THE STRUCTURAL – FUNCTIONAL ANALYSIS OF THE STATE PRIMARY EDUCATION BOARDS IN NIGERIA: A CASE STUDY OF KADUNA STATE PRIMARY EDUCATION BOARD -

BY

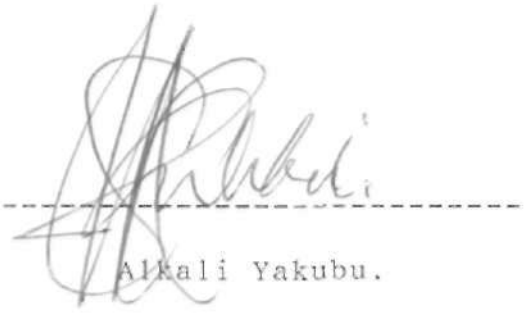
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A THESIS SUBMITTED TO THE DEPARTMENT OF PUBLIC ADMINISTRATION, INSTITUTE OF ADMIMISTRATION AS PARTIAL REQUIREMENT FOR THE AWARD OF THE MASTER DEGREE IN PUBLIC ADMINISTRATION (MPA), AHMADU BELLO UNIVERSITY, ZARIA-

AUGUST, 1997

DECLARATION

I hereby declare that this thesis has been composed by myself and that the material presented has not been previously submitted for a degree of the Ahmadu Bello University or that of any other university.



Alkali Yakubu.

CERTIFICATION

This Thesis titled - "The Structural-Functional Analysis of State Primary Education Boards in Nigeria: A Case Study of Kaduna State Primary Education Board" by Alkali, Yakubu meets the regulations governing the award of the degree of master of Public Administration (M.P.A.) of the Department of Public Administration Ahmadu Bello University, Zaria and is approved for its contribution to knowledge and literary presentation.

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DEDICATION

This Thesis is dedicated to the son of God - Jesus - who saved and reconciled me to God.

It is also dedicated to the following:

- Jhana Joan Balla
- Shidok BOBBY Alkali
- Maddi Koni Baba.
- Late Jessica.

ACKNOWLEDGEMENT

I would like to state here that, it will be impracticable to mention the names of all those who contributed in one way or the other to the success of this study.

However, few will be mentioned: The first is God the father who is the reason for my being. Jesus the son who reconciled and saved me and the Holy Spirit who conforted guided and taught me throughout the period of this course of study. To the trinity be the glory forever Amen.

Worthy of mention too is my supervisor Professor P. C. A. Daudu whose effort cannot be repaid even in this medium nor quantified in anyway. Because of his scholarly criticisms and fatherly advice and suggestions to make sure I am through, at the quickest time possible, I say, Daddy, only God can reward you. Also, the external examiner Prof. Isah Hashim and the internal examiners Dr. A. A. Anyebe and Mr. Yakubu Sankey deserve a mention.

The Kaduna State Primary Education Board cannot go without mention especially the Assistant Director school Services Mr. Christopher Ignatius.

Dr. S. M. Ngu too for your versatile and enlightened discussion, your concern about my future too. I thank you most sincerely.

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My gratitude also goes to the entire members of my class and finally to the authors whose work I have used and duly acknowledged and in the event I mistakenly did not acknowledge your works you are here acknowledged.

ABSTRACT

The subject matter of the study is concerned with the structure and Functions of the State Primary Education Boards (SPEBs) in Nigeria with Kaduna State Primary Education Board (KSPEB) as a case study. The Kaduna state Primary Education Board was established undei Edict No. 18 of 1993 and charged with the management of primary schools in Kaduna state. The machinery for effective management of this industry must be properly put in place to achieve the desired goals. This ts because, proper structural arrangement in an organisation can be used to identify and describe the role performance needed for the attainment of Its goals.

The study adopted the structural Functional model as its theoretical Framework and the hybrid creature model of the public enterprise school. This is because of the cornplementary role ot structure and function and the importance of using a board to achieve the desired goal of revitalising the primary education industry.

The analysis of data were done using Frequencies and simple percentages. The major points analysed included the need for an organisation to have a well defined structure, the importance of a board, the relationship existing between structure and function and the need to revitalise the primary school industry.

The study discovered that, because of its proper structural setting. the board is succeeding in its functions. However, few problems are plaguing the board viz:

a) Lack of transportation facilities; and

b) Instability of government po]icies

Some recommendations include; maintenance of the present structure, vehicles should be provided to affected areas to ensure proper control and supervision- Government policies and agencies should be made stable.

I

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CHAPTER ONE

1.01 Background to the Study.

At the time of this study (1990-1995) Nigeria was a federation with thirty (30) Administrative Areas plus Abuja - the Federal Capital. Throughout Nigeria, development in various facets of the society - in industry, music, the arts, sciences, education and in general affairs, have taken place. There is no gainsaying therefore that, the struggle for the development of a nation is to call good education to our aid. Good education can therefore, be regarded as a basis of sound development and help for the individual to develop fully by discovering himself thereby fitting him adequately into the society in which he lives.

To achieve this, an adequate system of education must be established. This involves adequate planning, administration and supervision if the ultimate result is to be achieved. The educational needs for National Development continue to grow and change, and these call for adjustment in the educational system.

The primary school system is the foundation of education and if the nation is to move in the right direction in its quest for educational development, education at this level must be based on a solid foundation. This solid foundation rests in the first place on the recognition of a good education system.

In the light of the above, this research has set out to examine the structures and functions of the State Primary Education

In the light of the above, this research has set out to examine the structures and functions of the State Primary Education Boardsin Nigeria taking Kaduna State Primary Education Board as a case study.

Briefly, Kaduna State was created in 1967 from the defunct Northern Region and is unfortunately one among the educationally backward states in the country. Presently, it is divided into twenty three (23) administrative areas. These are: Kaduna South, Kaduna North, Kachia, Kauru, Kaura, Chikun, Lere, Igabi, Giwa, Birnin-Gwari, Jaba, Ikara, Soba, Makarfi, Jema'a, Sabon-Gari, Zaria, Kagarko, Kajuru, Kubau, Zangon-Kataf, Sanga and finally Kunkuyi local government areas.

The first and most important step taken in the process of reorganising education at the lower level i.e. at the primary level was based on the report of one H. Oldman, in his, "the administration of primary education."[1] The increase in pupil enrollment which the government anticipated would follow the implementation of Ashby's[2] recommendations and the administration and financial commitments that would be required to successfully prosecute the educational programmes especially at the primary level had led to the government of the then Northern Nigeria to invite Mr. H. Oldman in 1961. He was to undertake an enquiry into the problems of administration and finance associated with the development of primary education.

One believes that this is what has equally informed the present administration to re-establish not only the State Primary Education Boards (SPEBs) but along with the National Primary

Education Commission (NPEC) so as to resuscitate the fallen standard of primary education in this country.

1.02 Statement of the Problem.

For the effective and efficient functioning of any organisation, the operating administrative structures, that is, the units of the system , charged with specific functions to be carried out must be clearly defined and described interms of role performances needed for the achievement of goals.

It is against this background that the study is undertaken to answer the following questions:

a) What type of structural arrangement is the Board operating?
b) What are the functions of the Board?
c) How does the structure influence the function of the Board?
d) To equally see the relationship between the Board, the National Primary Education Commission (NPEC) and the Ministry of Education in the state, since these are agencies also concerned with primary education.

1.03 Aims of the Study.

The success of any organisation depends on efficiency and effectiveness of its administration and management. Not only that but the type of structural setting of the organisation matters alot in the discharge of its functions.

The aim of this study is to explore the appropriateness of these Boards as formal structures for primary Education Administration and how they perform their functions.

It also aims at identifying the problems associated with the structural arrangement of the Board and to recommend possible ways of improving primary education in Kaduna state.

1.04 Scope and Limitations.

The study covers only the Kaduna State Primary Education Board and some of its subsidiaries and beneficiaries.

The researcher does not in any way pretend to have produced a prescriptive or definitive text material on the subject. The research is only a study of the structural functional arrangement of the Board and should be treated as such by students, administrators etc.

The research is limited by financial constraint and time therefore not all the subsidiaries and beneficiaries were contacted.

Since the study is a case study, it is also limited by the fact that a generalisation cannot be drawn to cover a wider area in the country.

1.05 **Significance of the Study.**

Education is a continuous process in life which should normally change in accordance with the nature of the society. And the place of primary education in the development of any country cannot be over emphasized.

The extent to which the objectives of primary education can be realised is conditioned by how it is administered among other factors. Thus, the poor standard of education in Nigeria today can be attributed to the poor management of primary education. Since it is one of the important bases upon which success or failure of the whole educational system in any country lies, this research is therefore significant. It is hoped that it would assist government at all levels and primary education administrators to provide powerful machineries and strategies for the efficient and effective management of primary education.

It is hoped too that, the research would serve as a guide to present and future policy makers in government to be aware of the problem likely to be posed by ill-defined structures and functions of various government parastatals and Boards set up.

1.06 **Hypotheses.**

The study is based on the following hypotheses:

a) The more bureaucratic in nature an organisation is, the less is achieved interms of its objectives;

›) An ill-defined structure contributes to low level of objective achievement while a well defined structure contributes positively to the achievement of objectives.

1.07 Methodology of the Study.

i) Instruments:

There were two instruments used in the study. The first being an eleven (11) closed ended questionnaire and the second being a fourteen item interview with the Board Secretary and Assistant Director of School Services.

ii) Study Sample:

The subjects of the study were drawn from three categories of educationists with specific reasons:

a) The officials of the board since it is the main focus of the study.

b) Education Secretaries/officials of the local government education department. These are the direct managers of primary education programmes at the local government level in the state. They are presumed therefore, to be in a position to have ideas and views regarding the problems that have beset the primary education system and to be able to suggest possible solutions to them.

c) Headmasters: They were included too because they are key persons in the execution of education policies at the

grassroots level-no matter from which ministry the policies originate. Besides, they are always victims of wrong government decisions and harsh, ill-thought policies. It was thus assumed that they would be in a position to contribute positively towards identifying the actual problems militating against the effective and efficient administration of primary education based on the structural arrangement.

iii) **Population:**

The study dealt with the Secretary, Assistant Director, School services, all heads of Divisions, Education secretaries*[1] and some selected Headmasters who are beneficiaries of the Board.

iv) **Sampling:**

To determine the actual persons to respond to the instruments, the population was first stratified, and then the random sampling technique was used. Stratifying the population was necessary because according to Babbie (1973), "it.... ensures a balanced representation of each category of respondents."[3] The random sampling techniques was used to pick participants from the various strata or categories in order to make the choice truly chance event in which every member of each category had the opportunity of being chosen. (This is

[1] *Education secretaries stands for other officials of the Local Government Education Department referred to in Chapter four.

especially in the case of Education secretaries and the Headmasters). Also, the amount of sampling error associated with any given sample drawn can easily be computed.

