

# **Bureaucratic Quality and Institution Building in Nigeria (An Appraisal of the Activities of Universal Basic Education)**

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## **Abstract**

The paper examines qualities of bureaucracy that transformed growth and development and the problems associated with institution building in Nigeria. Modern bureaucracy has qualities that transform the economy as engine of growth and development such as merit system but in Nigeria the quality of bureaucracy is very low leading to weak institution as well as vicious policy circle. The paper relied on interviews conducted with the stakeholder of Universal Basic Education and secondary data such as newspapers, text books and journals. The findings revealed inherent problems associated with the institution such as lack of autonomy, appointment is not based on merit, poor remuneration, poor working condition are some of the problems that create weak institution in Nigeria. The paper recommends increase in motivation as well as improve working condition in order to achieved policy objectives.

**Keywords:** Institution; State; Bureaucracy & Development

## **1.0 INTRODUCTION**

The role of institution in Sub-Saharan Africa cannot be over emphasized because of the impact of globalization on states and its economy. Also the poverty level has increased over time. Other factors that affect the growth and development of institution in Africa is the policy circle and the growth of fundamentalism. Also the growth of global terrorism which diminish power of the state and innocent citizens raised the question of institution building (Hyden, 2006). The quality of bureaucracy has affected the socio economic and political well being. Well organized and strong bureaucracy has effect on growth and development. For instance, the Asian miracles economies show that there is positive effects of bureaucracy on economic development (World Bank, 1993, Wade, 1990 & Amsden, 1989). Quality bureaucracy has impact on policy. Countries such as UK, Norway, Sweden, Korea and Japan have strong professional bureaucracy (Teorell, Lapuente & Dahlstrom, 2010). Quality bureaucracy makes proper utilization of resources for the delivery of good and services. Bureaucracy is trained and specialized personnel recruited base on merit, educational level to perform a particular task within organization. The dimension of bureaucracy includes organizational structure, material resource management, competence, accountability, responsibility, autonomy and transparency (Galanti, 2011).

The quality of governance encompasses four approaches that is availability of resources and professionalization, procedural approach that is Weberian criteria of bureaucratic modernity, measurement of output and degree of bureaucratic autonomy (Fukuyama, 2013). Political development occur in a nation through creation of institution that foster rule of law and accountability. Governance is seen as control of weak administration, drastic reduction of corruption, promotion of competition, increase in monitoring and accountability and manipulation of wage scale (World Bank, 2004; Heady, 1991; Pollitt & Bouckaert, 2004 cited in Fukuyama, 2013). Development of institution affect state functions, structure, corporate arrangement, policy, level of interaction of domestic as well as individual behavior. The development in East Asia was as a result of elite bureaucracy staffed by the best managerial talents, bureaucracy was given sufficient powers as autonomous entity. The efficiency and effectiveness of executive plays a vital role in growth and development, the commitment of state to accelerated growth also play a vital role in development. The relation between state and bureaucracy also determine the rate of growth and development, state that give powers to the bureaucracy to make decision, control of budget will experience growth and development. Developing countries require the important role of the state in development (Amsden, 1992). The institution define what the state is and its functions but also determine the working of the state which contribute to growth of the state (Huang, 2005).

The structural adjustment programme failed to promote growth and development in Africa due to neglect of the role play by institution. Institution is also as a result of market failure (Hyden, 2006). The success of East Asia in achieving growth and development especially the Asian miracle demonstrated that bureaucracy is the key engine, the low performance of growth and development in Africa can be attributed to the weakness of the bureaucracy (Hyden, Court & Mease, 2003). Empirical research also demonstrated that good performance of bureaucrats depend on powers to initiate and implement policies and programmes of government. Countries with better bureaucrats experience low level of corruption; high rate of efficiency and quality service delivery (Hyden et al., 2003). More external funds is needed for the achievement of the aims and objectives of MDGs goals in Africa. Countries in Africa emerged from rancor and chaos, the leaders are more concerned with managing and building state out of instability (Hyden, 2006). Policy in Africa suffer from input from

professionals leading to poor performance. Many countries in the world developed and developing, that have succeeded in reducing poverty, nepotism, tribalism and religious affiliation due to role played by the institution (Hyden, 2006).

Investment in human capital improves the nation stability and promote development of competent bureaucrats (Aysan, Nabli&Yaroudakis, 2007). Looking at countries like East Asia that have experienced economic growth and development, investment in human capital is the key that foster their rate of growth (Ito, 2006). The major characteristics of institution include polity, bureaucracy and enforcement of property right (Abdi&Aulakh, 2012). The neo liberal gave explanation for the Asian crisis of 1997 was as a result of nepotism and corruption. Some view the causes of crisis in the form of misallocation of resources which was a result of statism and inefficiency. Johnson (1987) summarized the characteristics of developmental states as follows state autonomy through exercise of financial control on the economy, bureaucratic autonomy, development of industries through administrative advice, supporting the private sector and exercise of power and control over foreign capital. The development can be achieved through stable policy, collaboration between public and private partnership and heavy investment in education. The key to economic growth and development is the bureaucratic alienation from imposing private interest (Evans, 1995). Part of the causes of the crisis is the unregulated capital flow, weak system of supervision, abuse of finance for political gain, pumping money into electioneering campaign. The advocates of Institution theory assumed that institution stagnate during period of emergency or crisis without due consideration of how political factor contribute to such stagnation. The quality of bureaucracy dominated by technocrat can influence economic growth and development. The nature of political system such as parties and the politician determines the role of state in promotion of economic growth and development. The politicians that are after the rent-seeking, favouring their families and friend such kind of gesture affect institutional development. Another feature of strong state is that the ability of the bureaucracy to free itself from sectorial interest (Evans, 1995). Growth and development of a nation depend on governance which is attributed to quality of institution (Evans & Rauch, 1999). Study such as Aysan et al.,(2007) shows that there is relationship between political instability, uncertainty of policy and investment of firm, the instability could be seen in form of internal conflict, ethnic tension and external conflict through good governance, country can improve or reduce uncertainty and enhance efficiency through delivery of goods and services to the masses. There is relationship between financial expenditure and student achievements, increase in government spending have a great effect on student performance. Public sector offers less job security and non-competitive environment. Developing countries are characterized by corruption and inefficiency of public service (Panizza, 2001).

