

**ROLE OF STATE IN DEVELOPMENT OF  
INSTITUTION IN NIGERIA  
(A CASE STUDY OF UNIVERSAL BASIC  
EDUCATION COMMISSION)**

By

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## ABSTRAK

Walaupun kerajaan berperanan, antara lainnya untuk menyediakan pendidikan berkualiti kepada rakyat, terdapat rungutan daripada banyak pihak mengenai tahap kualiti pendidikan yang disediakan di Nigeria. Pendidikan asas menghadapi masalah disebabkan koordinasi programnya yang lemah dan peruntukan bajet yang rendah. Oleh itu, kajian ini menganalisis permasalahan yang berkaitan dengan kemahuan politik dan kesannya terhadap penyediaan pendidikan asas di Nigeria. Kajian ini menggunakan *Universal Basic Education* (UBE) sebagai unit analisis. Kaedah kualitatif digunakan untuk mengutip data di dua buah negeri yang terpilih iaitu di negeri Kebbi dan Kano. Sebanyak 31 responden yang terdiri daripada kakitangan Suruhanjaya UBE, organisasi bukan kerajaan (NGO), alumni, persatuan ibu bapa dan guru, rakan-rakan antarabangsa seperti wakil-wakil negara untuk UNICEF, ahli badan perundangan dan ahli Kesatuan Guru-guru Nigeria telah ditemu duga. Data dianalisis dengan menggunakan NVivo 10. Hasil kajian menunjukkan kos transaksi merupakan halangan utama terhadap pelaksanaan pendidikan asas. Analisis peruntukan bajet kepada suruhanjaya UBE untuk beberapa tahun menunjukkan trend yang menurun dan memberi kesan kepada pertumbuhan dan pembangunan institusi pendidikan. Kajian ini juga mendapati ketiga-tiga peringkat kerajaan, iaitu persekutuan, negeri dan kerajaan tempatan bertanggungjawab membiayai pendidikan asas di Nigeria, namun komitmen yang rendah daripada ketiga-tiga peringkat kerajaan ini telah menimbulkan masalah dalam aspek pembiayaan. Tambahan pula, kajian ini membuktikan bahawa sistem yang sedia ada mempunyai mekanisme kawalan yang lemah, seperti ketidakcukupan jentera pentadbiran untuk pengawasan, kegagalan menggunakan laporan pengawasan dan kekurangan peruntukan dalam pemberian insentif kepada kakitangan pengawasan. Sistem yang sedia ada juga kurang berautonomi disebabkan faktor politik kerana ahli-ahli politik menentukan peruntukan kepada Suruhanjaya UBE. Masalah-masalah lain yang membantutkan pembangunan institusi termasuk kelemahan perancangan, peranan dan tanggungjawab, pembiayaan yang kabur antara ketiga-tiga peringkat kerajaan, rasuah, penghijrahan guru kepada profesion yang lebih menarik dan infrastruktur yang semakin usang serta kadar berhenti sekolah yang tinggi. Kajian ini mencadangkan komitmen kerajaan perlu ditingkatkan termasuk usaha sama pihak awam dan swasta dan autonomi yang sewajarnya diberikan kepada institusi pendidikan, serta persetujuan di antara semua pihak yang berkepentingan terutama dalam hal pembiayaan pendidikan.

**Kata kunci:** Bajet Pendidikan, Nigeria, Pendidikan Asas, dan Suruhanjaya UBE.

## ABSTRACT

Despite the role of the government, which aims among other things, to provide quality education for the masses, there are outcries from many quarters about the quality of education provided in Nigeria. Basic education is in serious jeopardy due to poor coordination of the programme and low budgetary allocation. Thus, this study analyses problems of political will and its impacts on basic education delivery in Nigeria. This study uses universal basic education (UBE) as a unit of analysis. The qualitative method was used for data collection; two states, Kebbi and Kano, were sampled and 31 respondents from the staff of the UBE Commission, NGOs, alumni, parent-teachers' association, international partners, such as UNICEF country representatives, the Legislature and members of the Nigerian Union of Teachers were interviewed. The data were analysed using NVivo 10. The result shows that the transaction cost is a major setback to the realisation of basic education provision. Over the years, the analysis of the budgetary allocation to the UBE Commission has shown a downward trend which has affected the growth and development of the educational institution. The findings also reveal that the three levels of government, i.e. the federal, state and local governments are responsible for funding basic education in Nigeria; but the lack of commitment from these three levels as well as other stakeholders have created problems. In addition, the study also discloses that the existing system's monitoring mechanism is weak, such as inadequate vehicles for supervision, non-utilisation of monitoring reports and lack of provision of incentives to the monitoring staff. The existing system also lacks autonomy due to politics; the politicians determine what the allocation to the Commission is. Other problems hindering the development of the institution are weakness in planning, roles and responsibilities, unclear funding among the three levels (federal, state and local) of governments, corruption, teachers leaving the profession for greener pastures, dilapidated infrastructure such as classrooms, and also a high rate of dropouts. The study recommends increased commitment of the governments, public-private partnership and adequate autonomy to be given to the institution, as well as building consensus with the stakeholders.

**Key words:** Education Budget, Nigeria, Basic Education and UBE Commission.

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## TABLE OF CONTENTS

Title page	ii
Permission to use	iii
Abstrak	iv
Abstract	v
Acknowledgement	vi
Table of contents	vii
List of tables	xi
List of figures	xii
List of abbreviations	xiv

### CHAPTER ONE

1.1	Introduction	1
1.2	Background to the Study	3
1.3	Problem Statement	6
1.4	Research Questions	10
1.5	Objectives of the Study	10
1.6	Significance of the Study	11
1.7	Scope of the Study	13
1.8	Theoretical Framework	13
1.9	Operational Definitions	15
1.10	Conclusion	17

### CHAPTER TWO: LITERATURE REVIEW

2.1	Introduction	18
2.2	Role of State in Institution Building	18
2.3	Education and Development	40
2.4	Experiences of other States in Education Provision	46
2.5	Education Finance Review of Early Theories	55
	2.5.1 Human Capital Theory	55
	2.5.2 System Approach Theory	56
	2.5.3 Endogenous Theory	58
	2.5.4 New Institution Theory	59
	2.5.5: The Analytical Framework of Neo Institution Theory	61
2.6	Role of Institution in Development	70
2.7	Origin of New Institution Theory	79
2.8	Conclusion	83

### **CHAPTER THREE: FUNDING PRIMARY EDUCATION IN NIGERIA**

3.1	Introduction	84
3.2	Administration of Primary Education in Nigeria	84
3.3	Sources of Funding Primary Education in Nigeria	94
3.4	Role of Government in Provision of Basic Education in Nigeria	100
3.5	Conclusion	103

### **CHAPTER FOUR: RESEARCH METHODOLOGY**

4.1	Introduction	104
4.2	Research Design	104
4.3	Qualitative Research Design	106
4.4	Case Study	106
4.5	The Role of the Researcher	107
4.6	Techniques of Data Collection	107
4.7	Primary Sources	108
4.8	Secondary Sources	108
4.9	Population of the Study	108
4.10	Informants Interviewed	108
4.11	Interviews	109
4.12	Validity and Reliability	111
4.13	Methods of Data Analysis	112
4.14	Conclusion	112

### **CHAPTER FIVE: DATA ANALYSIS AND FINDINGS**

5.1	Introduction	113
5.2	Profile of Informants	113
5.3	Interview Protocols	115
5.4	Data Analysis	117
	5.4.1 Thematic Analysis of the Interviews	117
5.5	Main Interviews	119
5.6	Theme One: The Responsibility of Basic Education Finance in Nigeria	124
	5.6.1 Sub-theme: Constitution	125
	5.6.2 Sub-theme: Education Policy	129
	5.6.3 Sub-theme: Institutional Arrangement	133
	5.6.4 Sub-theme: Monitoring	136
5.7	Theme Two: The Budgetary Allocation to Primary Education in Nigeria	139
	5.7.1 Sub- theme: Commitment of Government	140

5.7.2	Subtheme: Resource Allocation	143
5.7.3	Sub-theme: Fund Accessibility	150
5.7.4	Sub- theme: Building Consensus	155
5.7.5	Sub theme: Relationship between Three Tiers of Government in Nigeria	159
5.7.6	Sub-theme: Autonomy of the Institution	164
5.7.7	Sub-theme: External Sources	167
5.7.8	Sub-theme: Corruption	169
5.7.9	Sub-theme: Planning	171
5.7.10	Sub-theme: Cultural factor	173
5.8	Theme Three : Impacts of Low Budgetary Allocation to Basic Education in Nigeria	175
5.8.1	Sub-theme: Enrolment	176
5.8.2	Sub-theme: Infrastructure	181
5.8.3	Sub-theme: Bureaucratic Quality	187
5.8.4	Sub-theme: Quality Education	192
5.8.5	Budget Improvement to Basic Education	193
5.9	Conclusion	196

## **CHAPTER SIX: DISCUSSION ON FINDINGS**

6.1	Introduction	197
6.2	The Responsibility of Basic Education Finance in Nigeria	198
6.2.1	Constitution	198
6.2.2	Education Policy	198
6.2.3	Institutional Arrangement	199
6.2.4	Monitoring	200
6.3	Theme Two: the Budgetary Allocation to Primary Education in Nigeria	200
6.3.1	Commitment of Government	200
6.3.2	Resource Allocation	201
6.3.3	Relationship between Three Tiers of Government in Nigeria	202
6.3.4	Fund Accessibility	203
6.3.5	Building Consensus	204
6.3.6	Autonomy of the Institution	204
6.3.7	External Sources	205
6.3.8	Corruption	206
6.3.9	Planning	206
6.3.10	Cultural factor	207
6.4	Theme Three: Impacts of Low Budgetary Allocation to Basic Education in Nigeria	207
6.4.1	Enrolment	207
6.4.2	Infrastructure	207



6.4.3	Bureaucratic Quality	208
6.4.4	Quality Education	209
6.5	Conclusion	209

## **CHAPTER SEVEN: RECOMMENDATIONS AND CONCLUSION**

7.1	Introduction	210
7.2	Research Contributions and Implication	210
	7.2.1 Theoretical Contributions	211
	7.2.2 Methodological Contributions	213
7.3	Implications for Policy and Practices	213
7.4	Implication for Further Research	215
7.5	Limitation of the Study	215
7.6	Conclusion	216
	References	217
	Appendix A	245
	Appendix B	251

## LIST OF TABLES

Table 2.1	Countries Performance in PWCS Index	39
Table 2.2	World Ranking of High Education Performing States	50
Table 2.3	World Ranking of High Education Performing States (Africa)	53
Table 2.4	World High Education Performing States 60s-2000	54
Table 3.1	Expenditure on Education Federal and Regional Government 1963 (£)	86
Table 3.2	Education Expenditure in Nigeria 1975-1980 (Amount in Millions €)	86
Table 3.3	Federal Government Expenditure on Education in Nigeria from 1996-2002 (%)	90
Table 3.4	Management of Basic Education in Nigeria	93
Table 4.1	Summation of Research Design	105
Table 4.2	Informants Interviewed	110
Table 5.1	The Demographic Data of the Informants	114
Table 5.2	Summary of Themes and Sub-themes	120
Table 5.3	The Informants and coding	121
Table 5.4	The coding of the sub-themes on the research question two	139
Table 5.5	External support from International Development Partners	168
Table 5.6	Coding for research question three	176
Table 5.7	Primary School Teachers in two selected states from 2008-2012	188
Table 7.1	Interviews Summary Table	266

## LIST OF FIGURES

Figure 1.1	Number of out of School Children in some selected Countries (Million)	3
Figure 1.2	Percentage of Budget Allocation to Basic Education in Nigeria	7
Figure 1.3	Summary of Primary School Enrolment and number of Teachers in Nigeria 1999-2012	8
Figure 1.4	Percentage of Primary School Finance by Three Tiers of Gov't. in Nigeria	9
Figure 1.5	The Theoretical Framework of New Institution Theory	14
Figure 2.1	Knowledge Economy Index and Knowledge Indexes	32
Figure 2.2	Percentage of Budget Allocated to Education of some selected African Countries	36
Figure 2.3	GDP spending of some African Countries	52
Figure 2.4	Human Capital Model	56
Figure 2.5	System Theory Model	58
Figure 3.1	Primary School Enrolments in Nigeria from 1970-1979	85
Figure 3.2	Number of Classrooms available in the Schools in Nigeria from 1980-2012	87
Figure 3.3	Number of Primary Schools in Nigeria 1970-2012	88
Figure 3.4	Primary Schools Enrolment in Nigeria from 1980-2012	89
Figure 3.5	Nigeria's External Debts	91
Figure 3.6	Budgetary Allocation to Education in Nigeria from 1977-2013	97
Figure 3.7	UBE Disbursement to States from 2010-2012	99
Figure 5.1	Word Frequencies of the Informants	120
Figure 5.2	The Informants and Sub-themes	123
Figure 5.3	Responsibility of Basic Education Finance in Nigeria	124
Figure 5.3.1	Sub theme: the Constitution	124
Figure 5.3.2	Informants responses on Constitution	128
Figure 5.3.3	Sub-theme: Education Policy	128
Figure 5.3.4	Informants responses on Policy	132
Figure 5.3.5	Sub-theme: Institutional Arrangement	132
Figure 5.3.6	Informants responses on Institutional Arrangement	135
Figure 5.3.7	Sub-theme: Monitoring	136
Figure 5.3.8	Informants responses on Monitoring	138
Figure 5.4	Theme two: Sub-themes on the Budget	139
Figure 5.4.1	Sub-theme: Commitment of Government	140
Figure 5.4.2	Informants responses on Commitment	142
Figure 5.4.3	Sub-theme: Resource Allocation	143
Figure 5.4.4	Matching Grant of the two selected States (₦)	146
Figure 5.4.5	Share of Expenditure by level of Government on Primary Education	147
Figure 5.4.6	Share of Budget to Education in Nigeria	148
Figure 5.4.7	Informants responses on Resource Allocation	149
Figure 5.4.8	Sub-theme: Fund Accessibility	150