Procedure:

Before the researcher embarked on the research, he collected a letter of introduction from the Department of Public Administration, Ahmadu Bello University to the Chairman of the Board. The questionnaires and interview have been extensively used.

i) Treatment of Data:

The responses on the main instrument were collected in their frequencies. Simple percentage were used as a method of data analysis. In addition, the researcher examined the functional arrangement by description. This was done aided by the various literature and opinions of the official concerned.

.08 Definition of Terms.

) Primary Education: Formal Education given in an Institution for children aged between six to eleven years and above.

) Organisation: Systematic arrangements of persons and materials involved in the accomplishments of a common task so as to secure the desired goals.

c) Structure: A system with relatively enduring pattern.

d) Function: Dynamic process within the structure.

e) Educational Administration: The administrative role ofthe entire apparatus from the educational institution to the sub provincial, provincial and national level entrusted with the responsibility to plan and implement educational programmes.

1.09 **Abbreviations**.

a) L.G.E.A.: Local Government Education Authority.

b) P.S.M.B.: Primary Schools Management Board.

c) P.R.S.: Planning Research and Statistics.

d) S.P.E.B.: State Primary Education Board.

e) N.P.E.C.: National Primary Education Commission.

ENDNOTES

1. Thakur, A.S. and Ezenne, A.N. 1980 A Short History of Education in Nigeria. National Publishing House, New Delhi pp.64-65.

2. Ibid pp. 64-65.

3. Babbie, R. E 1973 Survey Research Methods, Wadsouth Publishing Coy. Inc Belmont p. 70.

CHAPTER TWO

LITERATURE REVIEW

This literature review intends to look at what 'structure' and what 'function' are and what writers have said of structural-functionalism.

The place or what Educational Administration is will be seen and a look at what organisation is about is necessary, since its place cannot be overemphasized in a study of this kind. For structures and functions are not found in a vacuum.

2.01 What is Structure and Function.

Structural-functional analysis, for the past decades has been influenced profoundly by a group of thinkers from the sociological discipline. Social scientists who have worked in this tradition, are agreed upon the precise connotations of these terms.

'Structure' in their usage generally, refers to "a set of relatively stable and patterned relationships of social units." While by 'functions,' they mean those consequence of any social activity which make for the adaptation or adjustment of a given structure or its component parts. In other words, 'structure' refers to a system with relatively enduring patterns and 'function' refers to the dynamic process within the structure.[1]

Functions involves duties, roles, obligations and social exchange which serve to ensure the survival of the whole society

and its units. As Rad Cliffe Brown states, the definition of function must relate to the structural units of a society. The functions of each unit is a contribution to the life or the social structure as a whole.

2.02 **Structural-Functionalism.**

Various scholars such as Talcott Parsons, Robert Merton Marvion Levy Jnr., Gabriel Almond and David Apter[2] have used the structural-functional approach in social analysis.

In structural-functionalism, social structure is considered as "any pattern of behaviour which has become a standard feature of a social system."[3] Structures may be concrete such as government departments and bureaus, or they may be analytic that is constructs abstracted from concrete reality such as structures of authority.[4]

All social structures perform some function. In structural-functional terms, a 'function' involves a pattern of interdependence between two or more structures, a relationship between variables. It refers to "any consequences of structure in so far as they affect other structures on the total system of what they are a part."[5]

In social systems research, a one to one relationship between structures and functions should not be assumed: the functional effects of a particular structure are a matter of empirical research. A solid structure may perform more than one function,

and, a function may be performed by more than one structure. These premises allow the structural-functional analysis to obviate the misconceptions that:

a) Structures having resemblance to each other in different environmental settings perform similar functions;

b) The non-appearance of any particular structure implies the absence of some function(s); or

c) Structures may only be unifunctional in character.[6]

The place of structural-functionalism therefore, cannot be overlooked especially in a study of this nature/kind. For one focus of this research is the examination of the structural elements that are the sources of strain and tensions for the incumbents of educational position. For instance, the manifest function of a school board is to establish the policies governing a local-public school system and see that they are carried out. But a school Board member may seek appointment to the Board as a stepping stone to higher political office or as an opportunity to further the interest of a certain segment of the community. Thus, school-Board membership may have important latent functions, where some of the inspectors of schools view the school Board as a major block to the effective performance of their professional responsibilities (sic). For unprofessional behaviour of the Board may in part be a consequence of latent function of school Board membership.[7]

Merton et al (1959) assert that structural-functional analysis needs to be applied to the examination of the educational system as a basic environment of socialisation in our society. Apart from the family, the school constitutes a socialisation system of utmost importance. As Parsons[8] has stressed, the fact that, the elementary school is the primary social environment in the latency phase of the child development and that the secondary school serves in this capacity during adolescent phase.

Functional analyst have commonly adopted these interconnected postulates.[9] These postulates hold first that, standardised social activities or cultural items are functional for the entire social or cultural system; secondly, that all such social and cultural items fulfil sociological functions; and thirdly that these items are consequently indispensable. Although these three articles of faith are ordinarily seen, yet they are in one another's company.

In viewing structural functionalism, we are made to understand that, they are a mixed bag. We have empiricist, like Malinowski, Firth, and their followers, who emphasize the functionalist tradition attaching importance only to the observations of ongoing behaviours and daily activities in society. They see these behaviours as connected with the satisfaction of bio-social and psychological needs of the actors and their society. While Rad Cliffe Brown, Meyer Fortes, Max Luckmann and others are structural-functionalist, they emphasize that functions must be related to the structure of society. Some other scholar such as Merton R. K.

and Talcott Parsons, want to be identified as functional analysts than structural functionalist. As Parsons stated, that the two concepts 'structure' and 'function' are not parallel.[10] But from whatever approach or angle, whether from the empiricist, rationalist and functionalist to structural-functionalism, they are not mutually opposed. They all deal with society as a whole system of interrelated or interdependent parts.

Discussing structural-funtionalism further, the concept of functional prerequisites is often used. The number and kind of prerequisites depend on the definition of society. Like D. F. Aberle and others[11] identified nine functional prerequisites while Talcott Parsons[12] identified four, the A.G.I.L. framework (i.e Adaptation, Goal-Attainment, integration and Latent Maintenance) when using his concept of social system which fits both small and large human groups. His pattern variables is equally important in the analysis of structure and functions. If they are to be looked at in conjunction with the classical theorist analysis of structure by Gullick, Urwick and Graicunian.

Another concept that is usually associated with structural-functionalism is R.K. Merton's "manifest functions and latent functions." Merton states that, "manifest functions refer to those objective consequences for a specific unit (person, subgroup, social or cultural system) which contribute to its adjustment or adaptation and were so intended, the latent functions refers to unintended and unrecognised consequences of the same order.

In summary, this paradigm is based on an analogy between societies and organisms as propounded by Charles Darwin in his work of natural selection. An organism has a structure made up of specialised parts. Each part has a particular function that contributes to the maintenance of the whole. These parts are interdependent; each needs the other. That is how it is with social sys-tems. Every society has a structure made up of specialised parts. Structural-functionalist; believe that the keys to social equilibrium are consensus on basic values and rules for behaviour and cooperation. Structural functionalism will look at the Board in this case as a small society or micro organism, with their own structures and functionally interdependent parts.

The basic question for structural-functionalist is, what functions do different parts (structures) of the system serve (what do they contribute to the whole) and how do they relate to one another? And so, many popular beliefs about the value of education *derive from the structural-functionalist paradigm.* According to this view education expanded to meet the need for skilled workers in an increasingly complex technological society and to meet the demand for equality of opportunity.

In earlier times, formal schooling was not necessary. Children could learn all they needed to know by observing their parents and other adults at work. The, farmers cannot teach their children to be factory workers, carpenters cannot teach their children to be Clerks. The creation of new and varied occupations accounts for the first burst of educational expansion. The growth

of bureaucracies and the knowledge explosion explains the acceleration of education in recent decades. The expert society needs people who not only are equipped with basic skills but also know how to acquire new, and often highly specialised, technical information. Hence, the expansion of primary, secondary and university education.

The structural-functionalist further continues that, education serves democratic ideals. The ultimate goal of an egalitarian system is a meritocracy - a system in which talents, hardwork and determination override inherited status. In the social system, positions are awarded on the basis of merits. Ideally rich and poor children compete on an equal footing in school. They are judged by the same standard; awarded educational credentials on the basis of individual performances, and trade these credentials in for jobs, income and status. Education thus opens avenues of social mobility for individuals who might otherwise be excluded from high position. It locates, trains and motivates the most able individuals to enter demanding occupation that are important to society as a whole. This view believes therefore that, everyone benefits.

2.03 Educational Administration.

Administration can be defined in three different ways, all of which are, however closely linked. First, from the structural point of view, administration is defined as an 'ensemble' of organised structures governed by a hierarchy of superordinate

subordinate relationships within a social system. Secondly, administration may be defined in functional terms as the locus for allocating and integrating roles and facilities in order to achieve the goals of the system. Thirdly, administration can also be defined from the operational point of view as an ensemble of concrete operations which are reflected in interactions between different persons - the efficiency of which are of crucial importance.

Administration thus, is a social process within the context of a social system organised to accomplish a certain number of function's, of which one of the most important is the implementation of policies decided upon by the political powers.[13]

Therefore, if what is mainly required from administration in the domain of education is the application and concrete implementation of relevant policies, then it must be said that administration has a crucial/central place in any educational plan worthy of the name.

Until very recently, educational administration, as an activity has been most frequently regarded in common with other forms of administration as a skill, an art or a craft, proficiency in which was to be acquired in the solitude of the Headmaster's study or in the case of the young official, through working closely with an experienced practitioner. But as a field of study, educational administration has paid little attention to

of the history of education.

In a nutshell, Educational administration denotes the administrative role of the entire apparatus, from educational institution to the subprovincial, provincial and national level, which is entrusted with the responsibility to plan and implement educational programmes. Such role includes, defining the purposes and goals of certain allocated authority, implementation of decision, monitoring, budgeting, financial control and so forth.[14]

We cannot complete the review of related literature on educational administration without having a look at the factorsthat gave rise to its practice, even if only briefly.

Foremost among these factors are those relating to the place of education in contempotary society and its government. Since education is now accepted as a vital factor in social differentiation and social change; it is an important aspect of economic planning, and it is increasingly a matter of national and local political concern.

Another factor is that, major administration institutions are undergoing changes in structure that reflect the new functions they perform. The education Board is a case in point. There will thus be an increasingly urgent need to review the relationship between teachers, administrators, parents and the general public.