Merit system of recruitment led to bureaucratic competency, dedication and promote spirit of esprit de corps, reduce corruption, increase in compliance with organization norms and values, offering reward system also promote organizational growth and development. Competent bureaucrats also play a vital role in coordination (Evans & Rauch, 1999). Studies have demonstrated that there is significance relationship between bureaucratic rule and performance in socio-economic development (Hyden et al.,2003). The entire institutional characteristics of public schools especially the nature of it bureaucratic structure resulted to ineffective organization that depresses the performance of the students, the opponent of this school of thought looked at education in term of cost and benefit. Public sector is characterized by over head democratic control with open system; external forces such as environment exact pressure, the rate of democratic demand some time make it ineffective organization. Corruption reduce growth, it also create inequality and poverty and reduction in human capital expenditure (Aysan et al., 2007). Country with strong bureaucracy governs effectively; in such state bureaucracy seem to be autonomous from political control through good mechanism for recruitment and training (Aysan et al., 2007).

Bureaucratic autonomy means that bureaucrats define task and shape goals independent of the Political authority (Fukuyama,2013). The ability to formulate and implement government policies and programmes show degree of bureaucratic independent. The promotion of bureaucrats ought to be on the bases of merit and their technical expertise not on the bases of political patronage (Fukuyama,2013) but in Nigeria reverse is the case bureaucrats lack autonomy, it is the politicians that rule which create problem to the development of the institution.

In Japan the developmental, strategic quality of economic policy is reflected within the government in the high position of the economic bureaucrats, that is, the officials of the ministries of Finance, International Trade and Industry. These official agencies attract the most talented graduates of the best universities in the country, and the positions of higher-level officials in these ministries have been and still are the most prestigious in the society. Although it is influenced by pressure groups and political claimants, the elite bureaucracy of Japan makes most major decisions, drafts virtually all legislation, controls the national budget, and is the source of growth and development of the state.

## **2.0 ROLE OF INSTITUTIONS IN DEVELOPMENT**

Development is about putting all component (system) parts in place (Nwosu, 2003 cited in Nwanko& Richard, 2004). Development entails good policy, strong institution and ability to implement the policy and quality of

bureaucracy (Nwankoet al., 2004). African countries had undergone much upheaval ranging from civil war to debt crisis, structural adjustment programme, millennium development goals and NEPAD. The impact of it is that devastating infrastructure and weak institution as a result of micro economic uncertainty, corruption and misappropriation of public funds by corrupt politicians and public servant. Laudable as millennium development goals (MDGs) for example delineate the role played by the state and private sector toward achievement of the goals. Also the environment needs to be market driven that enhance private investment (Nwankoet al., 2004; Boubakri, Mansi&Saffar 2013). The institutional constraints are determined by resources availability and transaction cost which affect the manager's decision (Wright, Kafouros, Hong & Wang, 2012).

The factors of production such as land, capital and labour did not transform Africa in to vibrant economy due to low level of administration and institutional bodies. Political will is an important instrument of good governance and democracy, political will entails effort of stake holder to come together for the achievement of the particular objective (Abdullah, 2013). Development is view as constraints associated with the institution, weak institution retarded growth, while strong institution promote growth and development (Nwankoet al., 2004). The features of good institutions are equality, enforcement of property right and promotion of rule of law (Acemoglu, 2003). There are four types of institutions. Market-creating institution which focus on enforcement of contract and protection of property right, market –regulating institution that deal with market imperfection and externalities, market stabilizing institution which deal with macro-economic stability and control over inflation and market legitimizing institution that deals with provision of social protection (Acemoglu, 2003). Therefore under development in Africa have to do with absence of enabling environment, to overcome the challenge, Africa needs to enhance security of lives and properties, redefining role of state through reforms, striving for distributional equity, stability and basic functioning of infrastructure (Nwankoet al., 2004, Ikoya, 2008).

The causes stagnation of economic growth include lack of meaningful policy reform that have direct bearing on the masses, insufficient government commitment and weak institution (Nunnenkamp, 2003). To achieved economic growth and development there are indices to the growth such as size of government, legal structure and security of property right, freedom to trade internationally, regulation of credit, labour and business and access to sound money (Kandil, 2009).

The indicator to economic growth includes foreign investment, trade policy, monetary policy, nature of the market, property right regulation and market (Kandil, 2009). Institution determines growth and development, good institution enhances economic growth and development, countries with good institution grow faster. The World Bank frame work for quality institution is property rights, rule of law, and type of government. In Africa, Botswana and Ghana are the only countries with quality institutions, the per-capital income is very high with good private properties investment, sound economic policies and commitment to democratic ideal, through strong leadership, good government policies and development plan Botswana was able to transform the economy and make proper utilization of resources which help in providing quality service to areas like education and health (Kaufman &Mastruzzi, 2009).