Figure 5.4.9	Informants responses on Fund Accessibility	154
Figure 5.4.10	Sub-theme: Building Consensus	154
Figure 5.4.11	Self-help project by Communities for Basic Education in Nigeria	158
Figure 5.4.12	Informants responses on Consensus Building in Nigeria	158
Figure 5.4.13	Sub-theme: Relationship between Tiers of Government	159
Figure 5.4.14	Share of Expenditure by level of Governments on Primary Education in Kano and Kebbi	160
Figure 5.4.15	Allocation to Federal, State and Local Governments	162
Figure 5.4.16	Informants responses on Tiers of Government in Nigeria	164
Figure 5.4.17	Sub-theme: Autonomy of the Institution	164
Figure 5.4.18	Informants responses on the Autonomy of the Institution	166
Figure 5.4.19	Sub-theme: External Resources	166
Figure 5.4.20	Informants responses on External Sources	169
Figure 5.4.21	Sub-theme: Corruption	169
Figure 5.4.22	Informants responses on Corruption	171
Figure 5.4.23	Sub-theme: Planning	171
Figure 5.4.24	Informants responses on Planning	173
Figure 5.4.25	Sub-theme: Cultural factor	173
Figure 5.4.26	Informants responses on Culture	175
Figure 5.5	Theme three: The impact of low Budgetary Allocation on Basic Education in Nigeria	175
Figure 5.5.1	Sub-theme: Enrolment	176
Figure 5.5.2	Primary School Enrolment in Kebbi and Kano from 1999-2012	179
Figure 5.5.3	JSS Enrolment of the two sample states from 1999-2012.	179
Figure 5.5.4	Informants responses on the Enrolment	180
Figure 5.5.5	Sub-theme: Infrastructures	180
Figure 5.5.6	Classroom in Kebbi Primary School	182
Figure 5.5.7	Number of schools in both Kebbi and Kano	182
Figure 5.5.8	Primary School in Kano Nigeria	183
Figure 5.5.9	Primary School in Kebbi Nigeria	184
Figure 5.5.10	Informants responses on the Infrastructures	186
Figure 5.5.11	Sub-theme: Bureaucratic Quality	186
Figure 5.5.12	Provision of Teachers for Kebbi and Kano from 1999-2012	190
Figure 5.5.13	Informants responses on the Bureaucratic Quality	191
Figure 5.5.14	Sub-theme: Quality Education	191
Figure 5.5.15	Informants responses on the Quality of Basic Education in Nigeria	193
Figure 5.5.16	Theme four: Budget Improvement to Basic Education in Nigeria	193
Figure 5.5.17	Budget Improvement	195
Figure 5.5.18	Summary of the Interviews	196

## LIST OF ABBREVIATIONS

ACIE- Advance Certificate in Education  
CBOs- Community Based Organisations  
DFID- Department for International Development  
EFA- Education For All  
ETF- Education Trust Fund  
FCT- Federal Capital Territory  
FME- Federal Ministry of Education  
GDP- Gross Domestic Product  
GMR- Global Monitoring Report  
HND- Higher National Diploma  
IC- Information Communication  
IMF- International Monetary Fund  
JICA- Japan International Cooperation Agency  
KEI- Knowledge Economy Index  
KI- Knowledge Index  
KOICO- Korea International Cooperation Agency  
LGEA- Local Government Education Authority  
LGC - Local Government Council  
MDGS – Millennium Development Goals  
MSC- Masters of Science  
MSSA- Medium Sector Strategy Analysis  
NCE- National Certificate of Education  
NECO- National Examination Council  
NEEDS- National Economic Empowerment and Development Skills  
NGOS- Non Governmental Organisations  
NPE – National Policy on Education  
NPEC- National Primary Education Commission  
OND- Ordinary Diploma  
PGDE- Post Graduate Diploma in Education  
PhD- Doctor of Philosophy  
PTA- Parent-Teachers Association  
SAP- Structural Adjustment Programme  
SPEB- State Primary Education Board  
SSCE- Secondary School Certificate Examination  
TCII- Teacher’s Certificate Two  
UBE- Universal Basic Education  
UK- United Kingdom  
UN- United Nations

UNDP- United Nations Development Programme  
UNESCO- United Nations Education Scientific and Cultural Organisation  
UNICEF- United Nations Children Funds  
UPE- Universal Primary Education  
USAID- United States Agency for International Development  
US- United States  
UUM- Universiti Utara Malaysia  
WAEC- West African Examination Council  
WHO- World Health Organisation

## **CHAPTER ONE**

### **INTRODUCTION**

#### **1.1 Introduction**

It is an indisputable fact that education is the most important instrument for the development of individuals and the nation at large. It is also important to note that primary education is the nucleus of whatever efficacy is traceable to education. That is why efforts were made during the time of Nigeria's first generation nationalist leaders to make primary education qualitative and accessible to all. Unfortunately, their efforts were thwarted by three main problems: funding, management and structural deviation. The national primary education programme would have achieved significant development if it had taken care of these main problems. When the national primary education initiative was launched in 1976, the enrolment was eight million pupils, and by 1983 when the programme went awry, the enrolment stood at 16 million. With this astronomical increase and without adequate funding, the programme could not see the light of day. By 1984, the primary schools were in short supply of everything - school buildings were dilapidated and children were reading under trees. As a result, the federal government had to intervene in order to rescue the system. Since then, the primary education programme has witnessed changes from one tier of government to another until the year 1999 when the federal government once again came in to salvage the situation (UBE, 2012).

Primary education has received great attention right from the time of the missionaries and later during the colonial era to the present day. During colonialism, primary education was provided by philanthropists and missionaries (UBE, 2012). However, with the introduction of the Macpherson Constitution in 1951, education was placed as part of the concurrent list. In 1959, a committee was set up to look into the issue of manpower needs of the country. The commission's findings revealed the imbalance in the level of education in Nigeria, limited admission opportunities for primary school leavers, inadequate qualified teachers, parochial education and educational imbalance between the north and the south. It recommended the expansion and improvement of primary and secondary education (Olaniyan & Obadata, 2008).

The development of primary education in Nigeria has gone through many phases - from the time of colonial rule to the era of independence and later to the introduction of national primary education in 1976, the introduction of national primary education commission and to the era of universal basic education (UBE) in 1999. The education policy operates on a 1-9-3-4 system, that is, one year of preprimary education, nine years of primary school, three years of senior secondary school and four years of university education due to the failure of the 6-3-3-4 system (UBE, 2012).

Nigeria practices a federal system that is divided into 36 states and a Federal Capital Territory (FCT) of Abuja. The country has three tiers of government: the federal, state and local governments. The 1999 constitution assigned education as part of the concurrent responsibility of the three tiers of governments. The three tiers of government share the funding of primary education, that is, both the federal's and states' Ministry of Education as well as statutory bodies represented by 774 local government education authorities. Unclear roles and responsibilities among the three tiers of government have caused confusion, duplication and sometimes rivalry in the discharge of responsibilities. In 2009, the Educational Fund Agency (EFA) cited Nigeria as one of the countries struggling with the impact of poor governance in the education sector. Poor governance



is significantly slowing basic education services. Despite regulations on the part of the government to promote good governance, increase accountability and enhance the role of civil society, institutional arrangements remain complex and lack coordination.

## 1.2 Background to the study

The functions of governments all over the world include provision of public goods and physical infrastructure, promotion of micro-economic stability, enhancement of institutional development, technology and improvement to market for labour and income redistribution (Wade, 1990). However, the Nigerian government's expenditure has not translated into meaningful growth and development. The expenditure for human capital development and economic growth has continued to raise debates among scholars. For instance, developing states, such as Singapore, South Korea and Malaysia have achieved greatness through heavy investment in their education sector (Wade, 1990). The question posed by this study is why is investment in education low in Nigeria? Globally, it is estimated that 61 million pupils have no access to basic education and 10.5 million of these pupils are Nigerians despite the increase in the funding for basic education (GMR, 2012).

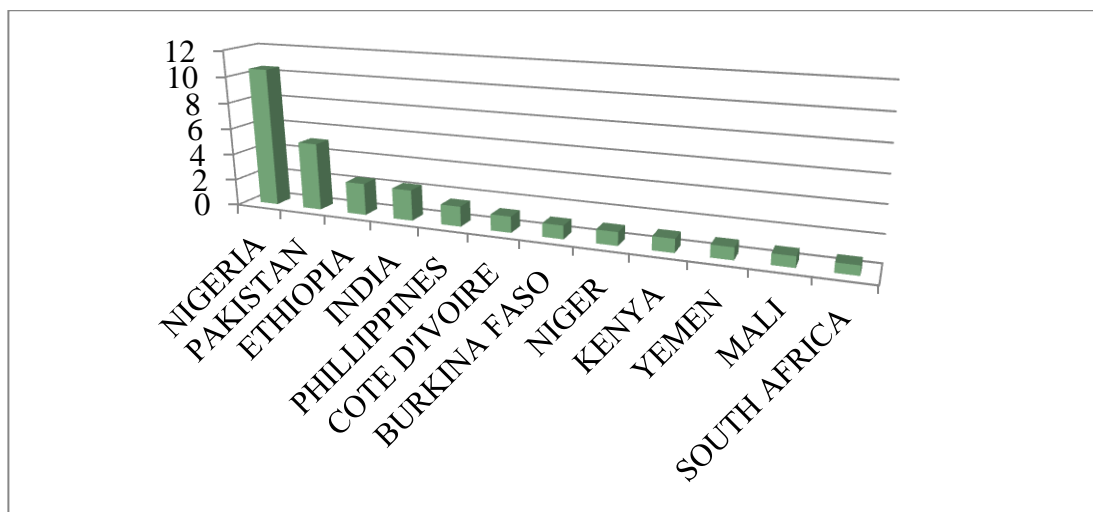


Figure 1.1 Number of out of School Children in some selected Countries (Million)  
Source: (GMR, 2012 p 2)

The recent economic recession, both international and national, created financial constraints which led to serious neglect of human capital. This neglect will distort and impede the future development of at least one generation to come (Banya & Elu, 2001). A number of studies, such as Hub & Kirdar, 1986, cited in Garth, Jaja & Maclean, 2003, said that there is a relationship between education and economic growth which influences many governments particularly in Africa (Nigeria) to invest in education at independence. The reason for the expenditure is that education is a basic human right, and if properly planned will facilitate human capital and socio-economic development. In addition, it can increase other important variables that have positive impacts on the per capita income, such as a drop in fertility rates, increase in the utilisation of technology, and increase in productivity among workers by elevating living standards. Any education tailored to local and national needs is vital to nation building (Anger, 2010).

During their independence, many African countries, such as Nigeria, had generally strong education and economic records. The overall growth in per capital gross domestic product (GDP) was positive; while education supplied the human resources for modernisation, their economic growth however fell. There were many factors responsible for this, one of which was the introduction of the Structural Adjustment Programme (SAP). The impacts of SAP weakened the economy and created balance of payment deficit (Aina, 2010).

Nigeria, like many African nations, is facing many social, economic and political crises. In education, the reforms were derived from the commitment to the implementation of international treaties, such as Education For All (EFA), the Millennium Development Goals Strategies (MDGs), as well as the National Economic Empowerment and Development Strategies (NEEDS). At the UN millennium summit in 2000, the world leaders committed themselves to MDGs, which aimed at eradicating hunger and poverty, reducing infant mortality, improving maternal health, achieving universal primary

education, promoting gender equality, combating infectious diseases, ensuring environmental sustainability and global partnership for development (Benedict, 2008 & Nakpodia, 2011).

At the E-9 education ministers' review meeting held in Indonesia in 2008 (a forum of nine most populous countries which was formed to achieve the goals of UNESCO's EFA initiative), it was stated that Nigeria was one of the countries that was at the risk of not meeting the target of education for all. For the country to achieve the EFA goal, the use of resources must emphasise efficiency and equity. Consequently, investment in human capital development offers an opportunity for equitable distribution of income. The problem of equal distribution of wealth in Nigeria is very crucial due to pervasive poverty in the country where 112 million people have been reported as earning less than a dollar per day ( Alabi, 2009 & National Office of Statistics, 2012).

The budgetary allocations to the educational sector over the years have declined and this has equally affected the quality of education in Nigeria (Durosoro, 2012; NUT, 2013). Therefore, in order to achieve a quality education, the government and other education stakeholders must continue to search for other avenues for financing education, comparable to what is happening in other parts of the world. Recent studies, such as Ahmed (2012), showed that macro-economic constraints force governments of poor countries to limit their expenditure. Leakage of funds should be avoided because the importance of fund utilisation for economic growth and human welfare cannot be over emphasised.

The commitment of the government is another issue of concern. Since the introduction of the UBE Programme in Nigeria, past governments gave inadequate attention to the development of education policies which led to inadequate funding for educational

institutions. The results can be seen in the level of quality of education as well as the physical facilities available in the schools (James, 2007 & NUT, 2013).

The three tiers of government provide support (funds) for funding primary education in Nigeria, but there is inadequate communication, no transparency and lack of proper consultation (World Bank, 2003). Other sources of funds available to educational institutions remain untapped or even where it is harnessed, it has been subjected to fraudulent practices by the schools' management for their private ends which constitutes a hindrance towards the development of education in Nigeria (Benedict, 2008). The government cannot fund education alone. There is a need for the government to join hands with other stakeholders, such as Parent–Teacher Associations (PTA), Non-governmental organisations (NGOs) and other philanthropic organisations to ensure the viability of UBE programme in Nigeria ( Nakpodia, 2011).

For the country to achieve the goals of EFA by the year 2015, as well as Vision 2020, the educational institutions need to develop alternative sources for funding the programmes so that the aims and objectives of UBE can be realised (Borode, 2011).

### **1.3 Problem Statement**

Since the launch of the UBE programme in Nigeria, there has been an uproar on the possibility of the programme to achieve its aims and objectives of providing education for all, due to poor arrangement of the programme arising from inadequate funding (Abiodun & Iyiola, 2011; Hinchliffe, 2002; Ibrahim & Liman, 2012 & UNESCO, 2004).

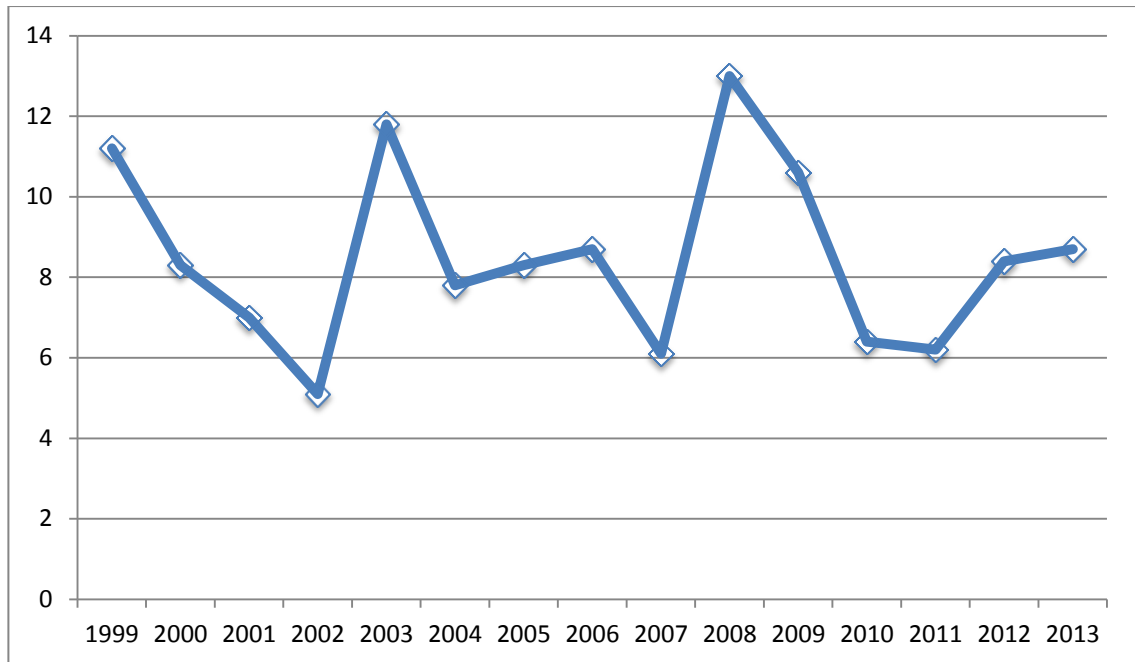


Figure 1.2 Percentage of Budget Allocation for Education in Nigeria from 1999-2013. Source: Ahmed, 2012; Ademalekun,2013; Ajetomobi, 2007; Adenuyi & Otu, 2006; FME, 2004; Garth, Jaja & Maclean, 2003; Ishola & Felix, 2006; National Bureau of Statistics, 2009; UBE, 2012; Olusola, 2011; UNESCO, 2008a; World Bank, 2003 & William, Teresa & Erich, 2003).