Another factor is the emergence of large scale institutions both schools and colleges, with complexities of internal organisation and outside relationshipsof an order different from anything known before. Recent thinking about education and the means by which it is provided, controlled and developed reflects the shifts from the industrial society of the past Century to the technological society of today.

Finally, in addition to the rising demands upon educational administration by the changes in the tasks they have to perform, there are others that arise from developments in the social sciences. Example, Economists interests in education not as a factor upon which economic growth depends but as an institution that can be evaluated in economic terms. Political scientists are not left behind, where there are abundant literature dealing with part played by pressure groups in policy formation and execution. Moving into the same areas, but following their own specific interests and methods, are sociologists who are concerned with the structures and functioning of schools and college (See George Baron and William Taylor, Educational Administration and the Social sciences, 1969:4).

The practices of the administration of education in Nigeria, have grown from many different roots. They stem from the voluntary schools, the principles underlying the development of Local Government Education Authorities, the demands of Teachers Association and also the establishment of various Boards and commission like the SPEBs and NPEC.

2.04 **Organisation.**

Available literature abounds on this concept. However, it is note worthy to be included in this study since structure and function are found not in a vacuum.

According to Parsons, (1960), an organisation is a system which, as the attainment of its goal produces an identifiable something which can be utilised in some way by another system that is, the output of the organisation is for some other system an input"

So that in the case of an organisation with educational primacy, it may be a certain type of trained capacity on the part of the students who have been subjected to its influences like the case study of this research.

Also, organisation can be defined as, a social system that has an unequivocal collective identity, an exact roster of members, a programme of activity and procedures. The term, social system is also defined as a set of persons with identifying characteristics plus a set of relationships established among these persons by interaction.[15] That is to say, organisation is a particular kind of a social system.

For Etzioni, (1965) organisation can be defined based on the following three criteria:

a) the division of labour, power and communication ..... responsibilities are deliberately planned with the intention of realising specific goals;

b) there are one or more power centres which control the total organisation in the pursuit of specific goals; and

c) there is a concern with personnel which may be reflected in such activities as recruitment of members, removal of unwanted members and reallocation of tasks among membership.[16]

Bernard (1939) refers to organisation as a system of coordinated activities carried out by two or more persons for a definite purpose.

In summary, organisation means a formalised intentional structure of roles/function. And in any given situation, there are formal and informal organisations.

1. **Formal Organisation:**

The organisation is formal when the activities of people are consciously coordinated towards a given objective. Put differently, an organisation is formal when persons are:

a) able to communicate with one another

b) willing to act

c) share a purpose.

2. **Informal Organisation:**

This arises out of the needs, feelings and interactions of people. In otherwords, it is the relationships that exist between people in the work place but not appearing on an organisation chart.

In this review of literature on organisation, it would be incomplete if organisational structure is not given a mention. Since structure simply means the way some things are put together, - organisational structure would therefore be said to be the way organisation is organised. Structure, however, is a key concept and it is the result of deliberate decision. The structure of an organisation is the arrangement of people, tasks and objectives. Structure once established tends to be relatively permanent within an environment, with continuous gradual change or modification. The changes could occur at strategic times depending on the circumstances of the environment or the change of philosophy of the enterprise. The changes could be gradual or rapid depending on the circumstances. Whatever organisational structure that may be decided upon, improvement on such structure is always possible and that could be at any time when or if the need arises.

Although, it is often said that a good organisational structure does not guarantee good performance, yet it should be noted that poor structure can affect the work of good managers. Therefore, in designing structures, it is worthwhile to develop the organisational structure that enhances performance of not only the top management but that of the lower level supervisors.

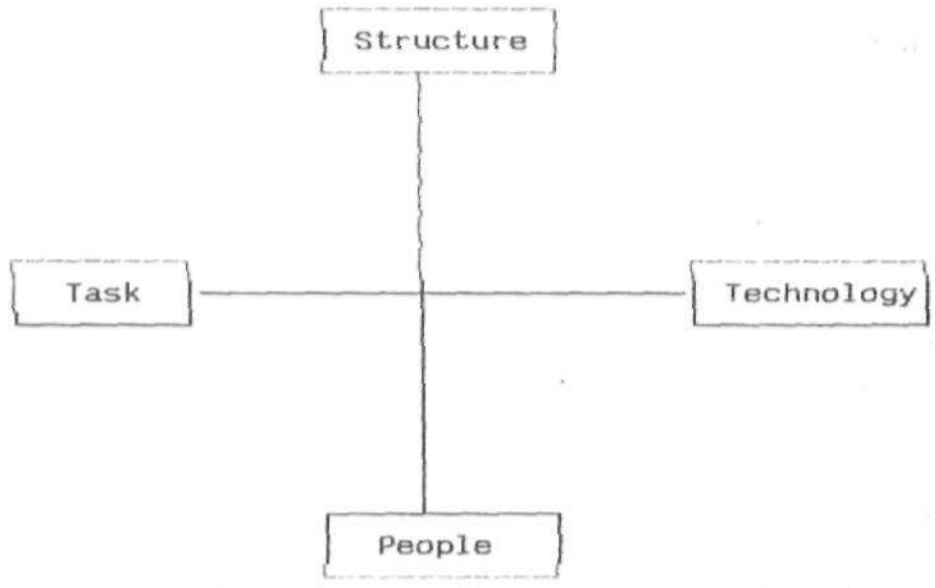
The focus of organisational structure is on two task thus:

1. differentiation of work
2. the combination of work functions into meaningful jobs.

Organisational structure is composed of three relationships which are established between people at workplace, the functions to be performed and the physical factors of the environment. The relationships are:- responsibility, authority and accountability. Various organisational structures have been used since the birth of scientific management school e.g functional structure, line and staff structure, committee structure, flat structure, tall structure, matrix structure etc.[17] (See Geeding W. D. for more details).

According to Leavitt, a basic fact common to an established organisation is that, it consists of four sectors as suggested by him which are task, technology, structure and people.

Figure I:



In the same line with Leavitt, Mcfarland (1979) conceptualise organisation and concludes that:

> each of these sectors covers a broad category of elements with which managers work in designing and utilising organisational structure. He went further to add that, many difficulties that occur in organisations can be traced to the failure of managers to understand the interrelationships among the four components. So that, a change in one sector is treated in isolation as though it had no effects on the others.[18]

The choice of a good structure will depend on the best combination of these factors and also, one cannot say with any precision which structure is (the) best. This is because there is no structure that is suitable for all organisation. As Mcfarland concluded that, "designing an organisational structure to maximise efficiency is not the same as designing one for job satisfaction, and both characteristic are wanted in some degree in the same organisation; organisation design becomes a matter of reaching appropriate compromise.

It is therefore worth noting that, both organisation and individuals in the organisation do change. This change in organisation alters prescribed structural relationships and roles assigned to members.

Looking at the above discourse, one can discern an organisation and so conclude that the Board under study as an institution has aims and objectives to attain or it is structurally arranged with specific function to perform.

Classical theorists of organisation like Urwickt and Gullick have discussed about the importance of structural arrangement of organisation. So also V. A. Graicunian. On the other hand of function(s) Talcott Parsons pattern variable adds to the existing relationship between structures and functions in an organisation.

2.05 Theoretical Framework.

As a conceptual framework of itself, the structural-functional paradigm is the theory adopted to understand this research. This is because, the study intends to look at the effects of structure upon function. For these are complementary concepts; full understanding of either depends upon an understanding of the other. The structure of a social system includes the following:

a) Roles of various types, interconnected by relational norms;
b) Regulative norms governing subgroup roles; and
c) Cultural value; every social system must solve the four functional problems outlined by Parsons as follows: pattern maintenance, adaptation, goal-attainment and integration framework which can be more explained by his pattern variables. Structures have functions for system of which they are a part.

Lyndal Urwick in his "Elements of Administration" (1947) quoted Graicunian who said that a well defined structure of an organisation is one in which no superior can supervise directly the

work of more than five or at most, six subordinates whose work interlock. And this is simply because of the permutations and combinations of the relationships between them.

For classical theorist like Gullit and Urwick whose work dominated public administration in the 1930s, structure was the thing, and what emerges from this classical school was a set of principles of organisation that were intended to guide the administrators in clustering, directing, and coordinating governmental functions and prominent among the principles were unity of command, authority, span of control and so forth, as discussed in chapter four of this research.

Urwick (1947) states that, the structure of the organisation should be such as to provide not only for the activities immediately necessary to secure the object of the undertaking, but for the continuation of such activities for the full period of operation contemplated in its establishment. This involves a continuous supply of personnel and arrangement for the systematic improvement of every aspect of operation.

V.A. Graicunas in discussing further about structures in organisation, demonstrated it mathematically that the increase in the number of relationships arising from each increase in the number of subordinates reporting to the manager. The formula he used is as follows:

$$R = n(2^{n-1}+n-1)^{20}$$

Where R = Number of Relationships

n = number of subordinates.

Talcott Parsons in his pattern variables identified four variables that help to explain the functioning/roles discharged in organisations or social systems. These are:

Universalism Vs Particularism

Specificity Vs Diffuseness

Affectivity Vs Affective Neutrality

Ascription Vs Achievement

Self Orientation Vs Collective Orientation.[21]

In our case, a well defined structure like the Board, is expected to function or discharge roles that tend to be universalitic, instrumental, specific and achievement oriented. This patterning or structuring reflects a world of specialisation, bureaucracy and rationality.

Based on this, the theoretical framework works upon the fact that structure has a relationship to function, so that, a well defined structure brings out a clear and distinct functioning of the organisation. This approach seeks to clearly specify every function, rather than leaving the functions diffused and unclear.

Another conceptual framework that cannot be overlooked in a study of this nature is one that is always discussed by public enterprise specialists. This model, considersthe Boards as a hybrid creature possessing some of the characteristics of Business

organisation or private firm and some of Bureaucratic organisation or public agencies.

In its public agency characteristic, the Board is restricted to specific types of business activity defined in the statutes that create it. So that, they cannot merge, diversify or shift purposes without legislative action. In other respect, the Board is run like private business. They use business-type budgets and accounts and control their own personnel system and payscales.

In a nutshell, the Board serves as a half way house between business organisation and Bureaucratic organisation for the purpose of achieving its stated goal.

Business organisations have - among other purposes to make profit/money for their employees, stock holders, and other investors, management normally defines the other goals to be pursued and the means used.

Bureaucratic organisation (in other words public enterprise) differs from business organisation in that its success cannot be measured in financial terms or defined solely by management executives.

