THE RELEVANCE OF THE APPLICATION OF NEW INSTITUTIONALISM AND STRUCTURAL FUNCTIONAL APPROACH AS THEORIES ON LOTTERY POLICY IN NIGERIA

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Abstract
The National Lottery Policy was established in Nigeria by an Act of the Parliament. The same law gave birth to the National Lottery Regulatory Commission (NLRC) and its sister agency, the National Lottery Trust Fund (NLTF). The NLRC is responsible for the registration of operators/licensees and generation of revenue which is channeled to the NLTF for use for the sports development in particular and other projects for good causes. This calls for the subjection and evaluation of the policy to theories that are relevant for its execution hence the application of the New Institutionalism and Structural Functional approach in this circumstance is that institutions are central in politics and administration. Therefore, the study of Political Science revolves around new institutionalism theory. Alternately, Structural Functionalism which is adopted from Sociology is significant and relevant to features of a political system. Every political system performs functions. This explains the necessity for using the two theories in this paper since both of them are complementary of each other. In order to boost the lottery policy in Nigeria for the benefit of government and licensees, it is recommended that management of the policy should embark on aggressive publicity to create awareness and clear doubts in the minds of Nigerians to accept lottery which is a lawful policy and not gambling that has no legal backing in Nigeria. It is also recommended that sanctions should be applied on illegal lottery operators to pave way for better lottery enhancement in the country.

Keywords: New Institutionalism, Structural Functional Approach, Lottery Policy

Introduction

Political theory has its origins in 5th Century B.C. ancient Greece. Political philosophers of this century included Descartes, Plato and Aristotle. Scholars that came later include John Locke and Thomas Hobbes and others. According to Sabine (1973, p.12) "political theory is quite simply, man's attempts to consciously understand and solve the problems of his group life and organization". The availability of these conceptualizations also informs the formation of constructs such as New Institutionalism and the Structural Functional approach adopted for this topic. The two theories complement each other hence their adoption. The theories provide the basis for the understanding of institutions especially lottery and its workings. Old institutional thinkers such as Aristotle, Plato, Pericles and Sophocles and their colleagues of the 5th century B.C. were concerned with the study of institutions that could structure the behaviour of individuals, both the governing and the governed towards better ends and the society. The need to direct man's behaviour towards collective purposes required forming political institutions. This trend has continued, receiving impetus from the 12th to the 16th Century and beyond.

The New Institutionalism implies that there was an Old Institutionalism which had the following characteristics, legalism, structuralism, holism, historical and normative foundation (Peters, 2012). On the other hand, Peters (2012) is of the view that the New Institutionalism is concerned with the Behavioural Approach which states that traditional institutionalism is inadequate in the study of politics because it is too formalistic, normative, presumptive and unscientific. However, the new approach borrows a very good aspect of the old approach which is a strong utilization of progressive ethics. The Structural Functional approach also decribed as Structural Functionalism which is used interchangeably with New Institutionalism takes its intellectual roots from Sociology. It was adopted from Sociology and applied to the study of Political Science by Gabriel Almond, (Sikander 2015). It is also noteworthy to elucidate that Structural Functionalism is a mutation of the Systems Theory by David Easton a foremost political theorist. The Structural Functionalist Approach is based on the fundamental idea that functions, and not structures are the most important and significant features of a political system. Structures are understood in terms of their functions.

Every political structure performs functions. This why Sikander (2015, p.25), observes that "The capabilities of a political system depend on the structural functional specialization in the political system". This implies that the higher the level of structural functional differentiation and specialization, the higher is the system of efficiency. Correspondingly, the higher the level of its resourcefulness, the higher the system capabilities will be enhanced. According to Peters (2012, p.13) "the thrust of New Institutionalism is that institutions are central in politics and administration". Therefore, the Lottery being an institution, it is justifiable to examine it under the metric of the New Institutionalism and Structural Functional theories. These views are strongly aligned with scholarly assertions of Apter (1991), Keohane (1989) and Khalil (1995) that the new perspective of institutionalism ultimately fastracks organizational efficiency and productivity.

Conceptual Clarifications

In order to understand the concept of New Institutionalism and the Structural Functional approach, it is desirable to have a firm grip of some of their associated terms hence the explanation of the following;

a. Political philosophy: According to Ujo (2008, p.11), "political philosophy is the process of evaluating political institutions, beliefs, values and behaviour as to ascertain whether they are valid or not".
b. The key assumptions of the old institutionalism according to (Peters 2012) are;
    i. Legalism
    ii. Structuralism
    iii. Holism
    iv. Historical Foundation
    v. Normative Analysis

These cogent concepts are elucidated thus;

i. **Legalism**: A key characteristic of the old perspective is that it was legalistic in orientation. The old institutional perspective was concerned with the questions of law or constitution and the central role of law is its maintenance and order in the society.
ii. **Structuralism**: A second key assumption of the old institutionalism is its emphasis that political structures matter and indeed that,

structures determine individual behaviour. Its focus is on the formal institutional features of political systems such as the Presidential or Parliamentary system, Federal or Unitary system and so on. This makes no allowance to measure the impact of the individual's actions or decisions on structures, except perhaps the influence of great men of history on the course of events within governments.