Accountability and transparency are ingredients of growth and development of modern economy, the modern operation of public service entails delegation of responsibilities. Accountability and transparency ensure availability of information. Good governance and quality institution can be achieved through tougher law, heavy sanctions, establishing anti corruption commission, ethics straitening agencies and promote code of conduct. Human capital theory put emphasis on government investment policy in education to diversify into manufacturing. Botswana and East Asia tigers experienced growth due to heavy investment in education, such investment enable citizens to participate in decision making, voice and accountability for instance deals with selection of leader by citizen of a country, it entails freedom of expression, free media and association (Kaufman et al., 2009). Political stability means absence of violent, terrorism etc, government effectiveness means quality of public service, commitment and quality of policy, regulatory quality means ability of government to implement the policy and rule of law that is adherence to law (Kaufman et al., 2009). Development is associated with voice and accountability through promotion of people welfare and better governance (Sen, 1999). Countries such as South Korea and Botswana achieved greatness through building strong institutions. This could be seen in their heavy investment in education, government effectiveness, quality planning and good policies and control of corruption. The low quality of the institution in Sub-Sahara Africa is the main factor responsible for stagnation and under development of the region (Osabuohien, Efobi& Salami,2 012; Serafein&Loannou, 2012). Opportunities provided by the state will enhance cost and standard of living of the people which in turn will promote egalitarianism in the society(Abdulsomad, 2013). Also welfares (provision of public goods) helps in promoting trust in government which in turn promotes stability (Hyden, 2013).

The essence of state involvement in social services is to balance a set of agreement between the state and citizens and between responsibility and rights (Kennett, 2004). Primary education in Africa do not have enough resource allocation, there is inequitable distribution of resources among states, poor planning and inefficiency, poor learning environment, inadequate facilities and classes over crowded (Theumynck, 2009). Education was the key variable for the success of East Asia miracle. Government commitment also play a vital role in advancing

education, a substantial amount of budget was committed to the education sector, basic education was given much attention, education was aligned with the economy, East Asia assigned great priority to education, it is one of the reasons for their remarkable transformation, education was regarded as engine of growth, the investment in education helped to prepare citizens for opportunities in jobs, there was good policy coordination which bring about growth and development.

During the past ten years, many African countries experience sustained economic growth; the growth was too slow to reduce poverty and inequality and to enhance their educational development. For sustainable growth and development in Africa there need for concerted efforts of leaders to give education priority. Under development in Africa was as a result of lack of commitment by leaders to promote development. At independence African countries invested much in education but without sustainability, due to economic stagnation experienced by many African countries especially the structural adjustment programme which led to balance of payment deficit and reduction in education spending. Through adequate preparation, leadership commitment, good advocacy and building consensus with the stake holders, African countries are likely to experience growth in education. Most of the countries that achieved greatness through education, primary education receives the larger share of the national budget (JeePeng&Fredriksen, 2008).

Part of the education problem in Africa is lack of strong public institutions, developing strong institution takes time and energy. The ingredient for building strong institution include visionary leadership and political will, quality of bureaucracy and good mechanism for building consensus, good strategic planning and government stability (JeePenget al., 2008). Political will could be seen from many angles such as percentage of resources committed to education, ability to implement education reforms and good coordination between the central and sub unit of government (JeePenget al., 2008).

Looking at East Asia education development, the main attributes responsible for their growth and development is visionary leadership. Leaders that gave preference to education which promote productivity. Another way is through mobilization of resources from private sectors and foreign aids (Jeep Penget al., 2008). Education is a basic human right which can be achieved through government effectiveness and should be given to all citizens. There is no country that ever developed with greater number of illiteracy, education is the key to development. Education is the key to poverty reduction, economic and social improvement (JeePenget al., 2008).

African countries are making efforts to eliminate illiteracy but high demographic growth and resource constraints constitute the major problem. For successful policy in Africa, the leaders need to adapt holistic vision, universality of education and collaboration with the stakeholder. In order to join global economy African countries need to make substantial investment in education with focus on innovation and knowledge (JeePenget al., 2008).

Inspite of commitment of government to the achievement of millennium development goals, Nigeria and many African countries are likely not to attain the target by the 2015. Therefore for the country to achieve the MDGs policy of government need to be re-asses through investment in such vital areas of life such as education (Sun, 2013).

World Bank (1991) cited in Gomez (2004) identified key indices for the growth and development of East Asia such as medium public sector, high investment in people, economic discipline and institutional development. The development of state required building state institution through promotion of economic activities. The developmental states in East Asia has autonomy, public control of financial resources by the state, efficient coordination of state activities through application of carrot and stick, autonomy of bureaucracy and enhancement of private sector(Gomez ,2004). Development entails provision of social services and infrastructural development (Gomez,2004).

Institution are engine of growth and development than the resource endowment, good quality institution protect property rights and good investment coordination. Weak institution protect powerful and leaving the masses without education, thereby creating gap between rich and poor such kind of state will have limited opportunities for her citizen and negating growth. Conflict theory explained the consequences of weak institution such as creation of inequality, instability of government that involved channeling country's resources from production burying war equipment and negates action toward production of public goods. The stability of a state depends on addressing inequality (Fukuyama, 2013).

Development of Asian Tigers "Smart state" was as a result of promotion of social contract between state and citizens. This provide avenue for quality of primary and secondary education. At the same time the development of competitive workforce leading to rapid improvement of standard and cost of living (Fukuyama, 2013). The key to economic growth are trade liberalization, fiscal discipline, competitive exchange rate regime, tax reform, privatization, foreign direct investment, deregulation and market determined interest rate, reducing subsidies and redirect government expenditure toward infrastructure, health, education and enforcement of property rights. The role of state should be it ability to enhance collective action and decision (Fukuyama, 2013).