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CHAPTER THREE

HISTORICAL BACKGROUND

3.01 History of State Primary Education Board in Nigeria.

The history of the evolution of today's State Primary Education Boards (SPEBs) is not shrouded in mystery. However, an attempt at piecing together the origin and antecedents of this institution did prove herculean.

The researcher striving for a collector's package was made to comb through tightly woven cobwebs of the past before he could retrieve modest materials that could throw some light on the institution's origin. Also, looking at the state primary education Board per se, one will not go so far as it does not have any long history. However, being another agency entrusted with the management of our primary schools, it is worthwhile to have a look at other agencies that existed before it.

State Primary Education Boards can be likened to the school Board whose struggle dates back to 1962 when the Nigerian Union of Teachers (NUT) asked for uniform conditions of service for Teachers. The National Joint Negotiation Committee on Education[1] chaired by Justice Adefarasin (Rtd) was set up in 1964 to consider the condition of service for Teachers and to make recommendations. As a result, school boards were created in the Southern part of the country in 1968 only. While in the Northern part, Local Education Authorities were formed as a result of H. Oldman's report of 1961.[2]

Here in the North, the Local Education Authorities have been responsible for the running/management of primary education. Until 1989 under Decree 31 when the National Primary Education Commission was established as a result of the inabilities of the Local Education Authority (L.E.A.) and the school Boards in the South to run effectively and efficiently the primary schools. Also, it is the concern of the Government and communities in Nigeria about the deteriorating quality of primary education in the country that led to the establishment of the commission (NPEC) and Primary School Management Boards (PSMB) along side the L.E.As.

By 1991, we saw the demise of the Decree 31 of 1989 along with all that it established except for the L.E.As. who acquired in full all the powers and functions of the defunct PSMB under Decree 3 of 1991 of January 1st. The changes and development that followed the earlier establishment of NPEC and PSMB died with them and they nation witnessed an almost collapse of the primary Education industry. With non payment of Teachers Salaries, Strikes and so forth all over the Federation.

It was the effort of the Parent/Teachers Associations, eminent Nigerians, the Nigerian Union of Teachers (NUT) amongst others who made representation to the Federal Government on the need to reestablish NPEC and PSMB so as to save the nation's primary Education system from an imminent collapse, that saw to the re-establishment of these agencies. The NUT had to embark on a nation wide strike to further buttress its total commitment to its request

for the return of this establishments in the interest of the nation that saw the birth of SPEBs.

3.02 National Policy on Education.

Education in Nigeria is no more a private enterprise. but a huge government venture that has witnessed a progressive evolution of Government complete and dynamic intervention and active participation. The federal Government of Nigeria has adopted education as an instrument par excellence for effecting national development. It is only natural then that Government should clarify the philosophy and objectives that underlie its current massive investment in education, and spell out in clear and cogent terms the policies that guide government's educational efforts.

In the Revised Edition of the National Policy on Education 1989 by the Federal Government of Nigeria, section 3 deals with the issue in question. Therefore, it is summarised thus:

1. Primary education as referred to in this document, is education given by an institution for children aged normally 6 to 11+. Since the rest of the education system is built upon it, the primary level is the key to the success or failure of the whole system.

2. This being the case, the general objective of primary education is the inculcation of literacy and numeracy, the study of science the study of social norms, and values of the

local community and of the country as a whole through civics and social studies, the giving of health and physical education, moral and religious education, the encouragement of aesthetic, creature and musical activities, the teaching of local crafts and domestic science and agriculture.

3. Government will see to it that the medium of instruction in the primary school is initially the mother-tongue or the language of the immediate community and, at a later stage, English.

4. Government will ensure that all schools are equipped properly to promote sound and effective teaching, and in particular that suitable textbooks and libraries are provided for schools.

5. Government will do everything possible to discourage the incidence of dropouts at the primary level of education. Where, however, this does occur, provision will be made in the context of education and non-formal education to enable such dropouts to resume their education later on.

6. Government welcomes the contribution of voluntary agencies, communities and private individuals in the establishment of and management of primary schools alongside those provided by the state governments as long as they meet the minimum standards laid down by the Federal Government.

3.03 Historical Background of State Primary Education Board in Kaduna State.

As earlier on stated in this chapter, that Kaduna SPEB per se, does not have any long standing history but that the deterioration of the quality of primary education in the state and the country in general led to the establishment or birth of such agencies as NPEC. PSMB and LGEAs through Decree 31 of 1989 with the responsibility of managing primary education.

By the beginning of 1991, we saw the demise of this decree along with what it established except for LGEAs who then acquired all the powers and functions associated with the defunct PSMB under Decree 31 of 1991 of January 1st. So that the changes and development that followed the establishment of NPEC and PSMB died with them and the state, like the entire nation suffered an almost collapse of the primary education industry.

In essence, the state primary education board in Kaduna state was established alongside that of other states in the Federation in 1993 when it was observed that the L.G.E.As were unable to effectively and efficiently manage or run the primary education industry.

3.04 Function of State Primary Education Board.

As stated in the "Education Board" Decree establishing it, they shall be charged with the following functions:-

a) Management of primary schools in the state;

b) Recruitment, appointment, promotion and discipline of teaching and non-teaching staff on Grade level 07 and above;

c) Posting and deployment of staff including inter state transfers;

d) Disbursement of funds provided by it from both Federal and state-sources;

e) Setting up an effective functional supervisory unit;

f) Retirement and absorption of teachers;

g) Undertaking new capital projects;

h) Responsibility for the approval, training and retraining of teaching and non-=teaching staff;

i) Assessment and funding of salaries and allowances of teaching and non-teaching staff based on the scheme of service drawn up by the state government;

j) Ensuring that annual reports are rendered by heads of schools on teachers appointed to serve under them;

k) Preparing testimonials and certificate of services for teaching and non-teaching staff whenever necessary;

l) Dealing with leave matters including annual vacation;

m) Ensuring annual auditing of accounts; and

n) Performing such other function as may be assigned to the Board by the Commissioner for Education or the Commission (NPEC).

2. Each Education Board shall establish and maintain a separate account into which has to be paid and credited all payments made to it from Federal or state governments or any other source.

3.05 Organisational structure of the Board.

As we have seen earlier, what an organisational structure is all about in chapter two of the literature review, one is only tempted to say that an organisational structure has the advantage of providing efficiency in decisions and actions. The hierarchical levels, the division of work into logical groupings and overlays of rules and procedures provide for efficient discharge of duties and provide the form for workers to work as a team towards achieving the desired organisational goals.

There is also the establishment of formal systems of communication. Wherein, with appropriate structures, commands, delegation of authority, institutions and administration of information needed can flow easily from top to down/bottom. With each worker knowing whom he reports to and where to take instructions from. Lateral and Horizontal communication method is also possible with a good organisational structure.

With all the above advantages of a good organisational structure, it is pertinent to note that there is no structure that is most suitable for all organisations. Also different organisations have different structures quite different from each other.

It is to be understood too that, there is no ideal/universal organisation pattern and there is no certain criteria for evaluating organisational structures. Anyway organisations are

designed, structural deficiencies are inevitable. While others are properly designed, others continue to change according to the trends of the economic environment in which they are designed. This can be seen in the case in point.

The organisational structure of the Board is no exception to whatever have been said above. As can be seen from the organisation of the Board, there is the Board which is composed of a (12) Board members of which the executive Chairman is a member, two full-time members and a Secretary.

Below the Board, we have the Executive Chairman, with the two-full-time members reporting to him.

There is a Public Relation Officer and an Auditor (internal) who both report to the Executive Chairman.

Apart from the Public Relation Officer, the Internal auditor and the two full-time members, there are four (4) directors incharge of Planning Research and Statistics, (PRS), School services, Personnel Management and Finance and Supply.

Under the Director of P.R.S., there are two Assistant Directors, Physical Planning and Academic Planning. That of Physical Planning has under him, the Principal Building Inspector, senior Building Inspector, Architect, Quantity Surveyor and the technical Officers who report to him. Under the Assistant Director Academic Planning, we have the Chief Education Officer Planning.

The Director of Planning, Research and Statistics has the Principal Education Officers Research and Medical Services and Principal Education Officers Statistics and Computer reporting to him.

Under School Services, we have Assistant Director School Services who control the Chief Inspectors of Education, Zonal Inspectors of Education and the Assistant Chief Education Officer.

While under the Director of Personnel Management, there is an Assistant Director who control the Chief Personnel Officer-in-Charge of promotion, discipline and transfer, and also the Chief Personnel Officer-in-Charge of appointments and central administration.

Finally, the Director of Finance and Supply has no assistant, rather, the Principal Accountants-in-Charge of salaries and that of other charges. The senior Accountants in charge of Budget, and final accounts, the senior store Officer and the Cashier reports to him

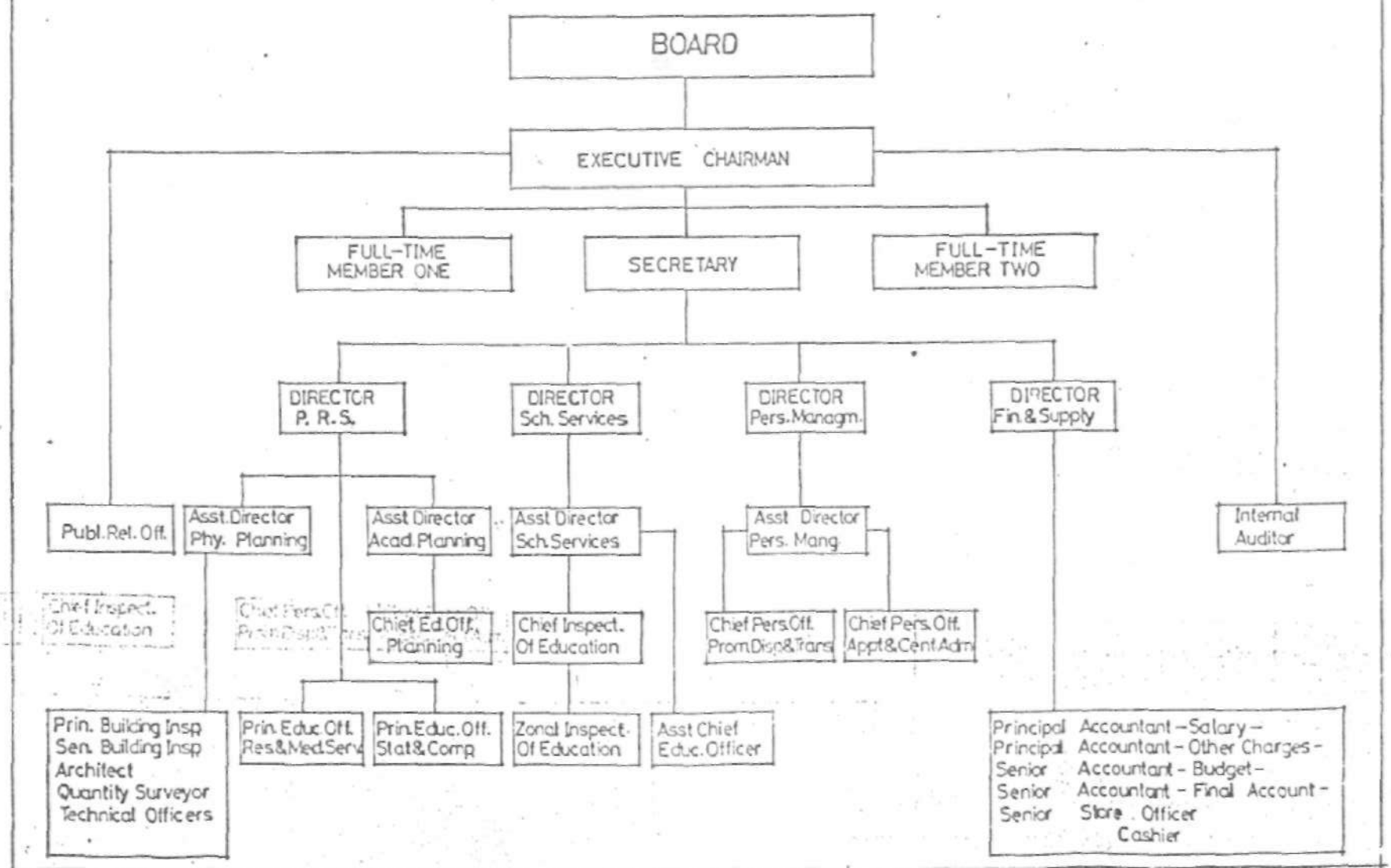
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ORGANIZATIONAL STRUCTURE