In addition, the lack of political will creates problems in financing primary education in Nigeria. Education was given little attention by various successive governments which could be seen in fluctuations of budgetary allocations for education and poor coordination of the programme (Adesina, 2011; Ademalekun, 2013; Otive, 2006 & Uzochukwu, 2012).

There is a fluctuation in the enrolment in schools. The number of pupils going to primary school has increased without a corresponding increase in budgetary allocation. (Ajetomobi & Ayanwale, 2004; Banya & Elu, 2001). An analysis of school enrolment in Nigeria between 1999 and 2012 reveals the following trend:-

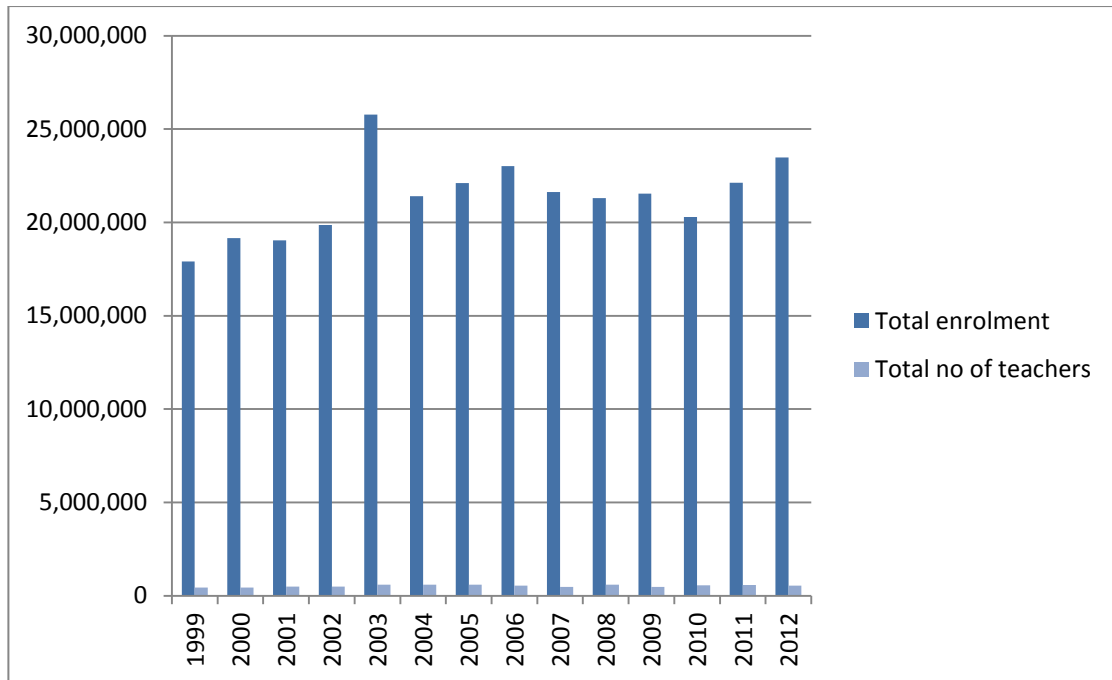


Figure 1.3 Summary of Primary School Enrolment & number of Teachers in Nigeria 1999-2012

Source: National Bureau of Statistics (2009); Social statistics in Nigeria, Federal Republic of Nigeria, [www.scribd.com](http://www.scribd.com) & UBE, (2012).

Another area of concern is the issue of allocation of responsibilities and authority for key decisions which is ambiguous. No tier of government in Nigeria bears the burden of success or failure of education. The funding for education across the three tiers of government remains an enormous challenge. The system is further crippled by unclear roles and responsibilities of the federal, state and local governments (Deepika, 2010). The Government performed woefully in the area of allocation of roles and responsibilities to the three tiers of government, especially in the areas of information and mechanism for accountability (RTI, 2004). Therefore, a lack of a proper accountability mechanism due to poor coordination of the policy is another area of concern (GMR, 2009; Hinchliffe, 2002 & World Bank, 2003).

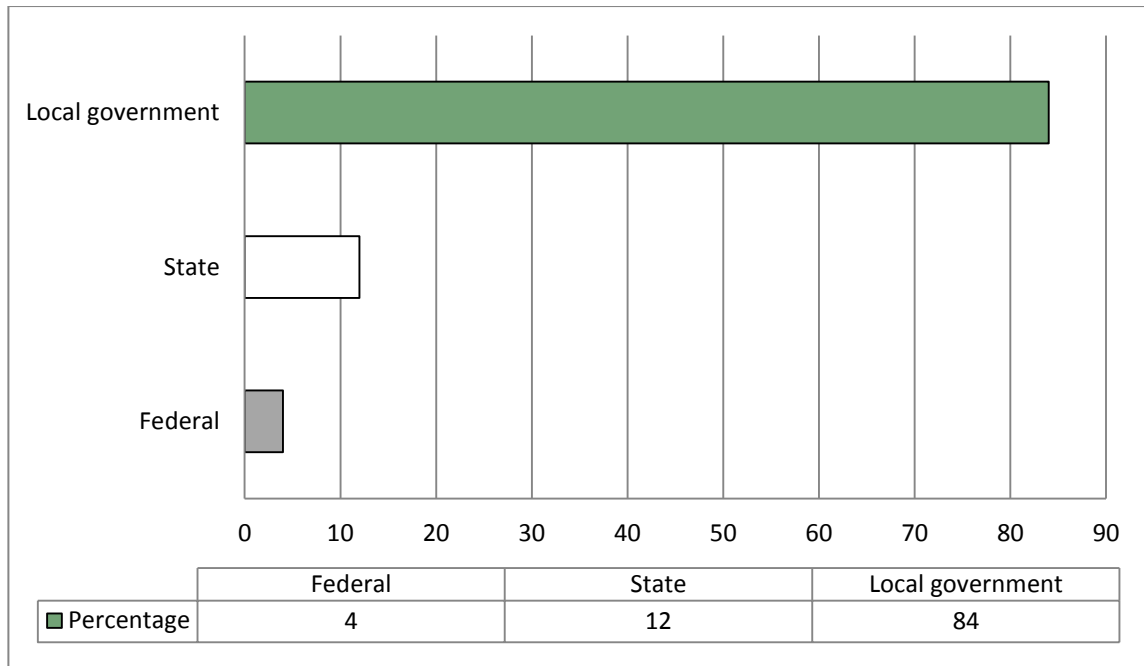


Figure 1.4 Percentage of Primary Schools Finance by the Three Tiers of Governments in Nigeria

Source (RTI, 2004)

Other issues include: i) a weak system of planning and budgeting in terms of how much resource is required for the successful implementation of the programme; ii) no linkage between policy, planning and budgeting for the education sector; iii) a lack of involvement of civil society; and iv) no forum for government and donors to conduct a dialogue support for the sector. Donors have consistently pointed to a lack of quality data for the education system with little organisation put in place to address the challenges faced by a growing group of Muslim children in the North referred to as Almajiri children. There is also a lack of constitutional specifications for the role of the Federal Ministry of Education (FME) (Atanda, Labbo & Popoola, 2009; GMR, 2008).

Evidence also shows the effects of the SAP and economic recession. The government budget ran out of hand in Nigeria due to the devaluation of the currency and debt, growing deficit and excessive spending on unwarranted things. All these have negative

impacts on education (EFA, 2011; Jibrin, Blessing & Ifurueze, 2012; Risikat, 2010; Todaro, 2007; UNDP, 2011; Uzochukwu, 2012 & Yusuf, 2000).

#### **1.4 Research Questions**

The following are the research questions:-

- Q1. Who has the constitutional responsibility for financing primary education in Nigeria?
- Q2. Why is the budget for primary education below UNESCO's recommendation in Nigeria?
- Q3. What has been the consequence of low budgetary allocation for education in Nigeria?
- Q4. How can the budget or resource allocation for primary education be improved in Nigeria?

#### **1.5 Objectives of the Study**

The following constitutes the objectives of the study:-

The basic objective of this research is to assess the role of the government in instituting development using the UBE commission in Nigeria as the unit of analysis. Specifically, the research seeks to address the following objectives:-

- 1. To explore the role of the government (Federal, state and local governments) in the funding of primary education in Nigeria.
- 2. To examine the reasons for the low budgetary allocation for primary education in Nigeria.



3. To analyse the impact of the low budgetary allocation for primary education in Nigeria.
4. To suggest strategic ways of improving budgetary allocation for primary education in Nigeria.

### **1.5 Significance of the Study**

Firstly, the study discusses the relationship between educational institutions and government organisations in order to see their functions in Nigeria, especially in the education sector. Despite the role of the government which aims at providing quality education to the masses, there is still dissatisfaction among citizens on the quality of services provided. It is in view of this deficiency that this research is carried out. The way the UBE programme operates affects their service delivery owing to the fact that the responsibility for the budget is shared among the three tiers of government, that is federal, state and local government. The federal government does provide funds for the running of primary education. The problem lies with the states and local governments in providing for education which creates a gap in funding. There is no proper coordination of the programme. The focus of the study is therefore the issues associated with the coordination of the programme.

Secondly, the findings of this research are expected to make contributions to public management, especially resource allocation, for an efficient education sector as well as operational costs. Operational costs play a vital role in business. The study looks into how the operational costs of UBE affect the day-to-day running of the affairs of the institution with the hope that when completed, it will help in addressing the problems faced by the institution.

Thirdly, the study looks at the budget and how it affects primary education in Nigeria. Modern governments require enough funds for the day-to-day running of the organisation. Successive governments in Nigeria paid little attention to education. Education was not their priority, and as a result, the budget was insufficient to transform the sector into a vibrant institution. In addition the school enrolment was increasing without a corresponding increase in the budget of the UBE programme in Nigeria. It is hoped that when completed it will help in addressing the problems related to low budgetary allocation for the education sector in Nigeria. It is also hoped that when completed, it will stimulate rigorous research in this very important area of Public Management.

The study is very important in Nigeria considering the problems the education system is undergoing. The gap between the rich and the poor will continue to increase if the allocation of resources for basic services, such as education, is not used to enhance the standard of living of the masses. This can be achieved through the information the analysis from a study like this. It will assist the stakeholders to identify factors that influence the weakness of the institution. The findings of the study will help in addressing the problems associated with the institution.

Finally, it also hoped that when completed, it would help in influencing policy makers to address the issue of low budgetary allocation for primary education and indeed other public sectors in Nigeria at large.

## **1.7 Scope of the Study**

The study of the role of the state in the development of educational institutions in Nigeria covers a large part of this evaluation. However, the study is restricted to the UBE Commission and its activities in Nigeria. Also, the study only covers the institutional aspect of the organisation and how it negates the progress of primary education in Nigeria, the unit of analysis being the UBE commission in Nigeria. Two states, Kebbi and Kano were selected by virtue of their high illiteracy rates. The data were collected using qualitative method. In-depth interviews were conducted with the major education stakeholders, such as the education secretary, local government education secretary, executive chairmen of the two selected states, NGOs, International development partners, parent- teachers association, alumni and law makers.

## **1.8 Theoretical Framework**

The study used the new institution theory. One of the advocates of the new institution theory is North, 1991 According to him, the institution encompasses the rules of the game of a society which include formal rules (statute law, common law, regulations), informal constraints (norms of behaviour, conventions and self-imposed codes of conduct), and the ways in which they are enforced. Organisations are the players. The basic thrust of the theory is that:-

1. The economic setting of scarcity leads to the interaction of institutions and organisations and therefore, for institutional change, competition is the way out.
2. The competition will compel an institution to invest in skills and knowledge to survive.
3. The institution determines the type of knowledge and skills that have the maximum pay –off.
4. Perceptions are derived from the mental constructs of the players.

5. The economies of scope, complementariness and network externalities of an institutional matrix make institutional change overwhelmingly incremental and path dependent (North, 1991).

Institutions differ widely in their effect on economic performance. Some economies produce institutions that bring growth and development, while others develop institutions that produce stagnation. The nature of institutions determines operational and production costs in their development. Institutions create the incentive structure in an economy, and organisations are created to take advantage of the opportunities provided within a given institutional framework. The kinds of skills and knowledge fostered by the structure of an economy will shape the direction of change and gradually alter the institutional framework (North, 1991).

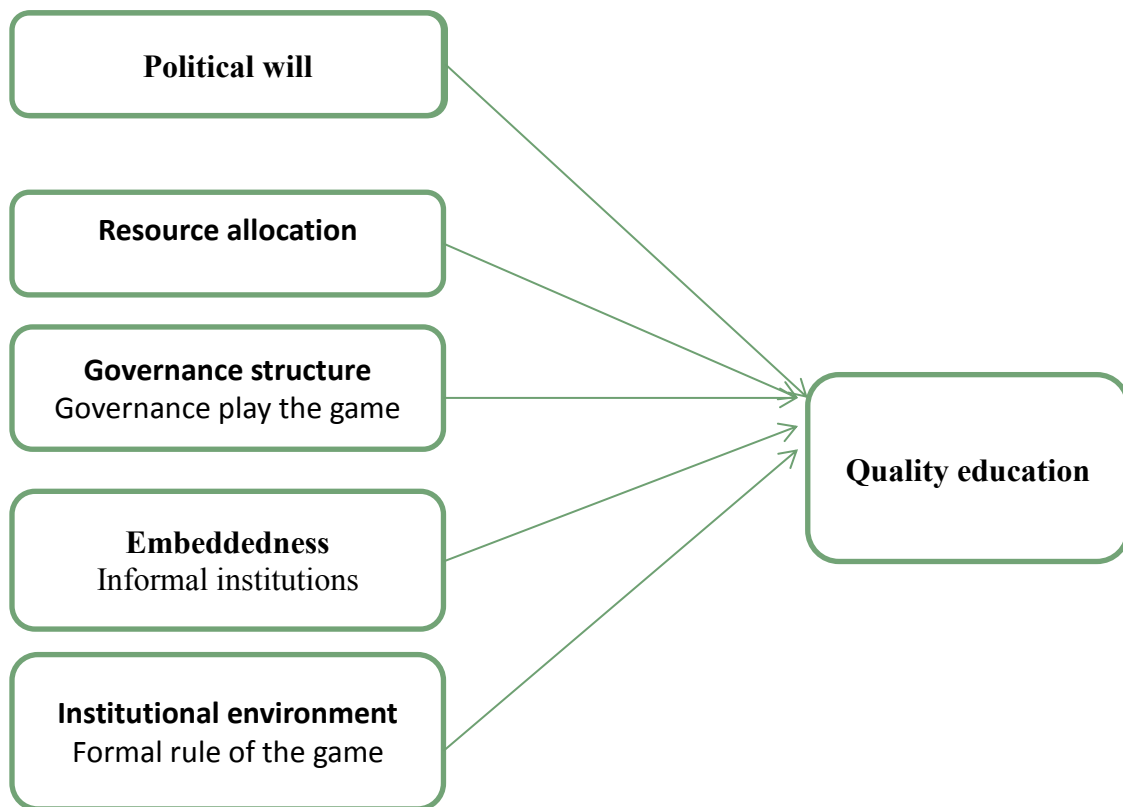


Figure 1.5 The Theoretical Framework of New Institution Theory

## 1.9 Operational Definitions

The key words are as follows:-

**Institution:** Institutions are humanly devised constraints that shape human interactions, to reduce uncertainty in economic transactions by establishing an efficient, predictable and stable structure of exchange (North, 1991). Institutions are set up due to uncertainties (North, 1991; Peng, 2010 cited in Roxas & Chadee, 2012).