Institution promote development, institution that give priority to education and health, infrastructure, higher education and training, good market efficiency, sophisticated financial market, labour market efficiency,

technology, size of the market, business sophistication and innovation (Fukuyama, 2013). Education and training are the key to institutional change which is based on political process and the legal system of a state (Mithias, 2001).

The state that devoid itself from its basic functions of provision of social welfare is subject to rancor, negative economic growth, instability and change in state –society relations leading to lack of government legitimacy. In other words, state and its laws have no remarkable importance to the populace. The provision of social welfare such as basic things like education and health is means of addressing insecurity and instability (Urinbojev, 2013).

The experience of Sweden in promotion of welfare shows that there is close relationship between stability and provision of social services. Before the middle of 20<sup>th</sup> century, Sweden was characterized by class conflict ridden society and many radical associations such as sharpshooters, fascist parties and syndicalism. These groups created tension and instability but through the provision of social welfare Sweden was able to transform the state to consensus society which promotes political stability (Svensson et al 2012). Coercive is no longer the best approach of addressing stability, Arab spring demonstrated clear picture of that but it could be achieved through institution building (Urinbojev, 2013).

The gap between the rich and poor nations is so wide the explanation for the difference in their development could be viewed through studying institution (North, 1990). During 80s natural resources were considered as engine of growth and development. Experience has shown that natural resources contributed to conflict, dictatorship and slow economic growth. No substantial investment in the economy, no fundamental reforms (Ahmadov, Mammadov&Aslanli, 2013).

Development means freedom of individual to improve their lives such as increase in income, technological advancement, provision of quality education, provision of health care and increase in civil participation in polity (Carruthers, 1994). It also entails reduction of poverty, provision of economic opportunities as well as improvement of sanitary condition, provision of clean water, effective institution to maintain law and order. Freedom has to do with freedom speech and ability of citizens to participate in selection of their leaders, provision of education and health, economic opportunities through promotion of trade and production. Provision of good economic climate by government is a sine canon to economic growth and development. It enable citizens to improve their lives and prevent catastrophe such as famine. The essence of democracy is to promote the good will of the masses, enhancing the civil liberties which prevent disaster such as poverty and famine as well as insecurity of lives and properties. The attainment of freedom depend on capability approach, by denying populace basic things of life, the government is indirectly denying them of their opportunities to live the type of lives they want. Provision of good education and health help in improvement of productivity, reducing poverty and lead to higher income earning (Amsden, 1992).

The role of human freedom cannot be over emphasized; two role of freedom can be distinguishing the constitutive and instrumental roles. The constitutive role includes freedom from basic things of life such as hunger, freedom of speech and participation in politics, freedom from ignorance. Instrumental freedom dealt with the ways and strategies to achieved the former (Amsden, 1992).

Political freedom means right to participate in decision making, voting right etc. An economic facility entails proper utilization of resources for the benefit of the society. Social opportunities refer to provision of social amenities such as schools, hospitals which enable the citizens to live in good and normal life. Transparency entails freedom or access to information and openness all these are interwoven, The East Asia achieved the tremendous set of growth through investment in education, follow by health which enable them in poverty reduction. For the achievement of freedom government can copy private initiative as well as cooperation with Non-governmental organizations (Amsden, 1992). The close relationship between government and industry, effectiveness of government and absence of corruption, good policy, financial regulations and cooperative structure promote growth in East Asia (Drysdale, 2000).

The problems of development in developing world include population size, natural resource abundance, market forces and institutional (Amsden, 1992). The politics behind the success of East Asia was the quality of bureaucracy, coupled with small government and openness to market and availability of resource flow to the efficient uses in other words allocation of capital to vital areas of productive investment. The intervention of state also provided good opportunities for development (Wade, 1990). Also the commitment of government contributed to market and private property, other features are good system of consultation and coordination, politician reign and bureaucratic rule Chalmer cited in (Wade, 1990, Chadeet al., 2012).

Education is a basic human right, it is also not easy to finance by private individuals due to poverty and lack of family support, therefore government needs to intervene through provision of subsidy (Wade, 1990). The role of state is not only to provide public goods, maintain rule of law but to mobilize resources needed to achieve development (Wade, 1990).

Most of the third world states suffered from vicious circle, to overcome vicious circle there is need to increase their spending in the areas of education and health (Fukuyama, 2008). States that promotes better technologies,

adhere to rule of law, invest in human capital, and facilitate investment opportunities prosper (Fukuyama, 2008, Varoudakis, Nabil and Aysan, 2007). Some economies developed opposite institutional model of public finance, system management which led to policy gap. The developmental states possess characteristics such as highly skilled bureaucracy, strong policy coordination, shift to export led growth instead of relying on import substitute, autonomous institution, good vision setting, centralized planning, subsidies and quality regulatory institutions as well as protection of local industries (Kattel & Karo, 2013; He & Cui, 2012).

The development in Taiwan was as a result of investment in skilled and knowledge in order to create competitive advantages at the same time diversification through economic of scale and integration (Amsden, 2003). The high level of Taiwan investment in human resources provided opportunity to citizens and state, it led to development of scientist and engineers (Amsden, 2003). The essence of social policy is to breach the gap between rich and poor and promote peace and stability (Drechsler, 2013). State economy that is control by private individuals, liberalization of market, social services finance by private individuals such as water, electricity, education and health. The end result is crony capitalism, comprador state and lumpen development which contradict ideas of nation state (Amin, 2012).