SOURCE Public Relations Department, KADUNA STATE PRIMARY EDUCATION BOARD, 1997.

CHAPTER FOUR

DATA PRESENTATION AND ANALYSIS

4.01 Techniques of Data Analysis.

The conceptual framework and methodology of this study have been discussed in chapter one. Part of this chapter however, focuses on the method used in collecting data from the following three categories of respondents:

1. Officials of the Board;
2. Officers in the Local Government Education Department; and
3. Headmasters.

This introduction is aimed at covering those aspects of the survey methodology which were not dealt with in the first chapter.

The population of respondent that was randomly selected from each group were as follows:-

1. one hundred and fifty board officers or officials (150)
2. two hundred and fifty Headmasters (250)
3. fifty officers of the local government education department (50)

The total number of questionnaire distributed out was four hundred and fifty out of which only three hundred and fifty were returned and used for data analysis.

As stated earlier on, in chapter one, the researcher used the interview and questionnaire method. Interviews were held with the Secretary to the Board and the Assistant Director of School Services who helped clarify some issues that were not cleared by the Secretary. While the questionnaire designed for the survey groups, was mainly structured and coded with the purpose of measuring the degree of agreement or disagreement.

The responses on the main instrument were collected in their frequencies. The simple percentage method of statistical data analysis was used.

Other materials used included information obtained from personal interview, documents from personnel and other records. The analysis of data is divided into two broad headings because of the interviews and questionnaire administered. The data dealing with the interview instruments is classified as that which is based on personnel policies which include issues such as the composition of the Board, selection or recruitment, discipline, training and so forth, since they give us the form or structure of the Board. The second heading which is based on the questionnaires is classed as that dealing with the basic principles of structural-functionalism, that include, delegation, span of control, system of communication, and so forth.

4.02 Personnel Principles.

a) Board Composition:

It is important to know the composition of the Board which gives us an aspect of the structure as indicated in the edict establishing the Board. Somewhere in chapter three, we discussed about decree 96 of 1993 which established the National Primary Education Commission and the State Primary Education Boards (SPEBs). This decree stated that or empowered states in the federation to establish through an Edict SPEB to be known as "Education Board". It is as a result of this that the then Governor or Military Administrator of Kaduna State, Colonel Lawal Ja'afru Isah enacted Edict Number 8 of 1994 establishing the Kaduna State Primary Education Board which is our case study.

By composition, the Board, is a twelve (12) member Board, with Dr. Baba Usman as the Executive Chairman with two other full-time members and a Secretary who was equally appointed by the Administrator. The remaining nine (9) other members were drawn from all works of life representing different interests as in the Edict. But for efficient and effective management of primary education, the Board is empowered to set up education committees at the local government level and at the district level. This committees are to have eleven (11) members each to be headed by a Part-time Chairman. This is to enhance full participation and adequate representation of all people to help effectively achieve the goals and objectives for which the Board was established.

Since it is an organisation established for the purpose of achieving certain goals, there is the need for either transfer or secondment of staff. This bring us to what we found in the Board on;

b) Transfer and Secondment:

Transfer of service of the employees of state or other organisations may be allowed only if such transfer is in good faith, that is to say, for the interest of service and should not be done arbitrarily to block the chances of serving officers from progressing. This although, was not discovered in the case study. The staff transfer of most of them was from the defunct management Board, which was an agency charged with this responsibility under a different structure.

On the issue of the condition of staff seconded to the Board, we discover that, it is the same condition that is obtainable in other public service that is applicable to them.

The next issue discussed was on staff recruitment since there cannot be an organisation without staff employed to discharge the functions expected of the organisation;

c) Staff Recruitment:

Recruitment is that process which organisations engaged in by making themselves attractive to the prospective employees. It is from the advertisement that organisations give themselves

that prospective employees will be attracted enough to apply for jobs in such organisations.

It is expected that vacancy must exist in the Board and the post must be advertised and potential candidates with the requisite qualifications invited for interviews. So from our interview, we discovered that all vacancies which are to be filled otherwise than by promotion and transfer shall be advertised in such manner as the board may direct.

We further discovered that, most of the vacancies that existed in the teaching profession in the primary schools before the establishment of the board have been filled up now through the above method. Because, there is alot of employment that was done by the Board within its short period of stay and primary schools are now equipped with teachers, if not enough, at least to a certain level;

d) <u>Promotion:</u>

Promotion of employees from one step to another or from one position to another is normally done in order to boost the morale of such employees to contribute, more so as to achieve both the individuals and organisation's goals.

However, there are factors that limit the opportunity for promotion. Initial selection process, classification of jobs, comparative performance, seniority, examination and trial on

the job etc. are such factors that affect the measures and basis for promotion.

Looking at the question of the interview, we discover that the guiding principles for promotion of both senior and junior staff of the board is based on both performance and good old seniority as the civil service reform stipulate. The civil service rated or weighed performance at 50 per cent, interview at 30 per cent additional qualification at 15 per cent and good old seniority 5 per cent. However performance and seniority rated high as the bases for the recent promotion exercise by the Board because when the defunct management Board was dissolved, most of the teachers who were due for promotion were not promoted and so the Board on settling down deemed it fit that the teachers were overdue and so promotion were effected even without interview.

In promotion, the attainment of higher qualification does not play any significance. This however, does not mean that staff are not sent for further training. Although the board does not consider further qualification as a criterion for promotion but we discover from this research that (759) seven hundred and fifty nine were advanced based on acquiring the Nigeria Certificate in Education (NCE);

e) Training and Development:

Good executives look to the future especially in this kind of organisation where its task is based on long term investment

and is based too on building up a future generation of leaders. every kind of enterprise has the responsibility of helping to train those who have the requisite potentials to contribute their full measure to the management of an enterprise. This is the reason that prompted the researcher to ask whether staff are sent on training.

It became imperative therefore that since the educational system is changing year in year out. this aspect of training must be taken serious. As such we discover that the Board encourages especially the beneficiary staff at the primary school level to go on this long Distance programmes and also organises seminars and workshops necessary for efficient discharge of duties.

But as observed, for the organisation in this case the Board and the trainees to benefit from such training which form the basis or most essential aspect of any training programme, the method of training and the ability of the management to understand the areas and potentials of staff that needs that training is necessary. Especially now that we have science model primary schools and Nursery schools run by the Board.

Training in this aspect is important. As earlier on mentioned the board sent it beneficiary teachers on training and not only its beneficiary teachers we discover that even the staff of the Board are sent on training to take care of certain

areas. This is so to monitor this aspect of Nursery school and the science model primary schools introduced now.

f) Discipline:

It is very natural that where a group of people from different backgrounds come under one umbrella for a common purpose, to have some of them at certain times deviating from the path or norms set for achieving the purpose that bring them together is sure.

In such a situation, it is paramount and expedient that leaders of that group promptly act to correct and prevent erring members from further deviation. Some of the measures used by the board, as we discover, to correct officers. is in the issuances of query, suspension, reduction in pay or rank and in some cases transfer to other places.

The concept of discipline as its relates to the Board, is part of its functions in the edict and the Board adheres strictly to this disciplinary procedures.

To be clear, since the Board operates at the apex, with education committees at the local and district levels, the Board acts based on the recommendation of the local government committee reports while the local government committee acts based on the district education committee since they are in direct contact or interaction with the staff of the primary

schools. But as for the staff of the Board, there are various committees to deal with the junior and senior staff.

The Board applies the state and federal government rules since it is a part of the state apparatus and it receives instructions from the state. It is not an autonomous body.

In essence, this personnel principles present a light into the working of the structure of the Board and in some cases presents also the functions of the Board as stipulated in the edict. We shall now look at the basic principles of structural-functionalism as we have earlier on stated.

4.03 Basic Principles of Structural-Functionalism.

This brings us to the analysis of data based on the questionnaires administered to the three category of respondents earlier on mentioned in this chapter and chapter one. This will be done based on the hypotheses formulated. Where the first hypothesis states that:

The more bureaucratic an organisation is, the less is achieved interms of it objectives.

Since the research is set out to find the degree of agreement or disagreement of respondent on the hypothesis, we shall see that the following tables disagree with hypothesis one and therefore, it is rejected.

TABLE 4.1.

Whether it Brings Rigidity and Poor Human Relationship.

RESPONSES	FREQUENCY	PERCENTAGE %
a) Strongly Agree	20	5.71
b) Agree	25	7.14
c) Cannot Decide	30	8.57
d) Disagree	200	57.14
e) Strongly Disagree	75	21.43
	350	100

Source: Personal Research, 1997.

On this factor, we discover that 5.71 per cent strongly agree, 7.14 per cent agree, 8.57 per cent cannot decide, 57.14 per cent disagree and 21.43 per cent strongly disagree. These varied responses indicate that there is a high level of disagreement as to the assumption that hierarchical system of structures in organisation pose or bring about rigidity and poor human relationship. We can therefore say that, rigidity and poor human relationship could arise due to the extreme nature of some officials in the discharge of their duties. For there is nothing wrong in following laid down rules and guidelines in an organisation. With proper flow of communication poor human relationship should not exist as we have discovered in the research as to its none-existence in the board.