In this thesis, institution refers to the management and decision making body. It is the structural realm of the UBE programme, the role of governments (federal, state and local) in providing support and enabling the environment as well as enhancement for the achievement of the aims and objectives of the UBE programme. The institution is involved in the accomplishment of a particular goal of government by means of designing a well-defined structure that will enhance the achievement of aims and objectives of the organisation.

**Transaction cost:** Transaction cost is the cost of conducting a business. It is also the input or the resources put in for production process. The transaction cost depends on the information, bargaining power of firm's decision-making and implementation. It includes cost of use, implementation, maintenance and change (Richter & Furubotn, 2008).

In this thesis, transaction cost includes the cost of contract (information), i.e., search for a suitable party to deal with; it includes the cost of advertising, cost of visitation and communication and the cost of contract conclusion (bargaining and decision-making). The institutional arrangement determines the transaction cost, such as national, local,

international organisations and political community. Enforcement and monitoring cost include supervision cost of social relations to build consensus.

**Expenditure:** - Deals with an aspect of educational finance on how allocation meant for education is spent. It is also seen as an analysis of the financial aspects of education which is seen as the parameter for projecting the trends of an educational system (Borokhovich, Bricker, Brunarki & Simkins, 1998). In this work, expenditure means the way money allocated to education by governments at the local, state and federal levels for the betterment of the generality of the public, is spent.

**State:** This refers to the association of people having control over a particular territory with an administrative system, having legal control as well as use of force to compel obedience (Skocpol, 2002). In this thesis, state is referred to as a form of contract between the people entrusted to exercise powers and the citizens for the enhancement of their synergy.

**Coordination:** This refers to a situation in which each participant is taking full account of actions of each other (Kirzner, 1998). In this thesis, coordination means one should do things in a right order or to adjust one self to others. It also means to assemble or arrange things in a pleasing way.

**Political will:** It refers to commitment of stakeholders (State and non-state actors) for the achievement of pre-determined set of objectives. It refers to intention of government toward achievement of a certain goal (Kpundah, 2000 cited in Abdullai, 2009). Lezine & Reed (2007) added that political will is the commitment and desire to alter or come out with new programmes, or ways of generating resources to implement policies and programmes of government in order to ensure sustainability. Political will is also defined

as support of policy by top government functionaries (Mbaya, Aminu & Tella, 2012). As used in this thesis, political will involves willingness of actors (State and non-state) to commit themselves to the achievement of a set objective (UBE). This has to do with willingness of the state or government to implement the policy in accordance with the laid down rules and regulations (constitution) for the benefit of the generality of the people.

### **1.10 Conclusion**

In chapter one above, the researcher introduced the topic under investigation and discussed vividly on problem statement; research questions are aligned with the objectives of the study, as well as practical and theoretical contributions of the study; the chapter also discussed the scope and operational definitions of the terms.

## **CHAPTER TWO**

### **LITERATURE REVIEW**

#### **2.1 Introduction**

This chapter presents a summary of national and international research literatures, documents and reports that are relevant to the investigation of the role of the state in institution building in Nigeria. The chapter discusses vividly the role of the state in institution building, education and development, experiences of other states in funding primary education and review of past theories: institution and development and new institution theory.

#### **2.2 Role of State in Institution Building**

There are two types of states: the predatory and developmental states. The former is patrimonial in orientation, bureaucracy is tied to the domestic actors, low bureaucratic quality and rent seeking politicians rather than politicians pursuing collective goals. This type of state is based on tribalism, nepotism and favouritism. However, developmental states do not only pursue the goal of economic transformation from archaic institutions to industrial development, but also make it happen. In such a state, recruitment is by merit, and there is high level of commitment and autonomy. The states perform the



primary role of producers, i.e., provision of certain welfare goods, such as roads, communication and schools as a result of limitation of private capital. It assumes that private capital cannot produce self-sustaining development. The internal structure of state determines its operations; the good examples are Nigeria and Zaire, a rent seeking state during the administration of Mobutu Sese Seiko, who looted the public treasury leaving the masses in poverty which made life more challenging for the citizens. This caused the masses to enjoy little services. Developmental states by contrast are characterised by heavy investment in human and industrial development; the bureaucracy follows the established rules and norms (Evans, 1995). The growth and development of East Asia was as a result of government intervention into the economy (Armsdern, 1992 & Wade, 1990), and as a result of good relationship between government, market and the financial sector.

The role of the state in the era of globalisation has been an issue of discourse among scholars; its essential role in economy depends on the wealth of the nation, the sources of revenue of the government, and the effectiveness of the government, as summarised by Kaufmann (1999), cited in Ohara,(2004), including credibility of government policy and quality of its bureaucracy. The responsibility of the state is the provision of adequate welfare for its populace which is characterised by their quality of life that encompasses their cost of living, infrastructure, health, education and socio-economic factors. Countries, such as Sweden and Norway, have achieved high quality of life as a result of the effective role of the state (Ohara, 2004; Teorell, Lapuente & Dahlstrom, 2012). Reforming state institutions may be expensive and time consuming; some countries consider reforming during a crisis period, but it takes years before an institution becomes ready to support the government. New institutional economics provide the debate beyond the simple state-market dichotomy by recognising the pervasive presence of the transaction cost in the market economy. New institutional economics has weakened the laissez faire case of relying on market for the provision of goods and services; it has at the same time undermined the view that the state is a benevolent and omnipotent manager of the economy (North, 1991). Hanson (2004) & Mudacumura

(2014a) concluded that while such outcomes can be attributed to timid reforms and regular inspections, the main problems are the failure of the reforms to address the fundamental problems of the institution.

Firstly, Hanson's evidence has suggested the positive role of the state in the management of the institutions, which has been partially successful in fulfilling public policy mandates. The effectiveness of their support depends on a range of factors, such as clear and sustainable mandate, high standard of corporate governance, strong prudential regulations and supervision, and reliance on market discipline to provide the right signal to the main stakeholder (Hanson, 2004). Also, the state needs to bring a lot of good policies that could enhance economic development, such as conducive atmosphere for efficient market operations. Government intervention in market is detrimental to efficient allocation of resources and is in stark contrast as espoused by authors, such as Amsden, (1992) Chang, (2010) & Wade, (1990). These authors found in the East Asia expediencies, a case of successful government in promoting economic growth. State intervention in an economy is necessary to prevent greed and selfishness of the market; public goods, such as health, education and infrastructure require the effective role of state because they do not pay-off in the short-run to attract private investment (Lange et al., 2005). Free market favours few individuals and few countries' experiences have shown that most of the countries grow faster during state-led development than market-led development. The growth and development in developing economies during the 1960s and 1970s was far greater than during deregulation (Chang, 2010 & Kohli, 2004).

In democratic states, public finance is resolved through political channels. The legitimate nature of the state depends on the extent of participation of citizens; institutional performance depends on political conditions. If the interest of populace is properly taken into consideration by political institutions, and in return, they receive good feedback of public goods, their trust in government increases, and they will also

contribute towards development of the state. If the government is not responsible, citizens have powers to control the state. One of the ways a government maintains obedience is through effective voice - the contract between government and people is based on trust. Where voice and accountability are lacking, it creates anarchy due to lack of satisfaction with the state. The legitimacy of government depends on what people want, and accountability promotes economic growth (Aidt, Dutta & Sena, 2008). Good governance is about the degree to which governments promote economic welfare (Wagener, 2004). The essence of voice is to give people the ultimate chance to express their views; it is a building block for accountability and promotion of a collective standard. Accountability is the relationship between two parties in which one makes decisions and the other feels the impact (Neil, Foresli & Hudson, 2007). Voice and accountability involves the participation of citizens in selecting their government; it includes freedom of association, expression and media (Kaufman, Kraay & Mastruzzi, 2009). Voice means ability of people to express their opinion either through informal and formal mechanism and channels. It also refers to capacity of the poor to express their views in the decision-making process which can be through lobbying, complains, organised protest, policy implementation, service delivery and participation (Gaventa, 2001 & Mudacumura, 2014b).

The role of the state in development should be of mixed patterns which recognise the vital role of development played by both formal and informal institutions. In a mixed economy, philanthropic organisations, mutual aids as well as the market play a vital role towards the development of capitalism. In the 21<sup>st</sup> century, the role of the state is changing from provision of direct services to the masses to provision of subsidies. Non-profit organisations also play a paramount role. The private sector of the economy also complements the role of the state; however, its role is constrained by limited capital, lack of partnership and amateurism which renders cooperation with the state inevitable (Gladstone et al, 1999 & Kjaer, 2014). In contrast, Humpage (2010) observed that the state provides resources to citizens which help in breaking the circle of poverty, inequality and promote stability. Advanced western industrialised states were able to

overcome poverty due to innovations, notably in areas of technology, both economic and political. Institution building also played a vital role; science and invention played its own part. As a result, the government invested so much in education, which resulted in economic growth. However, in some third world states, education was not able to lead to economic growth invariably because of low investment in knowledge and the ability to properly utilise natural resources. The third world states are mostly resource curse states with abundant natural resources but were not able to achieve greatness. The availability of capital and investment opportunity was another factor that led to growth and development of the west (Auerbach & Herrmann, 2002).

Political and economic setting determines growth and development by providing social services. The new institution economics vividly discussed the role of state in market regulation, partnership between state and market, the role of governance reform in an economy, the impact of transaction cost and property right on economic performance (North,1991 & Laura & Matatu, 2014).

State intervention in an economy is necessary due to imperfection of the market. While the market also intervenes due to imperfection of state, the two need each other for development, good policies and economic growth of the state. In the 1950s and 1960s, the introduction of democracy failed in some countries due to the poor state-society relations. Third world states were diverse and shared features, such as super rich and majority poor, low per capita income and weak institutions. However, the provision of basic services, for instance, helped in alleviating people from poverty and inequality, which in turn promoted stability and enhanced development. Development in Africa requires change in policy as well as institution building (Soludo & Mkandawire 1999, cited in Kohli, Moon & Sorensen, 2003 & Ritter, 2010).

The problem associated with development in Africa is that most of the states are weak. The way out is to adhere to a model of pragmatic development strategy which emphasises reforming the market, investment in human capital and infrastructure as well as democratisation and observance of rule of law (Kohli et al., 2003, Lokachari, Ranjandran & Sayeda, 2010). The state is seen as an obligatory association of people having control over a defined territory, and it serves as an apparatus for maintenance of defense, both internal and external, as well as socio-economic transformation. The modern state also provides minimum welfare system, such as education and health; the state is an important apparatus in the restoration of order and stability. Institutions and market cannot function without the role of the state; rules and regulations provided by the state with the establishment of a good structure can enhance the living standard of the populace. Several attempts to dismantle the state proved abortive; for instance, the communist system aimed at forming a classless society, though the state withered away, but it ended up in constructing a state like capitalism. Throughout history of the globe, the state has been the most important actor in institution building.

There are growing debates on the roles played by the state and the market, due to the role played by private investment as the engine of growth and development. The performance of market depends on functioning state institutions, such as provision of good investment climate and basic services. Experience has also shown that countries that combine the two (market and state) grow faster (Wolfensohn, 2002a). Education provides an avenue for human capital development; it also enhances productivity, innovative capacity and diffusion of knowledge (Shamsul, 2014 & Yap, 2012).

The global economic crisis and market reform raised the question of the role of the state in provision of social services, such as education and health. Economic growth entails spending; for instance, in Latin America, the government plays a vital role in the provision of primary education; in Asia, the government also provides easy access to primary education; in Europe, the government provides education with emphasis on

vocational training and manpower planning (Haggard & Kaufman, 2009). Politics matters in the allocation of resources in welfare states especially in a democracy, where the majority decides on who gets what, when and how (Ajayi & Ayodele, 2009).

The legal and administrative ability to generate revenue and enforcement of rule of law are the core characteristics of the state. The state is seen as an agency of political order and stability by its actors through welfare provision. The action of the state should lead to the identification of problems which leads to development of problem solving techniques. The rational action of the state is determined by the interest of those it serves; whether it is capitalist interest or societal interest. The success or failure of a policy is based on state approach; a state that embarks on a project that is not feasible is subject to rancor. When there is policy failure in the state due to its inability to accomplish its task, such polity needs further analysis. Stable government, loyalty, quality bureaucracy and ability of state to mobilise resources are basic ingredients for success (Evans, 2002).

Evolution of modern capitalism is characterised by financial crises and world economic recession that requires the role of state to stabilise the institution (Park, Stiglitz & Vallego, 1993). States play vital role in allocating efficiency in order to relief the masses, especially the poor from their suffering. The state contributes towards development in many ways, such as good financial allocation, regulations, public production and income transfer (Barr, 2003).

Governmental organisations serve a variety of development purposes, for example, the setting of objectives or goals to be achieved, the resolution of policies, the formulation of plans and their translation into programmes and projects, the preparation and administration of budgets for programme implementation, the mobilisation and

utilisation of the nation's resources in the execution of programmes. It is axiomatic that public organisations in Nigeria should be designed specifically for the purpose they serve. Different purposes require different types of organisations. One of the greatest obstacles to sustainable development and implementation is the failure of the government to revamp and transform institutions for new purposes (Vasconcelos, 2014).