Economic growth and development in the west was as a result of efficient and effective organization, development of human resource also served as foundation to development of the west (Brinton, 1991). Institutional arrangement determine the success of an organization, a well arrangement institution with proper division of labour, will promote efficiency and organizational success, to minimize imperfection of market commitment lead to organization efficiency. Institutional arrangement also determined the success or failure of a policy and getting things right (North cited in Shepsle 1991). Development occur in the society when political institution support the growth and development of economic institutions, it is the polity that determine and influence economic performance in the sense that it determines the principles of the game. The condition that foster good institution especially in developing world are right leadership, political will, allocative efficiency there by lowering the cost of transaction. The strong state is the one that rest on strong institution rather than on charismatic way of leadership, a state that enhance strong participation of citizens in decision making. The economic freedom of a country is determine by indicators such as fiscal burden, trade policy, finance and banking, degree of government intervention in the economy, foreign direct investment and capital flow, regulation of the economy, wages and prices and informal market activities (ADB, 2013).

The west were able to overcome poverty and famine i.e. reduction in malnutrition and disease, infant mortality through provision of education to the masses. Their transition from poverty to wealth was through education the achievement was drastic reduction in poverty rate from 90% to 30%. Education plays a vital role in the economic prosperity of the west. Another key explanation to the growth and development of the west is the mechanism of their institution. Also science and invention play a key role as a result of knowledge transfer, access to natural resources also provided opportunity for their growth. The west has continuously improved on innovation due to their spending on education which enables their work force to acquire new skills and also their population acquired knowledge. People were given opportunities to form enterprises such enterprises were curtailed due to inadequate capital and lack of talent. Government also provide fund to innovation that are likely to succeed or that failed to ensure their sustainability (Rosenberg and Birdzell, 1986). The growth and development in South Korea and Taiwan was as a result of human capital development especially at primary and secondary level (Booth, 1999).

### **3.0 NEW INSTITUTION THEORY**

The origin of institution theory could be traced back to the work of a German sociologist Max Weber in his theory of bureaucracy; he identified three types of authority that is rational-legal, charismatic and traditional. Later political institution came in to been which was advocated by political scientist in UK and US. In 1980s neo-institutionalism/ new institutionalism followed. The advocacy of this school include Paul Dimaggio, Walter Powell (1983, 1991) and North (1980 & 1990s) the basic thrust of neo-institutionalism centered around developing institution that can produce growth and development. The new institution economics is a multi-disciplinary field and relatively new which cover many areas such as law, economics, history, business organization and sociology and political science. The new institution economics is considered to be revolution in economics; it emphasized the cost of transaction determined by the arrangement of the institution which provide avenue to economic performance. Institution such as law, social system and politics determine the economic performance (North, 1990).

The differences between the old and the new institution is that old institution economics argued that institution is the determinant and influencing economic behavior, with little analytical rigour and no theoretical framework and no quantitative theory in which inference can be made. The new institution expantiate the role of institution, provide economics with theory and institution. The old institution has limitation in scope and method; it addressed formal rules rather than informal rules. The new institution shifted from organization to rules e.g. budgeting and decision making, from formal to informal, status to dynamic nature of institution that is stability

and sustainability of institution, from independent to embedded holistic with different conception of institution such as intergovernmental relations, policy making and contracting rules (Marsh & Stoker, 2010).

New institution was seen as a revolution in political science, it is define as pattern of behavior that shape human interaction, unlike old institution, new institutionist is a shift from formal to informal organization, studies for instance procurement procedures, budgeting system and decision making, it also draw a margin line between institution and organization. New institutionist also dealt with formal convention as well as formal rules such as job description, contract, and budget system and committee terms of reference. It can also be as form of convention such as functions of party groups and decision making. New institutionist also looks at stability of the institution as human constraints. Stability constitutes one of the major features of new institutionist, the environment also play a vital role in changing institution pattern. Old institution addressed good governance in contrast new institution discussed how institution shapes the value of the society. The New institutionist also addressed intergovernmental relations, decision making, electoral systems, tax and benefit system and contracting rules (Marsh & Stoker, 2010).

Gornitza (1999) said that organizational survival depend on it institutional environment. The adaption of a policy by organization depends on the enforcement capability for the success of the policy. The growth of organization depend on it responses to change such as stables values, perception, interest and availability of resources (North, 1990).

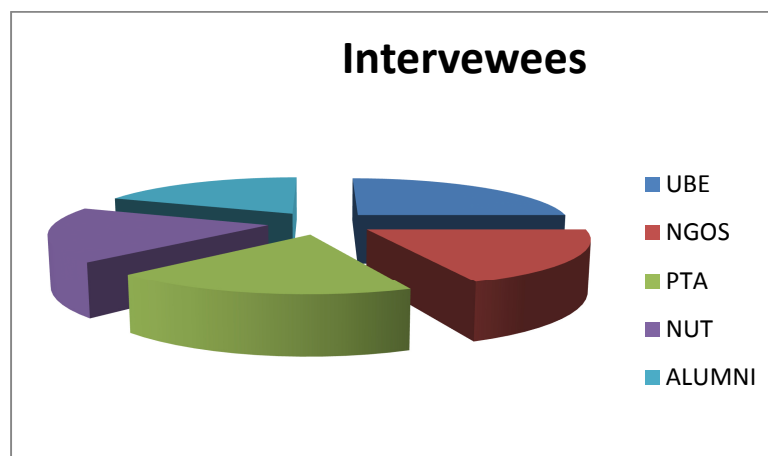
Dimaggio& Powell (1983) cited in Papadimitrious (2011) explained two types of institutional constraints: institutional and competitive. The competitive constraint is that organization not only competes for customer and resources but for institutional and political legitimacy. The institutional legitimacy includes Normative, Coercive and Mimetic (Park, Fey & Bjorkman, 2003).