This factor is often associated with hypothesis one as to the fact that a bureaucratic orgnisation tends to be rigid and is accompanied by a poor human relationship. From the responses this ideas is debunked.

TABLE 4.2.

Is There Delay and Red Tapism?

RESPONSES	FREQUENCY	PERCENTAGE %
a) Strongly Agree	15	4.29
b) Agree	20	5.71
c) Cannot Decide	35	10.00
d) Disagree	205	58.57
e) Strongly Disagree	75	21.43
	350	100

Source: Personal Research, 1997.

From the response, we discover that 4.29 per cent strongly agree, 5.71 per cent agree, 10 per cent cannot decide, 58.57 per cent disagree and 21.43 per cent strongly disagree, indicating that the degree of disagreement is so high and so disproving the allegation that such hierarchical structure causes delay and red tapism. Rather than causing delay and red tapism, it allows every decision to pass from one stage to the other.

The responses prove that, although the Board is hierarchically arranged interm of its structure it does not cause delay and red tapism. The idea of the Board as a hybrid between business organisation and the public bureaucracy is therefore vindicated. And also it disagreed with hypothesis one as making it achieve less interms of it objectives.

d) Span of Control:

This means that the chief Executive or a superior officer cannot personally control more than a certain number of subordinates. As a principle of structural-functionalism, it confirm the theoretical framework. Where in terms of structure and function, it highlights that a good structure should have a limited span of control. According to Graicunian; for an effective relationship, the number of subordinates a superior controls should not be more than five to six as seen in the theoretical framework. So this promoted the statement as to no individual should be subject to the order of more than one immediate superior.

TABLE 4.3

An Employee Should be Subject to Order of More than one Immediate Superior.

RESPONSES	FREQUENCY	PERCENTAGE %
a) Strongly Agree	10	2.86
b) Agree	25	7.14
c) Cannot Decide	15	4.29
d) Disagree	225	64.29
e) Strongly Disagree	75	21.43
	350	100

Source: Personal Research, 1997.

For accountability and easy assessment or evaluation, it is pertinent that an employee should not be subject to the order of more than one superior as the findings will prove.

From the table, we can see that, 2.86 per cent strongly agree, 7.14 per cent agree, 4.29 per cent cannot decide, 64.29 disagree while 21.43 per cent strongly disagree. This proves that the degree of disagreement outweighs that of agreement showing that, no single employee should be subjected to the order of more than one immediate superior, if for nothing, for effective utilisation of the individual employee. As earlier on stated, for accountability and the individual can be held responsible for his actions. With the bureacratic organisation this is encouraged therefore it rejects hypothesis one, by disagreeing that an employee should be subjected to order of more than one immediate superior.

Group Dynamics:

This is referring to authority springing from group rather than from the top. Though the system theory of organisation accepts the primary group as an important part of group dynamics, yet allowing authority to spring from group in a structured organisation such as the Board will create problem we shall soon see.

TABLE 4.4

Authority Should Spring from Group than From Top to Down.

RESPONSES	FREQUENCY	PERCENTAGE %
a) Strongly Agree	10	2.86
b) Agree	15	4.29
c) Cannot Decide	25	7.14
d) Disagree	200	57.14
e) Strongly Disagree	100	28.57
	350	100

Source: Personal Research, 1997.

From the table, we discover that 2.86 per cent strongly agree, 4.29 per cent agree, 7.14 per cent cannot decide, 57.14 per cent disagree while 28.57 per cent strongly disagree. This indicates that there is a high degree of disagreement as against the level of agreement proving that allowing authority to spring from group rather than from top to down brings problems such as clash interest, lack of free flow of information and ineffecti communication network system. There will also be resistance to formal authority in the form of slow down of work. Impunctuality and absenteeism. From the research, it proves that the board's authority springs from top to down and not from groups. Hypotheses one is rejected as a bureaucratic organisation allows for top to bottom authority taking as against springing from group.

While the second hypothesis which states that: an ill-defined structure contributes to low-level of objectives achievement while a well-defined structure contributes to positive achievement of it objectives.

And the following tables show that by having a high degree of agreement to the questions asked proved that hypothesis two is accepted.

Delegation of Duties:

Delegation of duties is so important in any organisation and hastens the implementation of decisions which in effect affect the quality of a programme. Authority should be delegated to the subordinates in the interest of good staff discipline and effective management.

Proper delegation of duties and authority reduces the work of the superior officer, and give them more time for management functions which is likely to enhance productivity. It also ensures the attainment of goals in the organisation which is typically exemplified in this case study. Where authority and duty is delegated from the Board down to the local government education department down to the district level. This does not mean that right within the Board, officers do not delegate responsibilities to their subordinates. It in fact aid subordinates to grow in the work experience eventually leading to their promotion.

Delegation as a tool of structural-functionalism, is not used in isolation. For it is not worthwhile to delegate responsibility to a subordinate who is incompetent at a level required to operate. This is where the importance of recruiting the right staff comes in and given the suitable training.

Delegation of authority however, should not be seen as abdication of responsibility. There is still a shared responsibility even though the authority has been delegated properly, there is the need for control to match accountability. But it is wrong to interfere having delegated work with how the job is to be done.

Looking at this concept of delegation and the nature of the Board, it became imperative to ask what criteria are used in the Board while delegating responsibilities or duties and the responses are tabled as follows:

TABLE 4.5

Which of These Criteria Determine to Whom Duties are Delegated?

CRITERIA	FREQUENCY	PERCENTAGE %
a) Experience	200	57.4
b) Qualification	50	14.29
c) Friendship	-	-
d) Seniority	100	28.57
	350	100

Source: Personal Research, 1997.

From the responses, it shows that 57.14 per cent ranked experience as the most important criterion used in the Board for delegation of authority or duties, 14.29 per cent think qualification, and for friendship, there was no response while 28.57 per cent indicated that seniority is another important process after experience.

Experience therefore ranking so high could be said to be an indicator of competence. However, the researcher observe that too much emphasis may cause some problem at the expense of seniority and qualification. But as far as the Board is concern, it is experience that is the criterion. This shows that hypothesis two is accepted since a well-defined structure delegate duties to experience hands.

The next and important factor is:

System of Communication:

Communication once divorced from any organisational structure especially the Board, calls for disaster in the discharge of it_ functions, for it_ importance cannot be overemphasized. A good system of communication enhance good and efficient management where workers feel involved in the day to day running of the organisation. A question as to which system of communication is used in the Board was asked.

TABLE 4.6

Which System of Communication is Used in the Board?

SYSTEM OF COMMUNICATION	FREQUENCY	PERCENTAGE %
1. Meetings	100	28.57
2. Circular	225	64.29
3. Friendly/verbal discussion	25	7.14
	350	100

Source: Personal Research, 1997.

The data gathered is self explanatory as we discover that, 28.57 per cent indicated that meetings are other ways of communication while 64.29 per cent respondent indicated that circular is another means/system of communication while only 7.14 per cent indicated as to communication through verbal/friendly discussion. Therefore we can now say that circular is the most effective means or way of communication in the board.

As a formal organisation, the Board communicates faster through circular as not every subordinate is likely to attend every meeting and this improves efficiency. But excessive adherence to the formal procedure (circular) without considering the informal may not be in the best interest of the functions performed. For alot can also be derived from the other methods of communication such as face-to-face and oral communication.

Hierarchy:

Is another basic principle. This principle simply means the control of the lower from the higher. It separates superior from subordinate; on the basis of this; remuneration for work is dispensed, authority is recognised, privileges allotted and promotions awarded.

This prompted a six question items on the factor of hierarchy and how they affect a structure and its function in this case the Board. Looking at these factors one can see that they touch on the issue of the first hypothesis and the second.

TABLE 4.7

There is Complete Unity of Purpose and Responsibility.

RESPONSES	FREQUENCY	PERCENTAGE %
a) Strongly Agree	125	35.71
b) Agree	200	57.14
c) Cannot Decide	25	7.14
d) Disagree	-	-
e) Strongly Disagree	-	-
	350	100

Source: Personal Research, 1997.

This table indicates that 35.71 per cent strongly agree that hierarchical system of a structure secures a complete unity of purpose and responsibility while 57.14 per cent only agree and 7.14 per cent cannot decide. We can deduce from this table that, there is an agreement as to its securing complete unity of purpose and responsibility so that, we can have a good network of communication from up to down and that every one knows what he is supposed to do. This is practically proven in the organogram of the Board. Also as hypothesis two is accepted, because it is only a well-defined structure that secures a complete unit of purposes and responsibility with the degree of agreement being high.

TABLE 4.8.

It Enables Various Centres of Decision and Control.

RESPONSES	FREQUENCY	PERCENTAGE %
a) Strongly Agree	100	28.57
b) Agree	250	71.43
c) Cannot Decide	-	
d) Disagree	-	- -
e) Strongly Disagree	-	-
	350	100

Source: Personal Research, 1997.

On whether it enables various centres of decisions and control, 28.57 per cent strongly agree while 71.43 per cent agree indicating from the views of respondents that the head of the organisation is relieved of the burden of taking decision on all sorts of matters by himself. This is rightly applicable to the case study where it has various centres of decision and control to run the primary school. The education Committees at both the local and district levels who deputise for the board in some ways. Example, it is the education committee at the local government level that deliberate on matters of promotion for the staff at that level and then forward a recommendation to the Board for effective implementation. With the degree of agreement being high, it is proven that hypothesis two is accepted.

TABLE 4.9.

It Promotes Division of Labour and Specialisation.

RESPONSES	FREQUENCY	PERCENTAGE %
a) Strongly Agree	120	34.29
b) Agree	215	61.43
c) Cannot Decide	15	4.29
d) Disagree	-	-
e) Strongly Disagree	-	-
	350	100

Source: Personal Research, 1997.

As far as the structure and function of the Board is concern now, it cannot be disputed that it doesn't promote division of labour and specialisation. This is seen from the centralisation of departments at the Board Headquarters which is applicable to the local government education department. Therefore, from the responses, we discover that, 34.29 per cent strongly agree and 61.43 per cent agree while only 4.29 per cent cannot decide. So from the figures it is understood that there is a high degree of agreement as to its promoting division of labour where work is split into different hands and specialist are recruited to perform the functions. This is seen in the division of the departments into four i.e. planning, research and statistics, personnel management, school services and finance and supply. For effectiveness and efficiency; each performing it duties with it specialised staff. It can also be seen that matters of general direction and policy are concentrated at the Board, while detailed supervision and control are delegated to the middle level in this

case the Local government education Department and the actual operation are left to the rank and file like the Headmaster and the teachers.