According to Esman (1991), the administration of state development is based on many factors, other than the maintenance of law and the conduct of routine public tasks. Sustainable development and public education management must be designed to execute programme change. Management principles, such as setting goals or objectives, strategic planning, cost benefit analysis, programme evaluation and accountability have become commonly accepted values in most societies, just as rationality, neutrality, scientific management has been to public administration. Rosenbloom, Shafritz, Naff & Riccucei (2007) argued that public management involves running the government in the image of business, using cost benefit analysis, rapid computerisation information feedback loops, systems analysis and qualitative models. The central theme of good management is that certain management principles and practices exist in all governmental operations in order to attain efficiency and accountability. The transformation of the public sector over the past several years has generated an immense number of alternative techniques designed to make government reforms better. New public management strategies are associated with innovative economic planning capabilities (Karo & Kattel, 2014; Michael, 2009). The World Bank (2012b) opined that low budgets, poor budget execution and inadequate knowledge in procurement and financial management are rated as risk to sustainability of MDGs.

Development administration should be viewed as government action which aims at promoting economic growth, improving human and organisational capabilities, promoting equality in the distribution of opportunities, income and power and involves

deliberate attempt at social and behavioural changes required to manage public education. The literature on development administration makes a distinction between change and changes as a result of innovation. Innovation in development administration is an adoption process that brings in new ideas on how to formulate and implement sustainable development policies in a developing nation. It represents a change in administrative processes and the ways in which developing nations relate to their environment. New public management issues result from two things: market failure and government failure (Ianoni, 2013 & Janeway, 2012).

The sustainability of government policy depends on interaction between public and private sectors, through contracting, public procurement, tax collection, etc. Also, public institutions must be strengthened with adequate autonomy, qualified personnel, authority, financing, institutional checks and balances and established structures that create independent sources of power and information (Doldor, Anderson & Vinnicombe, 2012). The political environment has an effect on policy planning and implementation in any nation. The political terrain in Nigeria and subsidiaries in Africa did not promote quality education because funding for education was inadequate (Akindutire, 2011). In addition, lack of patriotism and bad leaders constituted big problems to development in Africa. Also, there are disagreements among economists on the role of the state in economic development. According to an institutionist perspective, the role of the state is as a result of market failure. Hence, the global world is moving towards a mixed economy; the state is not regarded as omnipotent social guardian, while the neo-liberal assumption on the role of the state is can the free market produce good result or can state intervention produce optimum result? Free market entails lack of state intervention; the determinants of free market depend on studying the basic state institutions which set up the basic rules and regulations governing the market (Castro, Chang & Burlamaqui, 2000). The underlying institutions include formal and informal institutions. The measurement of government interventions in an economy includes total government budget and share of GDP allocation. In East Asia, the state intervention in the economy



has been less in ownership and budget outlays due to state measures, such as regulatory measures, state control on bank lending decisions and informal channels of influence on the business sector (Castro et al., 2000).

Good governance and quality institutions can be achieved through tougher laws, heavy sanctions, establishing anti-corruption commission, ethics straightening agencies and promoting code of conduct (Stephen, 2010). Human capital theory emphasises government investment policy in education to diversify into manufacturing. Botswana and East Asia experienced growth due to heavy investment in education which enabled citizens to participate in decision making. Voice and accountability, for instance, ensure that citizens pick the leaders that will lead them and it also entails freedom of expression, free media and association (Kaufman et al., 2009). Political stability means absence of violence and terrorism; government effectiveness means quality of public service, commitment and quality of policy; regulatory quality means ability of government to implement the policy; and rule of law is adherence to law (Kaufman et al., 2009).

Development is associated with voice and accountability through promotion of people welfare and better governance (Sen, 1999). Countries, such as South Korea and Botswana, have achieved greatness by building strong institutions. This could be seen in their heavy investment in education, government effectiveness, quality planning, good policies and control of corruption. The low quality of the institution in Sub-Saharan Africa is the main factor responsible for stagnation and under-development of the region (Osabuohien, Efobi & Salami, 2012; Serafein & Loannou, 2012). Opportunities provided by the state will enhance costs and standard of living of the people, which in turn will promote egalitarianism in the society (Abdulsomad, Abdallah & Khalil, 2013). Also, welfare (provision of public goods) promotes trust in governance, which in turn enhances stability (Hyden, Singh, Wickenberg & Astrom, 2008).

The essence of state involvement in social services is to balance a set of agreements between the state and citizens and between responsibility and rights (Kennett, 2004; Fukuyama, 2004). Primary education in Africa lacks resource allocation; there is inequitable distribution of resources among states, poor planning and inefficiency, poor learning environment, inadequate facilities and over-crowded classes (Theumynck, 2009). Education is the key variable for the success of East Asia miracle. Government commitment also plays a vital role in advancing education. A substantial budget is committed to the education sector and basic education is given much attention, whereby education is aligned with the economy. It is one of the reasons for their remarkable transformation; the investment in education helps to prepare citizens for job opportunities, there is good policy coordination which leads to growth and development (Murphy, 2002). During the past ten years, many African countries experienced sustained economic growth. However, the growth was too slow to reduce poverty and inequality which can lead to educational development. Sustainable growth and development in Africa need concerted efforts of leaders to prioritise education. Underdevelopment in Africa was due to lack of commitment by leaders to promote development. At independence, several African countries invested greatly in education; however, it was not sustained probably due to economic stagnation experienced as a result of the SAP, which led to balance of payment deficit and reduction in education spending. Through adequate preparation, leadership commitment, good advocacy and building consensus with the stakeholders, African countries are likely to experience growth in education. Most of the countries have achieved greatness through education. Primary education received the larger share of the national budget; the government often establishes public organisations to deal with perceived market failures. However, the extent to which public organisations contribute to aggregate social welfare depends greatly upon the diligence and motivations of the public administrators who determine the budget and oversee their operations.

Dibie (2000) observed that threatening budget cuts may not be very effective ways of influencing behaviour of employees. There is a need to understand separation between politics and administration which limits the capabilities of public agencies to meet consumer wants effectively. Therefore, the government, like the market, sometimes fails to promote social goods. Consequently, a broad perception of managerial skills, training and management principles are required by public administrators in order to link market, government and stakeholder objectives with broader organisational goals. Public management reforms are also very important for service delivery. The effectiveness of public organisations implies that the government should tailor its objectives towards the empowerment strategy that is in line with structures, systems, human resources practices and employee skills. The way in which top management communicates or practices these values is by providing leadership in implementation of service par excellence, application of technology, adopting innovation management in the public sector, all of which enable organisations to cope with the challenges of economic development in the new millennium. Also, the government should be involved in institutional building activity; institutional building has three main implications: major reform, provision of innovation through building of individual capabilities and investing in the organisation through cost and benefit analysis (Balogun & Gelase, 1999).

In addition, Dibie (2000) observed that some of the problems associated with sustainable development is the reduction in government revenue as a result of fluctuation in the oil market, lack of adequate planning, proliferation of schools and ad-hoc expansion of enrolment, economic recession, balance of payment deficit, rising inflation rates, low technological base, mal-administration of resources, growing foreign debt burden, lower agricultural growth rates and effects of oil glut on the world market. Ann-Sofie & Bigsten (2011) stressed that supreme audit institutions could reduce the cost of running organisations because many poor countries of the world do not have the resources for development of their institutions, which result in poor performance of the institution. To ensure their sustainability, there is need for alternative sources of funding. Supreme

audit institutions have a vital role to play in promoting accountability and transparency; the constraints to effective supreme audit institutions include cost constraints, institutional interdependence, operational factors, etc.

Kasekande, Brixova & Ndikumana (2010) added that economic recession experienced by the global economy is having a very big impact in Africa, especially on the rich countries, which resulted in widespread poverty and underdevelopment. There are some measures that have been established to address these challenges, i.e., through the injection of money into the economy, revenue raising through international bond issue, excessive sharing of reserve money, introduction of reforms, enhancing competition in the financial sector and development of the private sector. Precious (2012) revealed that with just a few years to 2015 deadline that has been outlined for achievement of MDGs, there is little or no possibility that many countries, especially in sub-Sahara Africa will achieve the goals. There is debate on whether the system should be sustained to look beyond 2015 because there is the likelihood of not achieving the MDGs' goals. Nigeria was ranked as one of the richest fifty countries in the 1970s but dropped to 25 poorest countries in the world. For instance, poverty has risen from 54.4% in 2004 to 65.1% in 2010; also 10.5 million pupils in primary schools are out of school (National Office of Statistics, 2012). Desert Herald (2012) observed that 150 million naira was given to the Chairman of the House of Representatives Committee on Education to cover up mismanagement and bribery scandals in the UBEC which ran into billions of naira.

Market failure means inability of market to function properly as it is supposed to. When there is a market failure, the economy will collapse and that is why the state needs to intervene. Contraction assumption of evolution of state was as a result of man's surrender of his rights and the belief that his problems could be solved through state by provision of goods and services (public goods) and maintenance of law and order (Castro, Chang & Burlamaqui, 2000).

For instance, in the case of the United Kingdom (UK), state intervention plays a central role in economic growth, likewise in the United States (US), the state intervenes by establishing property rights, provision of physical infrastructure and funding agricultural research. There is no country in the world, except Hong Kong, which has achieved the level of greatness as well as development without state intervention, Germany, Sweden, particularly in research and development and state led development in East Asia. The success recorded was as a result of state involvement in the economy which resulted in the diversification of government policies (Abegglen, 1994; Amsden, 1992 & Gereffin & Wyman, 1990). Amsden (1992), Chalmer (1982) & Wade (1990) observed that the role of state should be to stimulate entrepreneurship, investment coordination, provide financial resources, restructure, monitor decline institutions, policy management and design and institutional building. A strong state entails powers to coordinate, have bureaucratic autonomy and good finance for the achievement of aims and objectives of organisations. In Taiwan, the state has played a vital role in capital accumulation by providing sound economic policies, good economic planning and government investment in education which has laid the foundation for growth and development. During the great depression of the 1930s, both Sweden and the US responded to the crisis through the state role in financing public projects. Charles Tilly observed that the role of the state is war making and state making, i.e., mobilisation of social resources for war in the 14<sup>th</sup> and 17<sup>th</sup> centuries (Evans, 2002). The state provides the ground for institution building by safeguarding property rights, rule of law and provision of social policy, enabling firms and citizens to be productive, thus creating conditions for economic growth and development.

The state serves as an engine of growth; without state land, labour and capital, it is meaningless, and lowers down resistance to market. In countries like Germany, Japan and Russia, states are able to mobilise capital for firms to grow. States and citizens come together to form a contract and cooperation for achievement of common goals; the latter obeys the state, pays taxes and performs army duty, while the former in turn provides protection and public goods. This cooperation depends on internal organisation and rules

of power groups that control the state. The success of the state depends on resource flow and information from the society as well as autonomy (Lange et al., 2005).

Max Weber (1968), cited in (Lange et al., 2005), viewed the role of the state in the form of bureaucratic coordination and development. The modern state bureaucracy needs social relations and rational organisations that ensure transfer of information and resources. The control of state actors is also important. The features of modern bureaucracy, as enunciated by Weber, include organisations based on hierarchy, record keeping, meritocracy, salary based on compensation and full employment (Okotoni, 2001).

The factors that affect growth of a state include technological advancement, access to capital, human capital development, distribution of resources among citizens, physical condition and dynamic population. The Asian financial crisis of 1997 could be due to misguided assistance by America and the International Monetary Fund, over-production and globalisation of financial services (Lange et al., 2005).

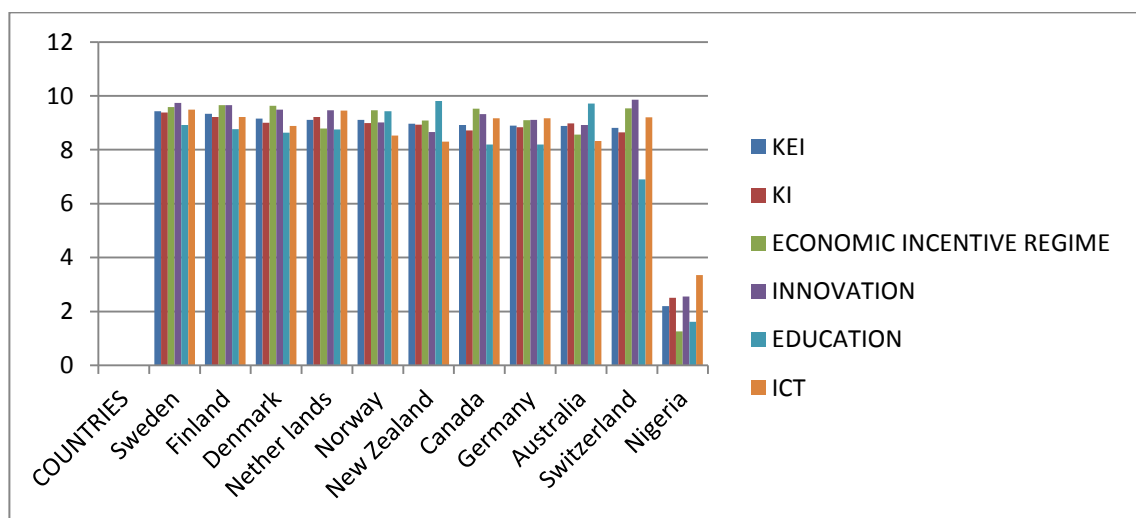


Figure 2.1 Knowledge Economy Index (KEI) and Knowledge Indexes (KI)  
Source: World Bank (2012a)

Looking at the above graph, one could deduce that Nigeria is the lowest in Knowledge Economic Index (KEI) and Knowledge Index (KI) in provision of incentives to the populace, education, innovation and information technology, compared to countries like Sweden, Finland, Denmark, Netherlands and Switzerland. State building is very crucial for many reasons; it involves cooperation from different parties, such as state actors and citizens. In other words, society provides incentives in the form of taxes that organisations require, while in turn, the state provides basic social services, such as education and health, harnessing the state the policy must be a true reflection of its citizens (Lange et al., 2005 & Putnam, 2004).

The tripod model also explains the role of the state in creation of good atmosphere for market, such as cost and benefit, efficient allocation of resources and goals of state that reflect the minds of citizens, bottom-up democratic participation and quality of its bureaucracy (Lange et al., 2005). Institutions determine the operation of the market; public institutions and the market should work hand-in-hand to enhance growth and development. The market requires both informal and formal rules to survive (North, 1990).

Development is seen as creation of opportunities, i.e., ability of individuals to pursue their wellbeing through provision of social services, such as education and health care, while things that negate freedom are discrimination, coercion, exploitation and violence that affect capability of individuals (Sen, 1999). The ability of individuals to achieve virtue in life depends on the social relation which is based on one way domination while education should not be left in the hands of private institutions. The state has the constitutional powers of providing quality and equitable education. Sustainable provision of education requires systematic reforms (Fusarelli & Johnson, 2004). The political instability in many parts of Africa was due to the failure of the state to address socio-economic issues affecting the continent; for instance, the war in Sudan, Somalia, Kenya and Nigeria was not due to religion or ethnicity but because of state failure,

poverty, inadequate education, increase in the gap between the rich and poor, resource curse, untaxed economy and decline in state revenue coupled with predatory nature of the elite (Bates, 2008).