The first constraint is normative that is professionalization of organization. It deals with action of members of an organization to define the conditions and methods of their work, to control procedures and production and to establish rules based on legitimacy of their work. Coercive constraint came from legitimacy and political influence, this pressure reflects the enforcement and regulative aspect of environmental agents group that are strong to impose structural forms of practices on sub-organizational units. The coercive constraint came from regulatory agencies and resources providers Dimaggio and Powell (1983) cited in Papadimitrious (2011). Mimetic constraints came from standard responses to uncertainty, the process of mimetic is to ensure efficiency in an organization. In essence, quality management, leadership commitment, institutional reputation, bureaucratic and political decision making processes played a vital role in organizational efficiency (Csizmadia, Enders & Westerheijden, 2008 cited in Papadimitrious 2011). The basic thrust of neo- institutional theory is that organization policies and programme is based on rules values and requirements shared by it members(Papadimitrious 2011).Transaction cost theory was mainly concern with area cover by firm, it uses transaction cost and association cost as unit of analysis and coordination of transaction within a business organization. Organization incur cost of transaction such as contract and supervision, it assume that organization will select the cost that minimize transaction. Transaction cost economist discussed adaptation of government structure in order to survive. New Institution Economist highlight process of coordination and its effects on transaction cost (Marsh et al., 2010).

#### 4.0 METHODS OF DATA COLLECTION

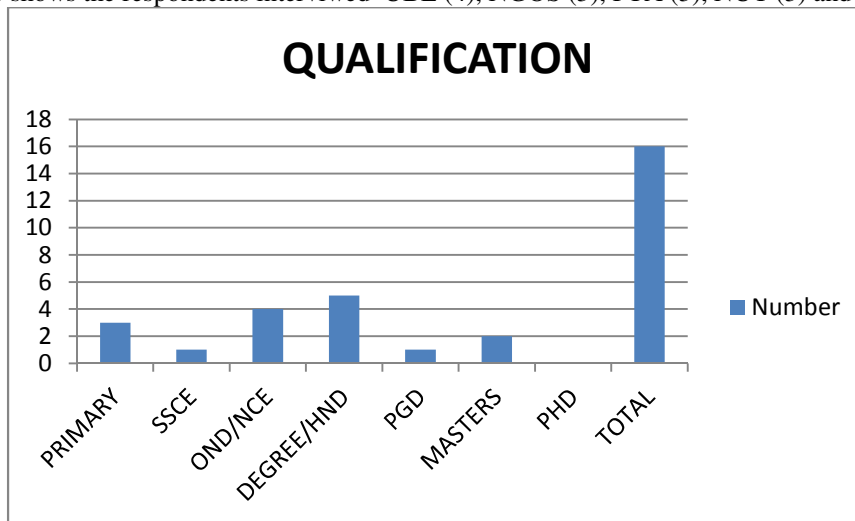
The data were source through interviews. Interviews were conducted with the staff of UBE, as well as the parent teachers association, Non-governmental organizations, Nigerian union of teachers numbering sixteen. In order to validate the findings the study also reviewed past literatures such as text books, journals and newspapers.

##### Interviews



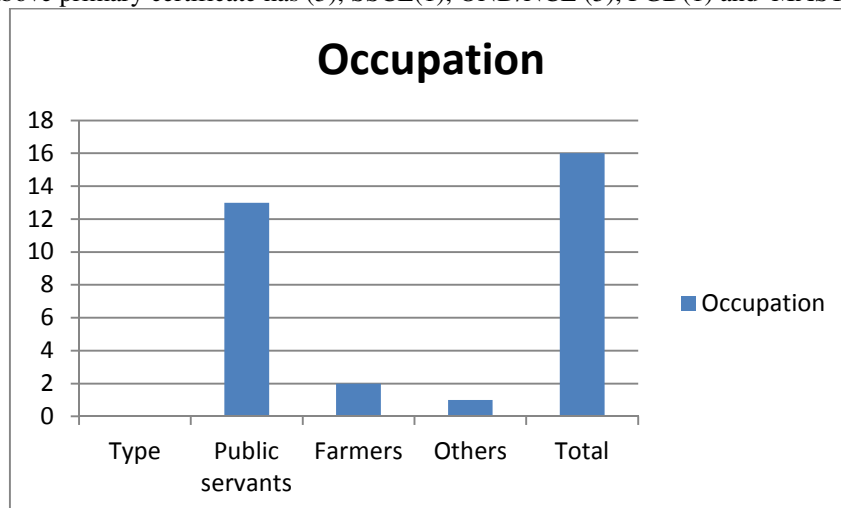
**Figure 1.1: The respondents interviewed**

The above table shows the respondents interviewed UBE (4), NGOS (3), PTA (3), NUT (3) and Alumni (3).



**Figure 1:2 Qualification of the interviewees**

From the table above primary certificate has (3), SSCE(1), OND/NCE (5), PGD(1) and MASTERS (2).



The above table shows that majority of the respondents are public servants with 13 respondents followed by farmers with 2 respondents and others one respondent respectively.