TABLE 4.10.

There is Clarity of Purpose.

RESPONSES	FREQUENCY	PERCENTAGE %
a) Strongly Agree	75	21.43
b) Agree	200	57.14
c) Cannot Decide	20	5.71
d) Disagree	30	8.57
e) Strongly Disagree	25	7.14
	350	100

Source: Personal Research, 1997.

This clarity of purpose factor is another strong factor that help a structure to perform its function as required. Therefore the responses as we analyse them shows that, 21.43 per cent strongly agree to this factor 57.14 per cent agree, 5.71 per cent cannot decide, 8.57 per cent disagree while 7.14 per cent strongly disagree. Indicating a high degree of agreement as to clarity of purpose being an important factor in the Board's structure. This is because, without clarity of purpose the organisation would not function effectively and it will just be like an ill-defined structure. Here every one is clear as to his responsibility and why he is even employed and to whom he will report. Equally, things move upward and downward through the right channel. It helps in saving the time of the superior officer when taking decision. Finally, each individual discharges his responsibility

in the organisation without doubt or confusion and as can be seen in the organisation, there is this clarity of purpose.

Fan-like System:

Under this system, authority is said to pass downward but not in a single chain of command but that at each successive step, it is split into multiple parts which are based on the subject matter of specialty.

This method gives the Head of division initiative in regard to planning of the programme and the budgeting of money and to the officials at each stage, the power to direct and control the activities of those immediately below them. This ensures specialised direction, rapidity of motion and a straightforward and pointed attack upon the staff.

TABLE 4.11.

Authority Not Passing in a Single Chain of Command.

RESPONSES	FREQUENCY	PERCENTAGE %
a) Strongly Agree	100	28.57
b) Agree	150	42.88
c) Cannot Decide	20	5.71
d) Disagree	45	12.86
e) Strongly Disagree	35	10
	350	100

Source: Personal Research, 1997.

The response shows that, 28.57 per cent strongly agree, and 42.88 per cent agree 5.71 per cent cannot decide 12.86 per

cent disagree 10 per cent strongly disagree. The research discover that authority split into parts give room for full participation as demonstrated in the different levels of education committee with their various functions as indicated in the edict. The level of agreement is so high that authority passing through stages is an effective means of performance. This shows that the Board form of organisational structure promotes it. And so hypotheses two is accepted.

4.04 Test of Hypotheses.

Hypothesis 1:

The more bureaucratic in nature an organisation is, the less is achieve interms of it objectives.

As can be seen from the statement of the hypothesis, the data analysed disprove this hypothesis based on the instrument of interview and the questionnaires administered. So that, on the personnel principles which deals with Board composition, transfer and secondment, staff recruitment, promotion, training and development and discipline all of which are characteristics of bureaucracy disprove the Hypothesis, like wise, the analysis of data based on tables 4.1 through to 4.4 equally disprove the hypothesis. Where the responses disagree as to bureaucracy bringing rigidity and poor human relationship, bringing delay and red tapism, an employee subjected to order of more than one immediate superior and also disagree that authority should spring

from group rather than top to down prove that the hypothesis is rejected.

Based on this data analysis, we can see that the hypothesis is rejected and so disprove that the more bureaucratic an organisation is, the less is achieved interms of it objectives but rather prove that the more is achieved as can be seen in the performance of the Board.

Hypothesis 2:

States that:

> An ill-defined structure contributes to low-level of objectives achievement while a well-defined structure contributes to positive achievement of it objectives.

As the data analysis shows, right from the interview questions to the questionnaires administered to respondent, we see a high level of agreement. The interview instrument which discussed about composition of the Board, transfer and secondment, staff recruitment, promotion, training and development and also discipline are characteristics of every well-defined structure. The responses show that these personnel principles must be properly entrenched to achieve positively the orgnisation's (Board's) objectives.

Back to the data on questionnaires which guided the data analysis, we see that right from tables 4.5 to 4.11, delegation of

authority and communication system must be effective thereby it generally agreed that a well-defined structure is necessary.

Also complete unity of purpose and responsibility, enabling various centres of decision and control, promoting division of labour and specialisation, clarity of purpose and authority not passing in a single chain of command. These generally agreed that only a well defined structure provide the above which prove that hypothesis 2 has been accepted.

Structure and function are complementary concepts, of which one cannot be understood without the other. For structures that are ill-defined, the delegation of authority, span of control and so forth will not allow for the performance of its function properly.

The acceptance of this hypothesis proves therefore that there exist a relationship between structure and function. So that, the function of structure in any organisation or kind of body as the case may be is to hold the thing together, to give it form rather than randomness, to give it consistency and stability, to relate its part one to another and to delineate it operations (functions). The structure influence the function performed by the Board. For it is because the Board is well defined interm of structure that we were able to see a high degree of agreement upon the need for delegation, effective network of communication and so forth.

No matter the choice of structure however, it should be well-defined rather than ill-defined for positive achievement of its goal .

And as briefly stated in chapter three, that the revitalisation or re-establishment of Kaduna State Primary Education Board (KSPEB) was as a result of the sorry state of the primary education industry in the state in particular, and the country in general. The situation was characterised by non-payment or delayed payment of teacher's salaries and allowances by a large number of local government councils including those owing teachers up to nine months salaries. Also, there was almost lack of everything that could make the teaching/learning atmosphere in schools conducive. Teachers welfare package for necessary encouragement was non-existing. The buildings were in a dilapidated state without infrastructural improvement and no instructional materials in the schools. Apart from these, alot more other problems abound.

It is against this background that we shall see that, because the Board is now well-defined interms of structure that it has positively achieved what its predecessor are alleged to have not achieved or realised.

From the SPEB News Magazine, which is a quarterly publication of the Kaduna State Primary Education Board (KSPEB) Vol.1 No. 1 Maiden edition, we discover that over five thousand staff of the Board were promoted in November 1995 and that through the Board,

Local government education authorities received three thousand, two hundred and twenty (3,220) items of school furniture.

Also in page two, the Board has been able to achieve the following out of their numerous achievement:

i) Prompt payment of teachers salaries and allowances;

ii) Teachers are encouraged to pursue their NCE and degree courses in colleges and universities;

iii) Organising workshops and seminars;

iv) Provision of infrastructural facilities after conducting a condition survey of all primary school buildings and subsequently embarked on construction, rehabilitation and renovation of school buildings where twenty new classrooms were completed, 697 classrooms, 94 offices, 14 stores and 14 blocks of 8 pit latrines have been renovated and rehabilitated. similarly the 3,220 furniture earlier mentioned are units of 3 sitter school desks;

v) For effective monitoring and supervision, the Board has purchased 6 motor vehicles for the Headmasters and two for the local government education Authorities. While 12 motor cycles were purchased for school inspectors. Equally, UNICEF donated 18 motorcycles and 18 bicycles.

vi) To make teaching and learning effective instructional materials were purchased and distributed. Because of these, 84.4 per cent of the pupils passed the State

Common Entrance Examination and have gained admission into various secondary schools in 1995.

The achievement of the Board in fact cannot be enumerated all in this thesis but for statistical purpose, the few mentioned above has proven that a well-defined structure bring about positive achievement. A photocopied local government by Local Government beneficiaries of the last promotion and advancement is attached.

To conclude this data analysis, one can see that it was because of the good/harmonious relationship that exist between the Board and NPEC and the state Ministry of Education that saw to the successful achievement of their goals.

Selection Exams

On 19th Jan. 1995, a meeting was held with the Honourable Commissioner of Education, Mr. Mataimaki Tom Ariyashi, where major decisions were taken to effect the year's selection exams into Junior Secondary School in Kaduna State. A total of 36,018 candidates were officially registered from the existing 18 Local Government Areas of the State, excluding a number of candidates who registered at various examination centres on the examination day which was 13th May, 1995. However, about 75% of the candiates who registered and whose Continuous Assessment (C.A.) were collected with the examination papers, were called for interview by the E.R.C. About 70% of those interviewed were given admissions into Junion Secondary Schools all over the State.

Better School Management

The Kaduna State Primary Education Board in collaboration with the National Primary Education Commission (NPEC) and UNICEF has held 3-day Workshop on Better School Management for ... teachers in Kaduna State from 3rd - 5th September 1996 at the the Education Resources Centre Zaria.

The Workshop is intended to equip headteachers with the necessary skills required to effectively manage the day to day affairs of the schools and indeed the welfare of teachers and pupils.

Executive chairman of the Kaduna State Primary Education Board, Dr. Baba Usman declared the 3-day workshop opened.

Enrolment Drive

A 3 day National Seminar on Enrolment Drive for Primary Schools organised by the National Education Commission (NPEC) was held at Sokoto House of Assembly between 16th - 18th July 1996.

The seminar was attended by the Executive Chairman of SPEBS from the 30 states of the Federation, including the Federal Capital Territory.

Papers presented at the Seminar include: "Government Policies and Guidelines on Enrolment: The Basic Realities", The Role of Nigerian Media in Improving Enrolment and Retention in Primary Schools; Religious and Cultural Constraints in the Provision of Basic Education in Nigeria; Economic Survival and the Crisis of Enrolment and Retention in Nigeria: A case study of Eastern States.

Re-training Programme

The Kaduna State Primary Education Board held a retraining programme for Grade II Refered Teachers in Kaduna State on September 13 1996.

The objective of the programme is to ensure that all unqualified teachers in the employment of the Board meet the minimum professional requirement for the teaching profession as pronounced in the government's education policy.

The minimum qualification is a Grade II Certificate.

