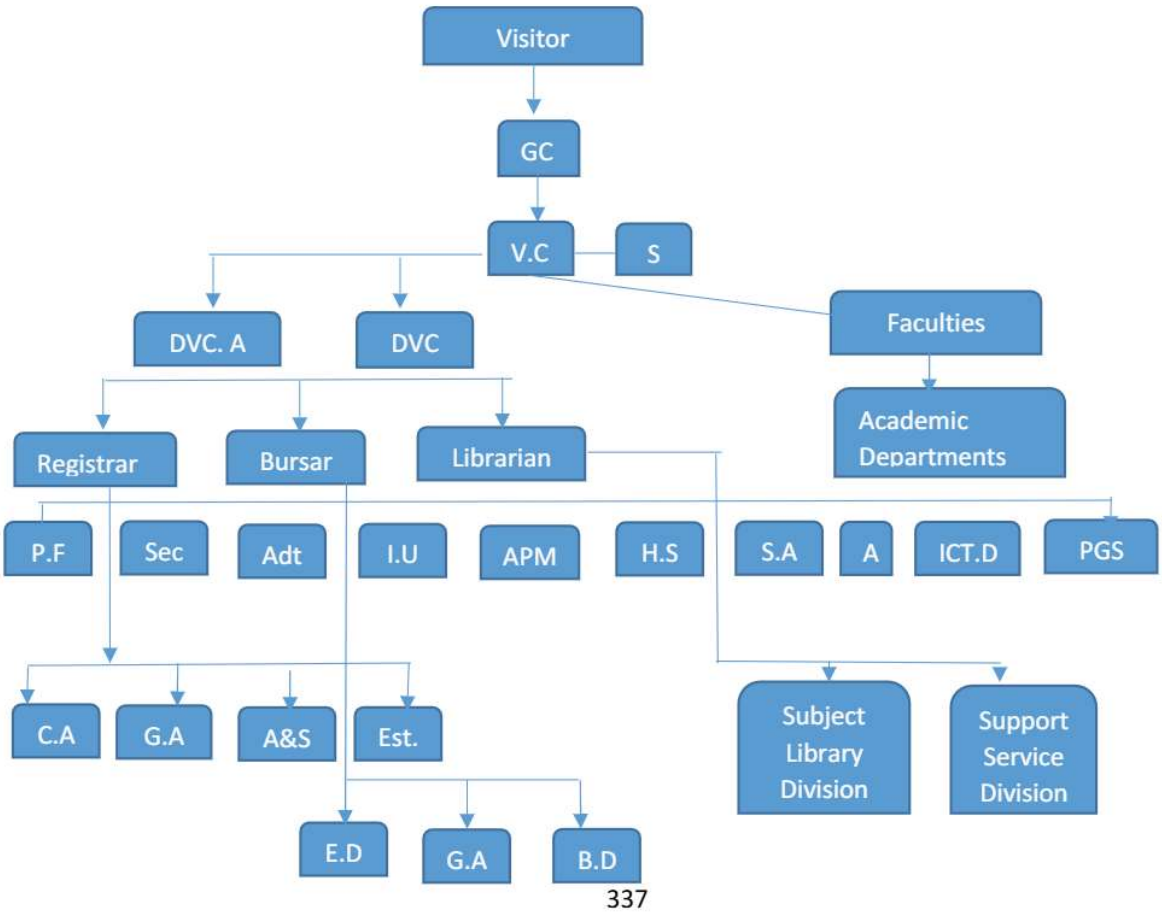
1. Assists the Chancellor
2. Directs Academic activities from the faculty to the department level.
3. Prepares, reviews services and curriculum.
4. Liaises with other university system on campus such as colleges and centers.

5. Manages budget plans for academic activities such the allocation of funds.
6. Facilitated and preserves the values and academic standards of the university.

That captured, it is sacrosanct to note that it hinges largely on the leadership capacity of the Vice-chancellor to inspire, motivate, empower, encourage, all academic and non-academic staff. The work of the Vice-Chancellor is demanding and must be collegial (Okoli & Orinya, 2020)

The Deputy Vice-chancellors, Registrar, Bursar, Librarian and Directors, fall under the cadre of principal officers, they perform the broken-down roles of the Vice-Chancellor. For instance, in the University of Jos, the Deputy Vice-Chancellors assist the VC in Academic and administrative functions, he/she chairs the committee of University admission (Akangbuo, 2021). The Bursar handles all issues pertaining to the institutions finance and treasury, the bursary is particularly active in overseeing the payment of school fees and charges. He of important to the vice-chancellor because he is saddled with the responsibility of offering financial advice to the office of the vice-chancellor. The register, oversees the administrative management of the university behalf of the vice-chancellor, he doubles as the secretary of the universities legislative body. the librarians are pivotal role in setting the academic standard of the university, Akangbuo (2021) holds that the librarians are in almost all the sensitive committees in the university, for instance, the are members of the senate, academic planning committee and the legislative committee. the directors oversee all academic activities in the university, Directors are mostly professor who have been in the system for some time and have lived experiences which is useful for setting the standards of education in the university.

A Bird-eye view of the Administrative structure, University of Jos.



KEY
G.C= Governing council
V.C= Vice Chancellor
S= Senate
DVC. A= Deputy Vice Chancellor Administration
DVC = Deputy Vice Chancellor
P. F= Physical Facilities
Sec.= Security
Adt. = Audit
I.U= Information Unit
APM= Academic Planning & Management
H. S= Health Services
S. A= Student Affairs
ICT.D= Information Communication Technology Directorate
PG. S= Post Graduate School
C.A= Council Affairs
G. A= General Admin.
A&S= Academic & Senate
Est= Establishment
E. D= Expenditure Department
G. D= General Account
B. D= Business Department

***Source**: Information Unit, University of Jos; compiled by the Researcher.*

4. Conclusion and Recommendation

Conclusion

Any country serious about development prides education first place among other things. This forms the heart of this paper as it relates to the process of decision making in Nigerian Universities. The paper found that the over bureaucratization of public universities accounts for the incessant interruption of quality and an astounding universal education across the country. The paper equally found that good governance entails the employment of the best hands who are encumbered with the responsibility of managing the structural and institutional continuity of the Nigerian education system. The study also found that it tasks on Nigerian Universities especially the University of Jos to maintain an open mind in other to learn and integrate some bureaucratic practice as obtained in many developed countries. Even though this is germane, it tasks even more on the institution to look inward for the development of a more fitting bureaucratic system that captures its peculiarities, and also keeping in mind the technological, economic and political differences in such countries.

Recommendation

1. Decision making process should not be a reactionary process but a systematically planned and swift process, in other to ensure that unanticipated and unintentional happenings such as the Covid-19 pandemic can be easily managed.
2. There should be a cooperation between management and lectures, since the lectures are involved in the decision implementation process, they should be equally involved in the decision-making process.
3. Establish and maintain relationships and partnerships with relevant private and public non-educational institutions involved in open and distance learning and information and communication technology development.
4. There should be a strict adherence to organizational rules and regulation as that will promote productivity.
5. Democratic styles of decision making should be encouraged so as to promote industrial harmony in public university.

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