## 5.0 THE FINDINGS

Bureaucracy provide avenue for respond to organizational needs, low bureaucratic quality result to poor organization performance. Bureaucracy refer to personnel that carry out day to day administrative work, restrictive rule, procedural constraints and red tapism. In an interviews conducted, part of the problem of bureaucracy in Nigeria are as follows:-



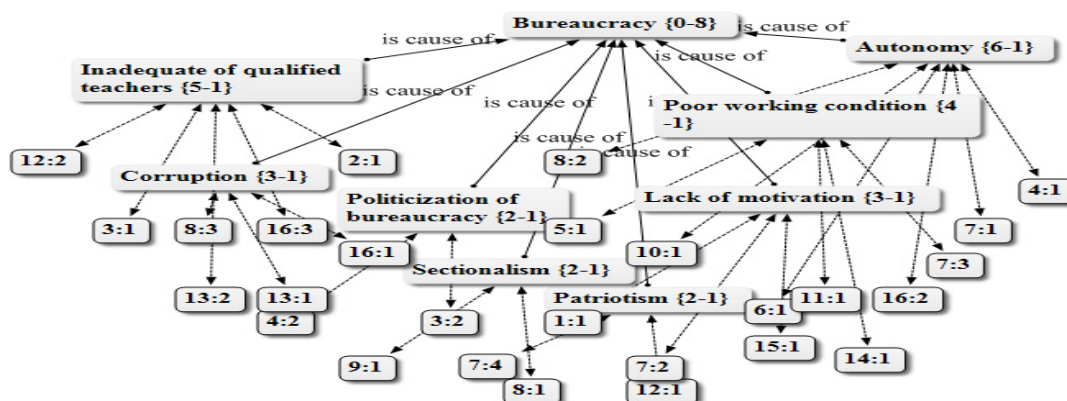


Figure 1.0 Interviewees and the themes

**Autonomy:**The questions were asked about the autonomy of the institution and some of the respondents stated that the commission is not autonomous, it is not free from political actors at the same time it receives directives from the ministry, in this era of politics it can't be free from political actors especially in recruitment, dismissal and discipline of staff, political influence determines who get the job especially as regard to managers of education (7:1, 8:2,6:1 & 16:2).

Although, the teachers union is trying to make sure that the primary education have autonomy and adequately funded, but the activities was curtail by political interference especially in appointment of key officers of the union (4:1).

The past and present leaders gave little autonomy to bureaucracy, public policy is not meant for the benefit of generality of the public but for the benefit of politicians with little advice from the professionals. Bureaucrats perform functions of implementation of policy without any input in formulation of policy (Hyden, et al.,2003).

**Corruption:** It appropriate meager resources available to education and "it limit accessibility to education which affects the quality of education in Nigeria (7:3). More so, due to greed of the bureaucrats, poverty also influences corruption in Nigeria and large family size lead them to commit corruption (4:1, 13:2 & 16:1).

A newspaper report (Sahara, 2013) that transparency international (TI) released its reports and Nigeria was ranked 8<sup>th</sup> most corrupt country in the world, the ranking was based on corruption in public institutions the indices such as bribery of public officials, procurement, embezzlement of public funds and effectiveness of public sector and anti-corruption efforts, the effects are seeing in the schools that are not built. The voice of poor conduct show that public bureaucrats(teachers) are corrupt, unfair and unpleasant(Hyden, et al.,2003).Also survey conducted by transparency international using corruption index show that the major problem of bureaucracy in many countries (Nigeria)are inefficacy, red tape and favouritism.

**Sectionalism and ethnic rivalry:** Ethnic rivalry constitute another big problem that hindered bureaucratic development, recruitment and promotion was not base on merit, no adequate motivation as a result no accountability (8:1). Due to the fact that government is the great employer of labour in Nigeria offering jobs to supporters, friends and family are the common issues (9:1).

**Lack of Patriotism:** Public official serve their interest instead of serving the public. The citizens lack the spirit of nationalism as a result affects the development of the nation at large (8.1 & 9.1).

**Politicization of bureaucrats:** The problems of basic education are politicization of education, appointment of unqualified and incompetent personnel in some SUBEBs, which affect the rate of education delivery in Nigeria as a result parent loss confidence in quality of education (4:2 & 3:2).

The existence of deep layer of political appointment of bureaucrat show the level of politicization of the bureaucracy especially the top layer (Hyden, et al., 2003). The recruitment system is characterized by godfatherism and politics (BTI, 2012).

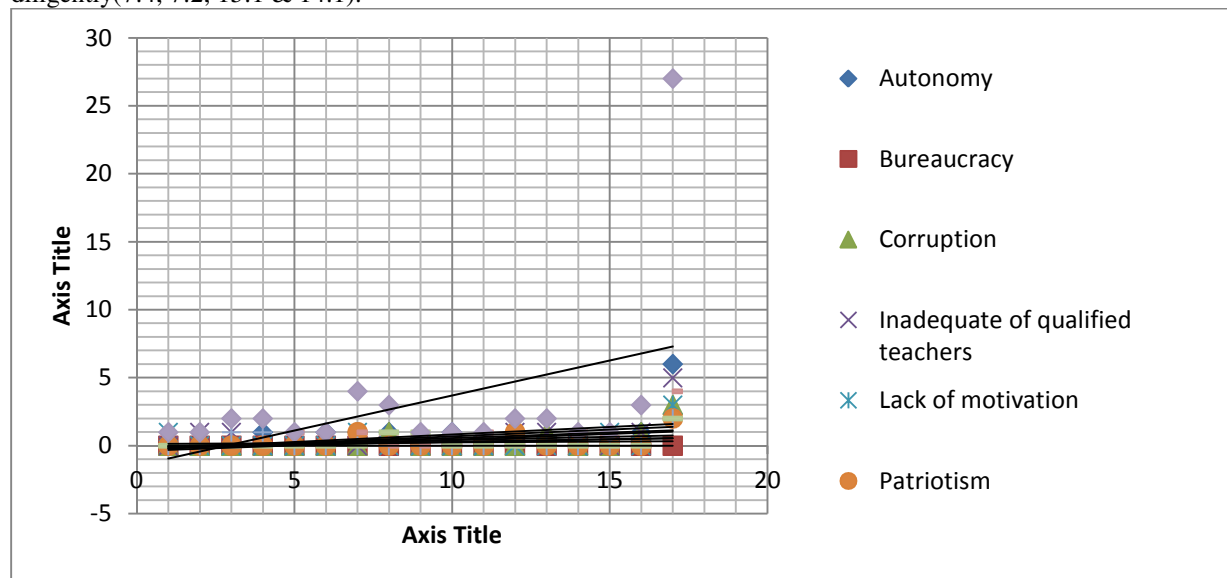
**Inadequate of qualified bureaucrats:** The number of qualified teachers range from 20-25% in this circumstance the organization cannot have quality education which creates problems to basic education. In addition to that there is alsodeath of teachers, the numbers of teachers are inadequate, there is influx of teachers from teaching profession in search for greener pasture due to poor motivation for instance the salary of teachers is nothing to talk about, training is not provided as at when due and the environment is not conducive for teaching and learning(3:1 & 13:2).