KADUNA STATE PRIMARY EDUCATION BOARD
PROMOTION/ADVANCEMENT BREAKDOWN OF LGEAs

S/No.	L.G.E.A.	NATURE OF ACTION	07	08	09	10	12	13	14	15	16	TOTAL CLEARED	TOTAL RECOMMENDED BY EACH L.G.E.A.
	JEMA'A	Promotion	131	103	52	13	18	-	-	-	-	316	368
		Advancement	33	-	-	-	-	-	-	-	-	33	33
	KAGORA	Promotion	40	23	6	-	-	-	-	-	-	69	73
		Advancement	41	1	-	-	-	-	-	-	-	42	47
	JABA	Promotion	40	28	6	2	-	-	-	-	-	76	78
		Advancement	14	-	-	-	-	-	-	-	-	14	14
	ZAZA	Promotion	14	6	-	1	-	-	-	-	-	21	21
		Advancement	2	-	-	-	-	-	-	-	-	2	2
	ZARIA	Promotion	35	42	2	1	2	2	-	-	-	84	101
		Advancement	25	1	-	-	-	-	-	-	-	26	26
	ZARIA CITY	Promotion	89	176	41	30	7	1	1	-	-	345	352
		Advancement	26	1	-	-	-	-	-	-	-	27	27
	SABON GARI	Promotion	27	6	2	1	-	1	-	-	-	37	52
		Advancement	-	-	-	-	-	-	-	-	-	-	-
	SOBA	Promotion	41	9	-	-	-	-	-	-	-	50	51
		Advancement	9	-	-	-	-	-	-	-	-	9	9
	KNORTH	Promotion	97	208	32	4	1	-	1	-	-	343	363
		Advancement	65	-	-	-	-	-	-	-	-	65	66
	IKARA	Promotion	43	52	-	-	-	-	-	-	-	95	96
		Advancement	9	-	-	-	-	-	-	-	-	9	9
	KACHIA	Promotion	137	133	46	9	1	1	-	-	-	327	332
		Advancement	40	-	-	-	-	-	-	-	-	40	44
	KSOUTH	Promotion	376	84	64	10	9	1	-	-	-	544	553
		Advancement	39	2	-	-	-	-	-	-	-	41	42
	CHIKUN	Promotion	162	26	-	3	-	1	-	-	-	192	194
		Advancement	62	-	-	-	-	-	-	-	-	62	65
	LERE	Promotion	61	13	1	1	3	-	1	-	-	80	81
	KAURU	Promotion	20	9	-	-	-	-	-	-	-	29	29
		Advancement	21	-	-	-	-	-	-	-	-	21	21
	LERE	Promotion	57	25	3	-	1	1	-	-	-	87	125
		Advancement	51	2	-	-	-	-	-	-	-	53	67
	BARI	Promotion	34	29	-	-	-	-	-	-	-	63	70
		Advancement	9	-	-	-	-	-	-	-	-	9	9
		TOTAL										3,213	3,424

CHAPTER FIVE

SUMMARY OF FINDING, RECOMMENDATION AND CONCLUSION.

5.01 Summary of Findings.

1. The two hypotheses which guided this research have been validated by the results of the survey. The acceptance of hypothesis 2 especially on the need and importance of a well-defined structure for positive achievement of organisation can be seen in the agreement of the respondents interm of the two principles analysed. Also the disagreement by respondents that, hypothesis 1 is a fallacy concerning a structurally-functional organisation like the Board attest to the need for organisation or government parastatals or other agencies to be bureaucratically set up.

2. It shows that there is the need for an organisation to be structurally set up so that people will be more directly involved in the supervision, control and guiding of functionaires deplcyed to the field as we saw in the two levels of education committee.

3. The research equally found out that by the setting of the Board, people were more directly involved in the provision of services for their common good and welfare. Apart from the District and local government education committee, we can see this too in the Board's composition itself where various interests are represented.

4. People are more meaning fully mobilised for production as depicted by the principles of structural-functionalism and those making up the committee.

5. Also, the research brought into limelight the relationship that exists between structure and function where we discover that the two concepts are complementary; full understanding of either depends upon the understanding of the other.

6. It is discovered too that the respondents agree with the theoretical framework which gave the compass upon which the direction of the research was conducted. That is proving that a structure influences the function to be carried out.

7. Finally, the research was able to discover that the Board is succeeding interms of its function.

5.02 Problems.

There is no organisation no matter how well it is structured that is not bedeviled by some problem.

However, in our finding, mostly from the personal interview, we discovered that the major problem(s) facing the Board which may not be immediate, but in the future, is that of change in the nation's educational policies and also the machineries for management due to political instability.

Another important problem is logistics, whereas, in some of the newly created local government councils, this hampers effective monitoring, control and supervision of some of the policies to be executed.

5.03 Recommendations.

We recommend therefore that, the present structure be maintained and allowed time to performed its functions. Since this is the first time a uniform system of Primary Education Management is run by the Federal Government, it should be allowed to last and that the policy of education must not be changed.

On logistics, areas affected should be provided with same as to allow for effective supervision, evaluation and monitoring of the policies outlined to be executed.

5.04 Conclusion.

In conclusion, this thesis has been able to show how important it is for government policy makers to operate under agencies like the Board with well-defined structure of an executive system and classified function so as to achieve their goals of revitalising the primary education industry as indicated in this case study.

5.05 Areas for Further Research.

Further research could be undertaken to find out the effectiveness of the Local Government Education Authorities/Department and the Education Committees at both District and Local Government Level.

A comparative study could be undertaken of the boards in Nigeria to see how a generalisation could be drawn as it affects or influence the overall educational level in Nigeria. These and other gaps could be filed in by any researcher who is interested in the administration and management of primary education in Nigeria.

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Our Ref:

Date 13th Dec., 1995.

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TO WHOM IT MAY CONCERN

Dear Sir/Madam,

YAKUBU ALKALI - M.P.A. STUDENT(S) 1993/94 SESSION

The above-named student(s) of M. P. A.
in this Department is/~~are~~ now conducting research on STRUCTURAL FUNCTIONAL ANALYSIS OF SCHOOL PRIMARY EDUCATION BOARD IN NIGERIA: A CASE STUDY OF KADUNA STATE SCHOOL PRIMARY EDUCATION BOARD.

It would be appreciated, if you can please extend to him/her/them, all possible cooperation in enabling him/her/them to collect the relevant informations and data for his/her/their study.

Thank you.

Yours faithfully,

PROF. J. B. LONGE,
HEAD,
DEPT. OF PUBLIC ADMINISTRATION.

...ENT OF
...ATION

Kaduna State Primary Education Board
P.M.B. 2333, KADUNA
☎ 062 - 238375, 238398

Your Ref:_____ Our Ref: KDS/PSMB/121/VOL.I/89

Telegrams:_____ Date: 13th June, 1996.

To All Education Secretaries,

ADMINISTRATION OF RESEARCH QUESTIONNAIRES.

I am directed to inform you that Mr. Yakubu Alkali is an M.P.A. student from Ahmadu Bello University Zaria. He is conducting a research on structural, and Functional Analysis of Primary Education in Nigeria with special focus on Kaduna State.

You are therefore requested to help him collect relevant information and data for the study. All information and data given to him will be treated as confidential please.

(CHRISTOPHER IGNATIUS)
Asst. Director (Schools Services)
For: Executive Chairman.

Department of Public Administration,
Institute of Administration,
Ahmadu Bello University,
Zaria.

20th October, 1995.

Dear Respondent,

The researchor is a student of Post-Graduate School, Ahmadu Bello University, Zaria, undergoing a research work on the topic:"Structural Functional Analysis of the Primary Schools Education Board".

As part of the requirement for the award of Master of Public Administrati (M.P.A), therefore, I solicit that you kindly give the right information neede and that every information received from each respondent would be treated strictly with confidence.

A: Section A: Interview with the Secretary/Assistant Director of Schools Ser

1. State in order of importance the functions performed by you in the Board.
2. a).....
   b).....
   c).....
   d).....
2. State any adhoc duties performed which are not of a continous nature.
   a).....
   b).....
   c).....
   d).....
3. To whom are you accountable to?.....
4. What are the functions of the Board?
   a).....
   b).....
   c).....
   d).....
5. What is the composition of the Board including the status of individual members (Permanent, Part Time, etc?).....
   .....
   .....
   .....
   .....

6. What are the conditions of officers seconded or transferred to the Board from other public services?.....
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.....

7. What are the procedures and processes of recruitment by the Board; kindly state in details (i.e. either through advertisement in the newspapers or radio/television, etc).....

8. What are the guiding principles for promotion of senior and junior staff? Has seniority or higher qualification any significance when considering staff for promotion?.....
.....

9. Does the Board consider its staff for promotion after acquiring further qualifications as stipulated in the Ministry's of Education the Board staff regulations? If so, how many or whoever gained such advantage?.....
.....
.....

10. Since you joined the Board, have you been sent for any training? If yes, what type of training?.....
.....

11. What are the chances for your advancement to a higher position with this Board in future?.....
.....

12. How does the Board enforce disciplinary action. Does the Board strictly conform to the disciplinary procedures?.....
.....

13. Does the Board apply the Federal or State Government Rules, circulars or instructions as other state parastatals or is the Board full-fledged and autonomous?.....
.....

14. Does the indigenes of the state enjoy any special preference regarding appointment specially on junior staff post GL.01-06?.....
.....
.....

Section B: QUESTIONNAIRE

1. Which of these factors determine to whom you delegate duties to? Please tic
   a) Experience ( )
   b) Qualification ( )
   c) Friendship ( )
   d) Seniority ( )

2. Please indicate in descending order (1,2,3) the ways in which the Chairman or other officials communicate with you.
   a) Minutes ( )
   b) Circulars ( )
   c) Friendly verbal discusion ( )

3. Does the Hierarchical form of organisation secure complete unity of purpose and responsibility? Please indicate the response that best fit.
   a) Strongly agree ( )
   b) Agree ( )
   c) Cannot decide ( )
   d) Disagreed ( )
   e) Strongly disagreed ( )

4. Hierarchy enables the Board to establish various centres of decision and control.
   a) Strongly agree ( )
   b) Agree ( )
   c) Cannot decide ( )
   d) Strongly disagreed ( )
   e) Disagreed ( )

5. The hierarchical system promotes division of labour and specification.
   a) Strongly agree ( )
   b) Agree ( )
   c) Cannot agree ( )
   d) Strongly disagreed ( )
   e) Disagreed ( )

6. The hierarchical system makes responsibility of every one in the organisation clear beyond any doubt or confusion.
   a) Strongly agree ( )
   b) Agree ( )
   c) Cannot decide ( )
   d) Strongly disagreed ( )
   e) Disagreed ( )

7. Hierarchical system tends to bring about rigidity in administrative organisation and is not conclusive to the development of dynamic human relationships amongst its members.

a) Strongly agree ( )
b) Agree ( )
c) Cannot decide ( )
d) Strongly disagreed ( )
e) Disagreed ( )

8. The hierarchical system causes delay and red-tapism.

a) Strongly agree ( )
b) Agree ( )
c) Cannot decide ( )
d) Strongly disagreed ( )
e) Disagreed ( )

9. Fan-like system is where authority passes not in a single chain of command, but at each successive stage, it is split up into multiple parts which are based on subject matter speciality. This is preferred to the hierarchical system.

a) Strongly agree ( )
b) Agree ( )
c) Cannot decide ( )
d) Strongly disagreed ( )
e) Disagreed ( )

10. In any organisation, no individual employee should be subject to order of more than one immediate superior. Comment.

a) Strongly agreed ( )
b) Agree ( )
c) Cannot decide ( )
d) Strongly disagreed ( )
e) Disagreed ( )

(YAKUBU ALKALI)