iii **Holism:** The old institutional approach favours a comprehensive analysis of the political system. The scholars here were often comparativists and preoccupied themselves with the study of the entire political system. In other words, their emphasis and analysis tended to focus on whole systems and often required them to use other systems in order to obtain any variations or similarities. In doing so, they avoided the examination of individual institutions such as legislatures. This strategy was in contrast to the contemporary pattern which tends to describe and compare component institutions within systems such as legislatures, political parties or bureaucracies. All the parts of the political system have to fit together in order to make the system comprehensible.

iv. **Historical**: The approach postulates historical foundation for their analysis by looking back at the evolution and growth of political institutions overtime. Their analyses were concerned with how political systems were embedded in their historical development as well as in their socio-economic and cultural presence. Thus, as Peters (2012, p.17) amplifies "the implicit argument was to understand fully the manner in which politics was practiced in a particular country and development pattern which produced that system". Furthermore, individual behaviour (for the old institutionalism mostly meant that the behaviour of the political elite) was regarded as a function of their collective history and of their understanding of the meaning of their politics as influenced by history.

v. **Normative analysis:** Old institutionalism emphasizes the important role of values rather than facts in the study of politics. It tends to have a strong normative element in its analysis and emphasizes the need for what ought to be. It often stresses the ideals of a good society and

links their descriptive statements (what ought to be) about politics to a concern for "a good government" (Peters. 2012).

c. **Empirical Institutionalism**

The concern of empirical institutionalism is to test the predictions of institutionalist theory so as to understand the impact of institutions or the differences that exist between and among institutions (Peters 2012). The approach encourages the scientific analysis of institutions. As Peters (2012, p.18) states, "attempts at empirical research on the impacts of structure are extremely valuable for advancing the institutionalist arguments". Thus If institutions do have any significant effects, those effects should be demonstrated through the methods usually associated with empirical Social Science. If these expected results do not manifest themselves, then we must question whether these variables, despite their face validity, are as crucial for understanding political life as their advocates would have us believe. Put differently, the approach as clearly expressed, examines "the impact of structural characteristics of institutional arrangements in the public sector (Peters 2012). This to a large extent also agrees with the postulations of Hayes (1992) and Peters (1996) in a previous analysis on the practical impact of institutionalism on organizational efficiency and productivity. The contributions of these scholars are highlighted in the conceptualizations of various paradigms that underscore the essence institutionalism itself.

d. **Concepts**: A general notion or the idea of a class of objects. Concepts formation involves descriptions and comparative groupings such as likes and dislikes, similarities and differences to provide a collective name.

e. **Lottery:** It is defined variously by different authorities. For instance Jeminiwa (2017, p.6) defines it as "a strategic device by which items of value (prizes) are awarded to participating members of the public by chance and this requires a form of payment in order to participate". Grote and Matheson (2011, p.16) define it as "a sale by an organized body, typically the government, but also occasionally

private business or charities of a ticket giving the possessor a potential monetary award". As King (1997) and Sawkins and Dickie (2001) also observe, the lottery can also be seen as government in business for the welfare of its citizens. To an extent Self (1995) and King (1995) also underscored the relevance of the lottery as a tool in the capitalist economy for wealth creation if the rules are strictly applied and adhered to in order to streamline it from the effects of fraud. This perspective is also concured by Forrest (2002) that the Lottery provides viable alternatives for steady wealth and job creation.

f. **Gambling:** Finnish Criminal Code (39/1889) of the gambling market defines it as:

> pools, bingo, tote and betting games, money and goods lotteries, casino operations and other similar games and activities where winning is completely or partially dependent on chance or events beyond the control of the participants in the game or activity and where the possible loss is clearly disproportionate to solvency of at least one of the participants" (Republic of Finland, FCC, 1996, p.5).
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> Jeminiwa (2017) says that gambling could be a norm for reasons such as pass time, excitement, socialization and financial reasons. It is characterized by fraudulent practices due to lack of proper legislation to monitor its operational structures and social values. According to him, gambling has the potential to ruin or destroy lives by not only causing financial hardship but breaking down relationships.

g. **Policy**: It is defined variously by different authorities. However, Sani (1994, p.8) defines it thus;

> Public policy may be defined as the collective decision of the Executive Council of Government on matters which derive their privacy from the constitution as provided for in the chapter on fundamental objectives and directive principle of state policy. The instrument of policy is vested in the Executive Council.