There is also problem of teachers both in numbers and quality, the number of teacher/ student ratio as prescribed by national policy on education is 1:40 but such is not the case in Nigeria, the student teacher ratio differs from place to place, in some schools especially in the urban centres is 1:150 a situation that is not conducive to teaching and learning (12:2 & 2:1).

**Poor working condition:** Basic instructional materials are lacking in the schools due to lack of political will, the priority of government is not education, and education is been neglected which could be seen in the budgetary

allocated to the sector as a result it contribute greatly to poor working condition(5:1 & 14:1). The books supplied by the contractors are inadequate and sometime irrelevant to the curriculum which affects the quality of basic education, though the federal government intervene in provision of such text books especially on core subject but due to increase in enrolment it render the books inadequate(7:3).

**Lack of motivation:** Motivating factor is the major problem facing education in Nigeria, a situation where by teachers are neglected, the level of motivation is zero, before the teachers get their salaries it takes like 2-3 months and the salary is nothing to talk about. Also there is no conducive atmosphere to perform their duties diligently(7:4, 7:2, 15:1 & 14:1).



**Figure 1.1: The interviews summary**

The above figure shows the summary of the interviews conducted with the stake holders of basic education in Nigeria.

## 6.0 Discussion

From the above findings, it could be deduced that the system lack autonomy which affects the development of the institution, it is the politician that rule rather than reign. As a result it led to poor performance of the institution.

In addition to the above, some interviewees added that corruption has eaten deeply into the institution. The top management staff of the organization in focus are corrupt, the little funds allocated to the commission is not utilized for the purpose of which the money is meant for as a result the possibility of achieving education for all in Nigeria remain frail.

Furthermore, from the interviews conducted it was discovered that the system lacks qualified staff due to the influx of the teachers from teaching profession in search for greener pasture, as a result of poor motivation. The finding is in linewith that of World Bank (2003).

Basic education in Nigeria lacks instructional materials due to lack of political will, the government is not given education priority, the budgetary allocated to the sector is too small to transform the institution into an excellent organization as a result it contribute greatly to poor performance. The basic things such as books, chalks, maps and other types of teaching aids are lacking.

The findings also revealed that there is ethnic rivalry between the three major ethnic groups in Nigeria that is Hausa/Fulani, Yoruba and Igbo which create problem to the institution. The recruitment is based on merit, it is based on the ethnic dimension, ethnicity has eaten deeply into the Nigeria society as result affects the organization in focus. The growth and development of Asia especially Japan was as a result of quality of bureaucratic staff by best managerial talent (Wade, 1990).

## 7.0 CONCLUSION

The problem under investigation is state and bureaucracy of primary education in Nigeria, primary education being the bedrock of the educational system is beset with many problems which include inadequate budgetary allocation to educational system, low quality of bureaucracy due to low salary. As a result it created problems such as pupils drop out and decrease in quality of education which is fueling insecurity of lives and properties and emergency of militancy and other groups such as Boko Haram, Niger Delta militancy, prostitution and armed robbery and kidnapping in Nigeria.

## 8.0 RECOMMENDATIONS

The following are some of the recommendations with the hope that if put in place will help in addressing problems of universal basic education in Nigeria:-

- i. Adequate funding: The major problem facing the commission is that there is no adequate funding of the programme; government should try as a matter of urgency to ensure adequate funding of programme based on the UNESCO threshold of 26% budgetary allocation of the country.
- ii. Partnership and consensus building: The commission can also collaborate with private partnership and philanthropic donations which will contribute their quarter towards the development of primary education in Nigeria. The commission can also embark on annual launching so that philanthropic and well to do individuals will contribute their quarter towards primary education development in Nigeria.
- iii. Also the unclear nature of role and responsibility of three tiers of government over which tier of government is solely responsible for the funding of the universal basic education in Nigeria contributes a lot to the failure of the programme, government should ensure that there is proper coordination of the responsibility of funding primary education in order to ensure efficiency.
- iv. Government should enhance the autonomy of each an every tier of government especially state –local relations. The issue of joint account should be abolished.
- v. Also the commission should ensure proper record keeping of the income and expenditure of the commission.
- vi. The government should ensure that the monies' meant for enhancement of primary education commission is been spent judiciously in accordance to the lied down rules and regulations. This could be achieving through transparency and accountability.
- vii. Establishing independent body charge with the responsibility of employment.
- viii. Attracting and retaining the competent bureaucrats through motivation such as giving good package. It encourages hard work and lessen corruption (Hydenetel., 2003).
- ix. Straightening the capacity of watchdog organizations such as public complaint commission.

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