During independence, both Asia and Sub-Sahara Africa had common per capita income but in the 1980s and 1990s, most of the Asian countries rose up to be middle and high income earners. The reason for this difference is that the former had high investment in human and physical capital; institutional factors also accounted for the growth experienced between the two regions, such as lack of government effectiveness, corruption and lack of accountability. Some economists view the role of state as provision of stable, physical infrastructure and rule of law, which complement the activities of private individuals (Bates, 2008).

Amsden (1992) summarised the role of the state during the industrialisation of East Asia. She argued that East Asian countries were able to achieve growth and development due to extensive role of the state in protecting and promoting strategic industries and education which played a major role in reducing inequality. The active role of the state, particularly in education, fostered growth and development especially development of innovation. The state also used tax policy to foster investment in education and sustainable growth. The redistributive policy of the state will attract investment in education and health (Harris, Wise, Gallagher & Godwin, 2001). The effectiveness of the state depends on its relationship with the citizens as well as social structures. The operation of the institution must be in line with bureaucratic organisation based on efficient resource allocation and meritocracy rather than on ascription and particularistic attachment. Building an effective and sustainable institution requires cultural, political and economic resources. State building also requires political will from the elite, development of human resource for state apparatus, cultural orientation as well as good state-society relations through provision of social welfare (Rueschemeyer et al., 2005).



Development of state in Europe was as a result of availability of trained men capable of managing infrastructure, market and recruitment of personnel based on examination system (Ertman, 2005). Effective state building requires resources and well trained bureaucrats (Goldstone & Becker, 2005). Development of state involves institution development, cooperation and proper coordination. State building in South Korea was as a result of influence of education, merit-based recruitment, colonial experience and centralised administration (Cumings, 2005). State development needs investment in such vital areas as education, health, transportation and communication, which require public resources because they do not pay-off in the short run to attract private capital (Lange et al., 2005). Effective public policy depends on the cooperation between public and private sectors; a good example is Taiwan's irrigation system in which public bureaucrats and peasant farmers cooperated which facilitated growth and development. Cooperation between public and private sectors enhances effectiveness of government policy. In Nigeria for instance, lack of cooperation was one of the reasons for government failure to deliver primary education (Lam, 1997). Also, the success of Taiwan's irrigation system was as a result of heavy government investment (Heller, 1997).

Scholars, such as Lewis (2002), cited in Ndulu, Oconnel, Bates, Collier & Soludo (2008), opined that the constraints of development is low investment. Policy failure on the part of government constitutes another bane to development in Africa; there is also relationship between political liberalisation and performance of the institution. The oil supply shock of the 1970s affected many African countries; crude oil accounted for 20-25% of foreign exchange and 70% of revenue. The countries also witnessed decline in agricultural production due to neglect of the sector which led to debt shock, balance of payment deficit, galloping inflation and fiscal deficit. During the 1960s and 1970s, the concern about development was market failure; as a result, there was a need for state intervention. In the 1980s, there was shift to state failure which affected growth and development. The 1990s witnessed the mixture of the two, i.e., working of the state and at the same time, the market - the state's role is to moderate coordination failure.

Development is termed as social engineering which could be achieved through planning. Development in third world states could be achieved through the state, technology and innovation. Social capital requires substantive role of the state because the private sector does not have capital. The government needs to provide an enabling environment, productive flow of resources, openness to trade and macroeconomic stability (Ndulu et al., 2008).

Free market economy has created instability and chaos since the 1980s in many parts of the world. It has created stagnation, high rate of inequality and high standard and cost of living. Capitalism is more or less a system where the powerful and the rich make decisions for the others to follow; poor countries will continue to remain poor if their productivity is low. The reasons for policy failure in many parts of the world are because the legislatures are self-centered rather than promoting national interest. The markets of the developing world do not promote development due to poor transportation, small size of the market and poor flow of information. The root cause of poor economic performance of most countries in Africa is the operation of free market and poor policy choice. Majority of the countries in Africa are conflict-ridden which hampers exports; the only remedy for them is to make proper use of abandoned natural resources (Chang, 2010).

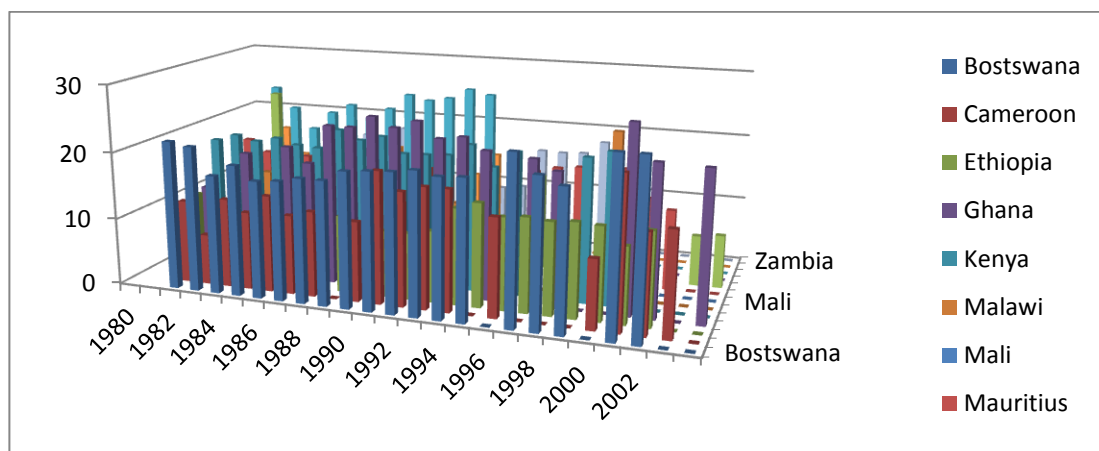


Figure 2.2 Percentage of Budget Allocated to Education of selected African Countries  
Source: Geo-Jaja (2006)

From the Figure above, Nigeria, despite her oil wealth, is still lagging behind in education transformation. Countries like Ghana and Ethiopia have devoted substantial amounts of their budget to educational development. The most important variable for determination of the institution is transaction cost; transaction cost was neglected by economic theories which addressed the issue of cost efficiency. The transaction cost can be divided into three: market transaction cost, regulatory cost and supervisory cost (North, 1991). The development of other sectors of the economy, such as technology, training of manpower, loan and credit to small and medium scale industries need government intervention. The government needs to provide subsidies in education because education requires tremendous amount of capital. Failure to intervene will lead to under investment by private citizens. In the Korean economy, the government plays a vital role in business activities. The institutional arrangement of developmental states also promotes growth and development; such arrangement is the priority of the state. The state is committed to private properties and market, guides the market, and coordinates policies, activities and bureaucratic autonomy. The developmental states also achieve development through productive investment, investment in key firms and international competition of industries as well as efficient allocation of resources (Wade, 1990).

The role of the state is to save capitalism by enacting good policies and programmes through allocation of resources. State independence is good especially during the time of crises. An institution controlled by another organisation lacks autonomy. Also, personnel of an organisation determine whether an organisation is independent. An organisation dominated by the same class of people lacks autonomy. Sustainability of an organisation is based on the resources at its disposal; organisational resources determine its strength and weakness. An organisation that depends on one single source of revenue lacks autonomy (Carruthers, 1994).

A state that avoids its basic functions of provision of social welfare is subject to rancor, poor economic growth, instability and change in state-society relations leading to lack of government legitimacy. In other words, the state and its laws have no remarkable importance to the populace. The provision of social welfare, such as basic education and health, is a means of addressing insecurity and instability (Urinboyev, 2013). The experience of Sweden in promotion of welfare shows that there is close relationship between stability and provision of social services. Before the middle of the 20<sup>th</sup> century, Sweden was characterised by class conflict and many radical associations, such as sharpshooters, fascist parties and syndicalism. These groups created tension and instability; however, the provision of social welfare transformed Sweden into a consensus society which promotes political stability (Svensson et al., 2012). Coerciveness is no longer the best approach for addressing stability. The Arab Spring demonstrated clear picture of that which could be achieved through institution building (Urinboyev, 2013).

The gap between the rich and poor nations is so wide and this explains the difference in their development which could be viewed through studying institutions (North, 1990). During the 1980s, natural resources were considered as engine of growth and development but experience has shown that natural resources also contributed to conflict, dictatorship and slow economic growth if there was no substantial investment in the economy and no fundamental reforms (Ahmadov, Mammadov & Aslanli, 2013). The PWCS escape index also gave measures of countries' performance; the index covers 42 emerging economies. Sweden was the first in 2012 index; Switzerland and Singapore followed. Some of the indices used include GDP, inflation, debts, total investment, unemployment rate, life expectancy, average years of total schooling, rule of law, internet users and access to improved water (Guardian, 2014).

Table 2.1

Countries' performance in PWCS index

2000	2007	2012	Country	2000	2007	2012	2000/2012 change
3	1	1	Sweden	64.9	71.8	70.5	5.7
1	2	2	Switzerland	65.4	68.7	70.3	4.9
4	7	3	Singapore	63.5	66.4	66.3	2.8
2	5	4	Netherland	65.1	68.1	66.0	1.0
7	4	5	Finland	60.7	63.2	66.0	5.3
5	2	6	Denmark	63.2	70.1	65.1	2.7
13	9	7	Australia	55.7	63.6	64.1	8.5
8	8	8	New Z/land	56.7	64.5	63.4	7.0
41	42	40	S/Africa	19.0	24.5	27.5	8.2
36	40	41	Pakistan	25.9	28.4	27.1	1.2
42	41	42	Nigeria	14.3	24.5	19.5	5.1

Source: World Bank, IMF, World wide indicator, World value survey, Barro and Lee, PWC analysis cited in (Guardian, 2014)

The emerging economies want to escape from the middle income trap in order to reach the class of advanced economies; likewise many African countries. To achieve these objectives, African countries need to improve their GDP, develop education and health sectors and adapt latest technology (Guardian, 2014). After the Second World War, there was ideological war or the Cold War, which led to rejection of laissez faire and emergence of consensus opinion of state building; the role of the state was seen as collective will (Chang, 2000). The role of state should be entrepreneur stimuli and investment coordination, creative destructive management such as monitoring of input and institutional building and bridging (Burlamaqui, 2000). Due to limited capacities of the market and that of the state, there is need for disorderly coordination to address conflict and politics in human organisations (Block, 2000). Institutions are based on provision of common goods; the state is created to regulate activities of the institution (Storpar, 2000). The success of Korea was as a result of strong institution, such as intervention, supply of quality bureaucrats, diversified business groups and well educated labour force. Also, people invested so much in education from primary to tertiary level, and the state also mediated the market forces (Amsden, 1992).

### **2.3 Education and Development**

Development entails change in society over a period of time (Fukuyama, 2014). The United Nations Development Programme (1991) describes development as a process that goes beyond the improvement of quality of life; it encompasses better education, higher standards of health and nutrition, poverty reduction, cleaner environment, increasing access to and equality of opportunity, greater individual freedom, and the facilitation of a richer cultural life by breaking the cycles of deprivation and hopelessness which are the first obstacles to every kind of development. Schultz (1961) stated that education not only improves individual choices available to mankind, but an educated population provides the type of skilled labour necessary for industrial development and economic growth. Dreze & Sen (1995) argued that development should be viewed from various approaches. By contending that a “rights-based approach” to improving access to education provides the basis for a comparative assessment of natural progress, they succinctly anchored their theoretical approach on human rights and capabilities. The intrinsic human values of education include the capacity of education to add meaning and value to human lives without discrimination; education is a key component central to universal human rights. In sum, education is the key that unlocks and protects the full spectrum of human rights. The discussion of development from the capability approach shows that development occurs when people are able to achieve what makes lives valuable to them. There is variance in the value that people place on ideals, which can be eating well-nourished food, achieving a sense of self-satisfaction and self-respect, being literate, being able to do things better, or earning a better living. Thus, the capability approach shifts the goal of development from mere income or economic growth as ends in themselves, to that of growth of people and enhancing the quality of the human condition (Thomson, 2011).

Viewing development from this perspective implies that it can be seen as a process of expanding the real freedom that people enjoy. Education serves as a tool people can use

to achieve the level of freedom that they feel is intrinsically valuable, as well as achieving rudimentary levels of knowledge acquisition (e.g., beginning with literacy and basic arithmetic), which serves as a functional key to greater educational development. Education and development policies based on capability theory are said to be successful if they enhance people's individual capabilities, whether or not they directly affect income or economic growth. Education is the only means of transformation of society; it equips people with the needed knowledge, skills and competences, which make them functional and contribute to the development of the nation. Education is agent of growth, key to poverty reduction and engine for even distribution of income (Dreze et al., 1995). Development encompasses reduction in poverty, illiteracy, improvement in health and even distribution of income. Development is also viewed in terms of improvement of the lives of poor people by providing them with basic needs, such as education and health (Wolfensohn, 2002a). Studies have shown that countries that had experienced growth and development was due to good investment climate which encourages institution and firms to invest and at the same time create jobs opportunities that improve costs and standard of living. Another area is investment in poor people, such as provision of education, health and infrastructure. Other variables of development include micro-economic stability, investment climate that provides favourable conditions for international trade, good governance, investment in human and physical capital, quality of the institutions, rule of law, competition and gender equality (Noruwa & Christopher, 2012; Wolfensohn, 2002b). Development means social mobilization (Fukuyama, 2014).

Development means freedom of individuals to improve their lives, such as increase in income, technological advancement, provision of quality education, provision of health care and increase in civil participation in polity (Saboohi & Sushil, 2010). It also entails reduction of poverty, provision of economic opportunities as well as improvement of sanitary conditions, provision of clean water and effective institutions to maintain law and order. Freedoms have to do with freedom of speech and ability of citizens to participate in selection of their leaders, provision of education and health and economic opportunities through promotion of trade and production, Provision of good economic

climate by government is a sine canon for economic growth and development. It enables citizens to improve their lives and prevent catastrophes, such as famine. The essence of democracy is to promote the goodwill of the masses, enhance the civil liberties which prevent disaster, such as poverty and famine as well as insecurity of lives and properties. The attainment of freedom depends on the capability approach; by denying populace basic things of life, the government is indirectly denying them of their opportunities to live the type of lives they want, provision of good education and health, improvement of productivity, poverty reduction and higher income earning (Amsden, 1992). The role of human freedom cannot be over emphasised; there are two main roles: the constitutive and instrumental roles. The constitutive role includes freedom from basic things of life such as hunger, freedom of speech and participation in politics and freedom from ignorance; while instrumental freedom deals with the ways and strategies to achieve the former (Amsden, 1992).