Theoretical Framework

Much of the theoretical framework for this topic has been discussed under concepts and key words clarification. However, it is imperative to

state again that the study of the Lottery policy under the two theories is based on the fact that the main components of the subject matter, the National Lottery Regulatory Commission, (NLRC) and the National Lottery Trust Fund (NLTF) were established by an Act of Parliament in 2005. It is important to emphasize again that both the New Institutionalism and Structural Functionalism deal with the study of institutions and each complements the other. Arising from this scenario, it can be noted that much of the structural functionality has is situated with extractive, regulative, distributive, symbolic and responsive capabilities (Enemuo, 1999). These political functions are shared by the NLRC and NLTF institutions. For instance NLRC deals with extractive, regulative and symbolic capabilities by drawing materials and human resources for better performance of lottery policy as well as regulating its activities. NLTF whose functions have to do with channeling (distributive) proceeds of lottery to the national budget and responding to other needs as may be required from time to time plays such roles.

Relevance of the two theories to Lottery Policy

The theoretical framework which comprises structural-functionalism and new institutionalism is analytically applicable to lottery policy. The justification for the combined use of the two theories in the policy is informed by the fact that they provide postulations that are complementary in the analysis of the relationship between lottery policy and sports development in Nigeria. This relationship as identified by Heclo and Wildausky (1974) and later by Himmelfarb (1984) is strong and quite complimentary.

The theory of New Institutionalism stresses the revival of and continuing importance of institutions in politics and calls for their empirical study in order to assess their performance. That is to say that it focuses on what institutions are doing rather than on what they ought to do. This theoretical argument is relevant since it hinges on institutions. These institutions have, since their establishment in 2005, been assigned important developmental responsibilities to carry out. One of the important responsibilities is to generate and utilize lottery funds for good causes, amongst which sports occupies a central place. Therefore, the theories are relevant since they deal with the activities of the two institutions from 2005 when they were established to 2015 a period of ten years since inception. It will be absolutely impossible to know how

far the structures of the policy have discharged their responsibilities as enshrined in the lottery policy without applying the theories. Therefore their choice is relevant.

On the other hand, structural functionalism complements new institutionalism because of its emphasis on the functions that structures (institutions) perform in the political system. This approach is important because, to study and understand the workings of institutions or structures empirically as postulated by new institutionalism, there is need to know the actual functions that structures perform. Thus, in order to understand the nexus between national lottery policy (the contributions of the NLRC and the NLTF) and sports development, it is important to understand the functions that these structures have been assigned and how far they have carried out their mandates.

Structural Functionalism is of immense utility and applicable to lottery policy for the fact that it emphasizes the importance of structures and their functions in the political system as the basis for stability and development. Political structures must perform their functions for the system to be stable and to survive. The theories also stress the role of capabilities that political structures must have in order to perform effectively. These are regulative, extractive, responsible, distributive and symbolic capabilities. In applying this theory to the policy, it can be argued that the NLRC and the NLTF which are the focal points are structures with assigned functions to perform in order to maintain political stability and enhance the overall development of the Nigerian political system. The NLRC is expected to perform the regulative extractive and symbolic functions while the NLTF takes responsibility for carrying out the distributive and responsive function. The foregoing implies that the NLRC regulates the Nigerian lottery industry and generates lottery proceeds which are then channeled to the NLTF which in turn allocates their funds to various sectors of the Nigeria economy for the purpose of meeting some good causes. Thus, just like new institutionalism, structural-functionalism is applicable to this study.

Conclusion

In conclusion, the application of new institutionalism and structural functionalism are relevant to lottery policy on many grounds. For instance, the key function of the theories in political science revolves around structures and institutions which aid the comprehension of the

analysis of the policy. By applying the theories to the policy with all the analysis, it is clear that lottery is a legal entity since it is set up by law while gambling is not legalized. The earlier the public is aware of this fact it will strengthen the institution of lottery policy.

Recommendations

The following recommendations are made regarding the application of the theories;

1. Having established that the Lottery Policy came into being in 2005 by the Act of the Parliament, the managers of the National Lottery Policy the (NLRC) and the (NLTF) should generate enough publicity to create awareness among the public regarding the necessity of accepting lottery in Nigeria to boost the economy and especially promote sports development as well as other good causes.
2. With the awareness that the Lottery Policy is backed by law, the law enforcement agents should arrest and prosecute all illegal operators of any form of lottery related outfits that are unlawful to pave way for the smooth operation of the policy in Nigeria.
3. That according to the in-house lottery magazine, The Big Game, Issue 3, NLRC (2015), in the world's advanced nations in Europe and America, lottery constitutes an important sector of the economy. In the United Kingdom, for instance, lottery annually generates revenue of over twenty five billion pounds for good causes in the nation's budget, which is more than what Nigeria may earn through oil revenue. It is therefore recommended that the Federal Government should adopt similar strategy from the developed and other developing nations of the world that have strongly invested in lottery and redirect its attention to the domestic lottery sector which is less expensive to establish and can generate revenue as much as the oil industry.
4. The Lottery Policy, if well implemented, is capable of promoting sports especially football and other entertainment events in Nigeria as well as offering employment. It is therefore recommended that the infrastructure for boosting its operation be put in place for greater productivity.
5. It is equally recommended that since lottery is a revenue generating

institution and states in the Federal Republic of Nigeria rely almost entirely on the Federation Account to survive economically, each state should be encouraged to embark on lottery as an alternative revenue source for use on good causes.

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