Political freedom means the right to participate in decision making, voting right, etc. Economic freedom entails proper utilisation of resources for the benefit of the society and social opportunities refer to provision of social amenities, such as schools and hospitals, which enable citizens to live good and normal lives. Transparency entails freedom or access to information and openness. All these are interwoven; East Asia achieved tremendous growth through investment in education, followed by health which contributes to poverty reduction. For the achievement of freedom, governments can copy private initiatives as well as cooperation with NGOs (Amsden, 1992). The close relationship between government and industry, effectiveness of government and absence of corruption, good policy that leads to institution building, financial regulation and cooperative structure, promote growth in East Asia (Drysdale, 2000). Education is a basic human right. It is also not easy to be financed by private individuals due to poverty and lack of family support. Therefore, the government needs to intervene by provision of subsidies (Wade, 1990). The role of state is not only to provide public goods and maintain rule of law but to mobilise resources needed to achieve development (Wade, 1990).



Most of the third world states suffer from a vicious circle. To overcome the vicious circle, there is a need to increase spending in the areas of education and health (Fukuyama, 2008). States that promote better technology, adhere to rule of law, invest in human capital, and facilitate investment opportunities prosper (Fukuyama, 2008; Varoudakis, Nabil & Aysan, 2007). Some economies developed opposite institutional models of public finance system management which led to policy gap (Rasmussen & Eichorn, 2000). Developmental states possess characteristics, such as highly skilled bureaucracy, strong policy coordination and shift to export-led growth instead of relying on import substitutes, autonomous institution, good vision setting, centralised planning, subsidies and quality regulatory institutions as well as protection of local industries (He & Cui, 2012; Kattel & Karo, 2014).

The development of Taiwan was as a result of investment in skills and knowledge which create competitive advantages, as well as diversification of economies of scale and integration that provided opportunities to citizens and state to nurture scientists and engineers (Amsden, 2003). The essence of social policy is to bridge the gap between rich and poor and promote peace and stability (Drechsler, 2006). Any state economy that is controlled by private individuals, liberalisation of market, social services financed by private individuals, such as water, electricity, education and health. The end result is crony capitalism, comprador state and lumpen development which contradict ideas of nation state building (Amin, 2013).

Risikat (2010); Todaro (2007) & Yusuf (2000) asserted that since the advent of democracy in Africa, successive governments negate the future direction of the macro-economic policy of investing in human resources in Africa. This uncertainty may be attributed to the existence of macro-economic disequilibrium in financial allocation and unsatisfactory performance of the country's economy in recent times. Most African countries are mono-crop economies with high rate of inflation, chronic balance of payment problem, under-utilisation of resources, poverty and inequality. They

concluded that education should be given much priority (Olaniyan & Okemakinde, 2008), and opined that education is an investment in human capital which is a critical input for innovation. The problem of development in Africa is poor education expansion to stimulate growth and development. The reason for this problem is that despite many policies and programmes of the government, the countries lack functional qualitative education. Ogunrinola & Oluranli (2011) added that economic growth largely depends on human capital. Government spending on human capital has negative relationship; the reason for the relationship is the degree of corruption and misappropriation of public funds by those entrusted to manage it. Investment in human capital can make many countries as great nations in the world (Gordon, 2012). Semon-Oke (2012) noted that low investment in human capital has become a thing of concern for various organisations and research institutions because of the high level of illiteracy and low rate of economic growth. Investment in human capital serves as growth engine for poverty reduction and empowerment of rural populace. To avoid the problems of the past, projects and programmes to be implemented should be people-oriented; governments should try and provide basic educational facilities and monitor the inputs (Oloyede, 2012). Drazen (2000) noted that low investment in a country or region is a setback to the developing world, the effects of which are political instability and devastating institutions. The dimensions of political instability include civil protest, instability within the political regime, politically motivated aggression and instability of political regime (Richard, 2009). Studies, such as Sewell (2001), showed the relation between business environment and good governance. The reason for failure of a policy is as a result of uncertainty and instability. Banerji & Meliesh (2003) highlighted the importance of investment climate as the problem that impedes firm growth. Banerji et al. (2003) discussed on the importance of transparency and accountability as basic ingredients of poverty reduction and economic growth.

Investment in human capital promotes stability and stability increases the economic freedom and promotes growth and development (Kandil, 2009; Grajek & Clougherty, 2008). Governments with larger size and too much bureaucracy create load, tension

which sometimes lead to instability of government (Popp et al. 2006). States can maintain stability through investment in security, viability of economic structure, strength of political and civil system, environmental fragility, capacity of governing bodies, promotion of social welfare and quality of life and provision of public infrastructure (Popp, et al., 2006). Low investment in social services constitutes hindrance to emergence of good investment climate (Ibrahim, 2008). Similarly, Hussain (2002) contended that political instability in Nigeria, such as corruption, lack of respect for rule of law and weak institutions is as a result of failure of the political class to respect the tenets of democracy. Lark (2000) added that under-funding of the institution affects output and consequently leads to poor quality of the institution.

Education, as a variable for economic growth, has been underscored by many studies. Risikat (2011) opined that education increases human capital development, and at the same time, improves productivity, and increases income leading to invention of technology. It is also beneficial to the society both at the micro- and macro-levels, and is a growth engine for poverty eradication, promotion of social justice, equity and fairness. Since independence in Nigeria, education expenditure has not been encouraging which could be seen from the government's allocation to the sector. The reasons for this may be from over-reliance on one major source of revenue, i.e., oil. Nigeria is a mono-crop economy that relies heavily on oil which makes any fluctuation in oil prices to directly or indirectly affect the economy. Gylfason & Zoega (2003) added that there is positive correlation between education and income; better education reduces inequality as well as accelerates economic growth. The country's political economy and institution determine the rate of development. Development has to do with technical issues which depend on the role of the state. The country mobilises people and resources and directs them toward enhancing economic growth and development. Even stationary bandit or autocrat that has absolute powers over a state will provide public goods to generality of the people (Olson, 2000, cited in Chakravarti, 2005). Sustainable development could not be achieved without effective role of the state. Rent seeking behaviours, especially in the developing world, constitute hindrance to growth and development. Development

demands investment opportunities, innovation and drastic reduction in rent-seeking behaviour. Institutional variables, such as government effectiveness, have an effect on growth and development. Also, external shocks, such as debt crisis, oil shock and natural calamity constitute reasons for policy summersault in Africa. Internal factors, such as good governance, good economic management and productive investment contribute to the development of human and physical growth and development (Chakravarti, 2005). Government policies in Africa lack political will; in other words, it lacks total support from the top management of the institutions (Mbaya, Tella & Aminu, 2012). In transitional economies, the policy makers are limited by path dependence. The institution is shaped by geography, standard and cost of living, political system, regime ideology and foreign relations (Lee et al., 2008). The new era of knowledge economy also demonstrates the role of education in development. Due to advent of new technology, there is need for new skills and ideas on the best practices around the world. Countries, such as Australia, Estonia, Ireland and New Zealand, have recognised the importance of building the institution not only for protecting the industries but for enhancing them to promote constant increase in productivity. Education should be the number one preference of governments, and the state must promote economic development by providing access to capital, encouraging foreign direct investment, productive cluster and knowledge transfer (Foxley, 2010).

#### **2.4 Experiences of other States in Education Provision**

Many decades ago, countries around the world started the journey of education provision which is similar to African conditions today. The secret of the education successes in most high achieving states is commitment to efficient resource allocation which metamorphoses into the achievement of policy objectives. For instance, in East Asian countries, their education success was the result of high rates of economic growth that the region experienced during the last five decades. The per capita income of Asian countries has grown tremendously. For example, in Korea, the GDP grew at 6.6 %, 5.1

% in Thailand and 6.3 % in Singapore; while in sub-Saharan Africa, their GDP fell between 1965 -1999. For example, Ethiopia experienced a decline at -0.3%, Ghana - 0.7% and Madagascar -1.7% ( Peng & Fredriksen, 2008). East Asia also strongly prioritises primary education rather than higher education, in contrast to African countries giving high priority to higher education rather than primary education. In 1965, Singapore invested 58% of its budgetary allocation in education; similarly, Korea and Thailand invested 66% of their budgetary allocation in education. (Peng et al., 2008).

The population explosion in Africa is also a hindrance to education delivery. The region over the past few decades has experienced population growth; the economy is agrarian that did not generate much income for the public to contribute toward education development, while Asia is experiencing low facility rate as a result of literacy rate. Another reason for education development in East Asia is due to their strong institutions, including visionary and political will, leadership, quality of bureaucracy and building consensus (Peng et al., 2008).

In Brazil, the government came out with education financing strategies; a share of state revenue was allocated to the education sector in order to complement government spending, and 60 % of the funds allocated were for teachers' training and development. Only few countries in Sub-Saharan Africa have attained 50% literacy, i.e., South Africa, Kenya, Namibia, Tanzania and Zimbabwe, while the remaining are still facing problems ranging from poor funding which is as a result of lack of priority given to the education sector (EFA, 2009).

In Chile, besides the government injecting money into the education system, national performance award has been introduced in order to boost education. The policy recorded a tremendous success in education development (EFA, 2009). In Madagascar, the

government adopted a policy of community involvement and strong local leadership and provided infrastructure. In Kenya, the school improvement system has worked towards promoting education development (Sunal, Sunal, Rufai, Inuwa & Haas, 2003).

The problem of classrooms and infrastructure are very prevalent in African countries; in Guinea for instance, 16% of its primary school classes lack chairs and tables; children sit on the floor due to shortage of infrastructure. The situation is worse in Burkina Faso, but in contrast, Malawi recorded tremendous achievements in the area of classroom provision as a result of increase in government spending in the sector. Also, in Ethiopia, the government works hand-in-hand with the private sector to enhance basic education provision, while at the same time, powers have been delegated to sub-units of the government through decentralisation (Birdsall, Levine & Ibrahim, 2005).

In some states such as Uganda, Zambia, Ghana and Senegal, the government delegated the responsibility of financing primary education to local communities and the result proved successful. Evidences also show that community-driven measures increase the participation of people in decision making and prudent management of funds. In another development, evidence shows that collaboration with the stakeholders, i.e., the state, community, private organisations and the schools has led to improvement in funding and management of education (Birdsall et al., 2005).

The NGOs also play a vital role in education development. For instance, in African countries like Burkina Faso, there are many NGOs, such as Borne Foonden and Save the Children Foundation which play a vital role in education provision. Similarly, in Gambia, there are several NGOs that provide education, like Future in Our Hands, Christian Children Fund in Mozambique, Mozambican Association of Urban Development, German Agro Action and Canadian Cooperation International also play a vital role in education development (Birdsall et al., 2005).

Mongolia, Nicaragua and Nepal have adopted a pragmatic approach to reduce costs; teachers are recruited based on training, and the private sector also contributes significant amount of their revenue toward education development as well as monitoring of input and output (Birdsall et al., 2005). Evidence from Asian countries also shows that some countries adopted policy girl child education and encouraged their children to attend school. The government also eliminated school fees as well as provided feeding and mother support programmes. Institutional factors also affect primary education delivery, such as lack of transparency, poor management, poor incentives, poor networking among parents and school and weak commitment (Birdsall et al., 2005).

Lewis (2002), cited in Ndulu, Oconnel, Bates, Collier & Soludo (2008) added that education failed to develop the world as a result of poor attitude to work, poor management and investment in unnecessary things. In an attempt to address the problems of basic education delivery, Uganda adopted top down approach, decentralisation of education system and reforming financial management. There was strong commitment by the president, involvement of civil society and good communication links.

Vietnam, for instance, despite being a poor country, has recorded good performance in basic education provision; 90% of its workers are literate, and the government has injected substantial portion of the budget for education development. Analysis of government expenditure reveals that there is drastic increase in government spending from the state budget, while higher education is in the form of cost sharing between the parents and the government (Peng et al., 2008).

Among high education achieving states, Finland came first, followed by Canada, Singapore, Switzerland, New Zealand and Estonia which was 20<sup>th</sup> in the ranking order.

Korea is one of the high achieving states in education provision. Korea adopted low cost approach in education development, i.e., triple shift in education provision. The government adopted egalitarian policy in an attempt to promote education development; entrance examination was abolished and the government allocated more resources to the sector (Peng et al., 2008).

Table 2.2  
World Ranking of High Education Achieving States

Country	Rank	Scores	GDP on edu.
Finland	1	1.601	6.8
Canada	2	1.355	5.5
Singapore	3	1.348	-
Switzerland	4	1.313	5.4
New Zealand	5	1.204	7.2
Belgium	6	1.191	6.6
Netherland	7	1.106	7.2
Ice Land	8	1.075	7.8
Ire Land	9	1.033	6.5
United Kingdom	10	1.031	5.6
United States	11	1.027	5.6
Barbados	12	1.007	7.5
Australia	13	0.988	5.1
Sweden	14	0.977	7.0
Norway	15	0.970	6.9
Cyprus	16	0.938	7.3
Korea	17	0.899	5.0
Denmark	18	0.891	8.7
Germany	19	0.888	5.1
Estonia	20	0.862	5.7

Source: World economic forum, 2013

In Thailand, despite the challenges of expanding education, government allocated more than 20% of budget to education; two thirds is for basic education development - primary education received more than 70% of the national budget and the government also introduced decentralisation of education (Peng et al., 2008). The problem of education in Sub-Saharan Africa is a product of neglect by successive administrations



over a long period of time. There was high enrolment in the educational institution despite the low rates of growth, as the region still remains an under-developed part of the world (Banya & Elu, 2001).

A study on Asian miracle which proliferated in the 1990s gave a range of explanations for the remarkable Asian higher performance. Education was the basis for their growth and development (World Bank, 1993). For instance, to facilitate the process of modernisation, the Singaporean government expanded education at all levels and re-oriented it toward the production of industrial, clerical and professional manpower. The expansion and improvement in education has been tailored to involve the masses who are to provide the semi-skilled labour, as well as the technicians and professionals (World Bank, 1993).

Government spending on education in less developed countries is less compared to commitment to military expenditure to bolster security and counter threat. Increase in defense spending, consumption of scarce resources to support defense has adverse effect on education (Saadat, 1985). Government spending on economy is mixed. In Africa, government spending on agriculture and health is particularly not strong in promoting economic growth. Asia's investments in agriculture, education, and defense has positive growth-promoting effects. However, all types of government spending, except health, are statistically insignificant in Latin America. SAP promoted growth in Latin America, but not in Africa. Also, the issue of fiscal federalism and vertical and horizontal fiscal imbalances since independence added to the problems. The search for appropriate mechanisms and method of sharing resources was particularly problematic (Fan & Rio, 2008).

The Figure below shows the GDP of some African countries. The GDP of Nigeria on education is very low compared to countries like Ghana, Kenya, South Africa and

Malawi. Also, Canada, US, New Zealand and UK introduced the system of funding that favoured pupils from disadvantaged families. Likewise, in Singapore, the success was as a result of better monitoring and research on best practices of education. The explanations for the high performance in the education sector in the world suggest that the system is based on meritocracy and the utilisation of good monitoring and effective instructions (Huff, 2012).

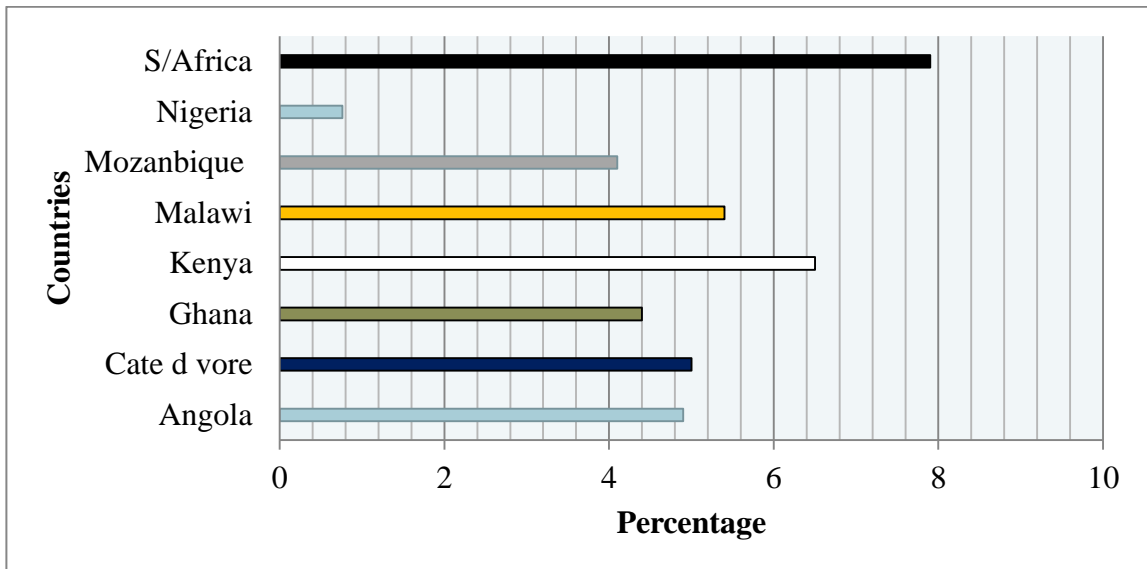


Figure 2.3 GDP spending of some African Countries

Source: Yakubu (2011)

Likewise in Africa, Botswana ranked at 85<sup>th</sup> position, Kenya 90, Ghana 91, South Africa 92, Cameroun 96, Benin 109 and Nigeria 116. In Botswana, the government contributed 21% of education allocation to education; secondary education received 32%, vocational training received 23%, university 11%, teacher training 9% and others 4%. South Korea and Finland came top in high education performing status; these are countries with the best education system in the world. The secret of their success could be deduced from high investment in education; the culture also supports learning and at the same time, there is respect for teachers (Huff, 2012).

Table 2.3  
World ranking of High Education performing States (Africa)

Country	Rank	Scores	GDP on edu
Botswana	85	-0.386	5.6
Kenya	90	-0.503	6.7
Ghana	91	-0.505	8.2
South Africa	92	-0.589	6.0
Cameroon	96	-0.687	3.2
Namibia	98	-0.817	8.4
Tanzania	100	-0.870	6.2
Malawi	101	-0.897	5.4
Uganda	108	-1.036	3.3
Benin	109	-1.044	5.3
Lesotho	110	-1.084	13.0
Senegal	112	-1.202	5.6
Ethiopia	115	-1.380	4.7
Nigeria	116	-1.411	3.1

Source: World economic forum, 2013

In addition to that, schools are autonomous; there is better package for teachers, strong union and increase in private enrolment, decisions are made locally, there is adequate supply of instructional materials and proper utilisation of resources (Woessmann, 2001). Denmark spent three times of its national income on education as compared to Greece. The rate of education spending in the UK has declined.

For instance, in 1975, it spent an average of 6.5 % of GDP on public education, while in the later 1990s, it declined to 4.5 % and then increased to 5.6 % in 2006 (Ansell,

2010). From the last decade of 21<sup>st</sup> century, a number of countries came out with some mechanism of funding education; notably New Zealand and Australia have introduced tuition fees to support basic education (Ansell, 2010).

Most of the African countries spent less on education expansion compared to their European counterparts. Analysis of education spending between Lesotho and Equatorial Guinea revealed that the former spent 10 times more than the former with similar demographic figures; as a result, Lesotho has higher education attainment than Equatorial Guinea (Ansell, 2010).

Table 2.4

World High Education Performing States from 1960s-2000

<b>1960s-70s</b>	<b>1980s</b>	<b>1990s</b>	<b>2000</b>
Israel	Japan	Taiwan	Finland
New Zealand	Netherland	Korea Rep	Korea Rep
Japan	Korea Rep.	Japan	Taiwan
France	Hungary	Singapore	Japan
Belgium	Hong Kong	Finland	Singapore
Hungary		Slovakia	Estonia
Germany		Czech Rep.	China.
Australia		Australia	Australia
Finland		Sylvania	Switzerland
UK		Hong Kong	Hong Kong
Sweden		Bulgaria	Belgium
Netherland		Australia	Czech Rep.
		Russia	France
		Netherland	Australia
		Hungary	Russia
		Sweden	Netherland
		UK	Hungary
		Canada	Sweden
			UK
			Canada
			Ireland

Source: Woessmann (2001)

## **2.5 Education Finance: Review of Early Theories**

In this section, the researcher discusses four major theories that relate to this work on the role of the state in institutional development. The theories are human capital theory, system approach theory, endogenous theory and new institution theory.

### **2.5.1 Human Capital Theory**

Human capital theory gives a series of proper justification for large public investment in education both in the developing and developed world. The central thrust of the theory is based on presumed economic effects of investment in education both at the macro- and micro-levels. Effort to promote investment in human capital is seen to result in rapid economic growth of society. For individuals, such investment is seen to provide returns in the form of individual economic success and achievement (Slottje, 2010).

The importance of educating human capital has been brought out in many studies of economic growth and development. Robert (2003) developed a human capital model which shows that education and the creation of human capital is responsible for both the differences in labour productivity and the differences in overall levels of technology that are observed in the world. It has been the main reason for spectacular growth in East Asia that has given education and human capital their current popularity in the field of economic growth and development.

Countries such as Hong Kong, Korea, Singapore and Taiwan have achieved unprecedented rates of economic growth by making large investment in education. Human capital development is the most valuable for social and economic development of a nation especially in this era of knowledge economy in which educated skilled

workforce is needed globally. Economic growth and development initially depended on variables such as land, labour and capital but in the period of the knowledge economy, human resource is the most valuable asset for growth and development (Cornachione, 2010).

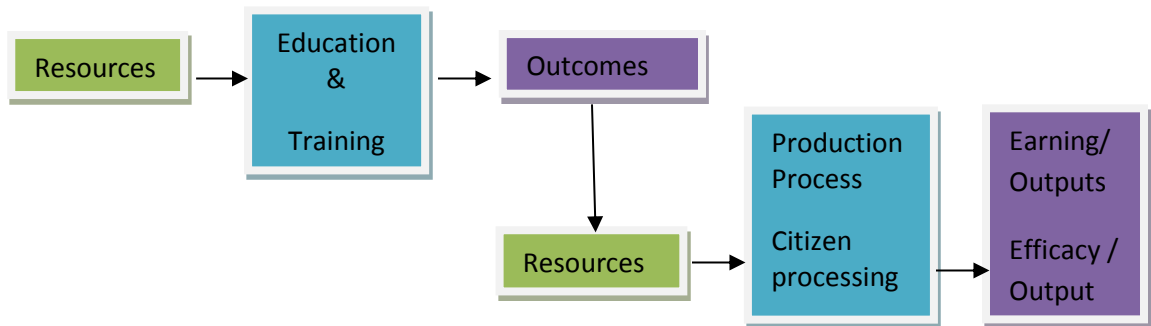


Figure 2.4. Human Capital Model

Source: Adapted from Anubama (2010)

#### Weakness of the human capital theory

1. Human capital theory failed to draw a margin between increasing learning efforts and diminishing number of jobs to apply (Slottje, 2010).
2. Under-employment of labour: Many people have invested much in education but are unable to get commensurate jobs.
3. Human capital theory is an abstract form of labour, i.e., commodity, not capital (Slottje, 2010).

#### 2.5.2 System Theory

This is an integrative theory that attempts to describe the organisation as a unified, purposeful system composed of interrelated parts. One of the advocates of this theory is

David Easton and he stated that a system encompasses many components, and action in any of the parts causes reactions in another. For example, an enterprise is combined of organisational functions - production, marketing, finance, etc. An action in production will affect marketing power and finance, so production needs to be done to accommodate the reactions in the various departments. The system approach in management looks at the enterprise as a system and each production, marketing, finance and personnel as subsystems. The system approach management involves the concept of synergy which means that the whole is greater than the sum of its parts. In organisational terms, synergy lies with the overall goals of the organisation, and integrates their activities with those of other departments. The system theory is out to correct the traditional theory which emphasises parts and segments of the structure, instead of emphasising interrelationship and integration (Biger et al., 2005).

**Input:** It encompasses social, physical, economic and political environment; input is received in a political system in the form of demand.

**Demands:** These are the claims made on the political system by individuals and groups to change some aspect of the environment.

**The environment:** is any condition or event which shows the external boundaries of the political system.

**Support:** Political system consists of the rules, laws and customs which provide a basis for the existence of a political community and authorities. They are symbolic or material inputs of a system (such as obeying laws, paying taxes or patriotism) that constitute the psychological and material resources of the system). However, the theory ignores the role of institution in the achievement of aims and objectives of the organisation (Biger et al., 2005).

**Output:** The results (Biger et al., 2005).

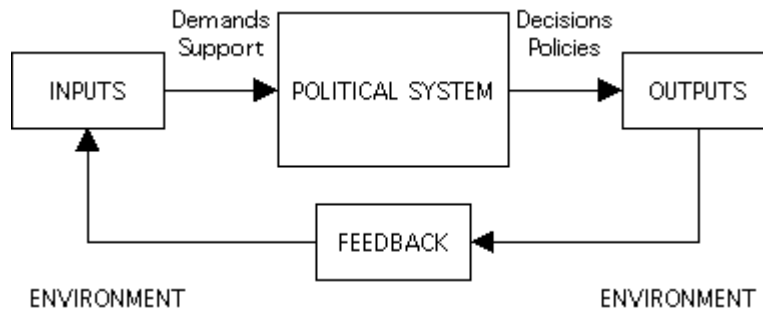


Figure 2.5 System Theory Model  
Source: Biger et al., (2005)

### 2.5.3 Endogenous Theory

Endogenous or growth theory: - Attributed to Romer (1986; 1990). This theory is built on thrust of basic production of capital and labour, and revolves around the importance of (physical) capital accumulation for long-run economic development. Endogenous growth theory assumes that increase in productivity is not an external factor (exogenous) but endogenous (internal); there is a link between improvement in productivity and rate of innovation as a result of investment in human capital. Endogenous growth theory emphasises the need for the government, private sector and market to nurture innovation and provide incentives for individuals to be inventive. The theory also emphasises the importance of knowledge in fostering economic growth. Endogenous growth theory assumes that there is positive externalities from development of a high valued added knowledge economy that maintains competitive advantage in growth industries in the global economy (Mohammed, 2012). The basic assumption of endogenous growth theory is that governments should subsidise education and research and development which in the long run, will have a positive impact on the growth and development of a state (Kopf, 2007).

The basic thrusts of the theory are that:-

1. The rate of technological progress should not be taken as given in a growth model - appropriate government policies can permanently raise a country's



growth rate particularly if they lead to a higher level of competition in the market and a higher rate of innovation.

2. There is potential for increasing returns from higher levels of capital investment.
3. The theory emphasises that private investment is the central source of technical progress.
4. Protection of property rights.
5. Investment in human capital (education and training) is an essential ingredient (Mohammed, 2012).

#### Limitations of endogenous theory

1. It is determinism: all economic outcomes, such as the steady state income level, capital accumulation rate and growth rate, are exogenously determined.
2. The question of what leads to growth and what stimulates growth are not answered.
3. Another issue of the theory is its inability to predict or explain cross-sectional variations e.g., income levels or return on capital, particularly disparities between rich and poor countries.
4. Endogenous model emphasises the expansion of knowledge as a source of growth but more significantly, still drops the assumption of exogenous technological change.

#### **2.5.4 New Institution Theory**

North (1991) developed an analytical framework for explaining the ways in which institutions and institutional change affect the performance of economies. The reason why institutions exist is due to the uncertainties in human interaction which consist of constraints that structure interaction. Institutions vary widely in their consequences for economic performance; some economies develop institutions that produce growth and

development, while others develop institutions that produce stagnation. He explored the nature of institutions and explained the role of transaction and production costs in their development. Institutions create the incentive structure in an economy, and organisations will be created to take advantage of the opportunities provided within a given institutional framework. The kinds of skills and knowledge fostered by the structure of an economy will shape the direction of change, and gradually alter the institutional framework. Institutional development may lead to a path-dependent pattern of development. Also, North explained the implications of this analysis for economic theory and economic history. He indicated how institutional analysis must be incorporated into neo-classical theory and explored the potential for the construction of a dynamic theory of long-term economic change (North, 1991).

An institution is based on the rules of the game of a society or more humanly devised constraints that structure human interaction. They are composed of formal rules (statute law, common law, regulations), informal constraints (conventions, norms of behaviour and self-imposed codes of conduct), and the enforcement characteristics or both. The basic assumption of institutional theory is that:-

1. The continuous interaction of institutions and organisation in the economic setting of scarcity and hence competition is the key to institutional change.
2. Competition forces organisations to continually invest in skills and knowledge to survive. The kinds of skills and knowledge individuals and their organisations acquire will shape evolving perceptions about opportunities, and hence choices that will incrementally alter the institution.
3. The institutional framework dictates the kinds of skills and knowledge perceived to have the maximum pay-off.
4. Perceptions are derived from the mental constructs of the players.
5. The economies of scope, complementariness, and network externalities of an institutional matrix make institutional change overwhelmingly incremental and path dependent (North, 1991).

The implication of this theory is that political institutions will be stable only if they are supported by organisations with an interest in their perpetuation. It is essential to change both the institutions and the belief systems for successful reform since it is the mental models of the actors that will shape choices. Evolving norms of behaviour that will support and legitimise new rules is a lengthy process, and in the absence of such reinforcing norms, polities will tend to be unstable. While economic growth can occur in the short-run with autocratic regimes, long-run economic growth entails the development of the rule of law and protection of civil and political freedoms. Informal constraints-norms of behaviour, conventions, and code of conduct are a necessary, but not sufficient requirement, for economic performance. Societies with norms favourable to economic growth can sometimes prosper even with unstable or adverse political rules (North, 1991).

The reasons for choosing the theory are as follow:-

1. Because it is the most recent theory amongst the four theories reviewed.
2. It deals with governance issues affecting Nigeria's institution.
3. A lot of researchers have placed importance on the role of institutions in achieving government's goals and objectives (Vincent, 2006).
4. The world economic forum: In their growth competitive index, three underpinnings of growth theory were identified, i.e., stability of micro-economic environment, quality of the institution and improvement in technology.
5. It is applicable to this research problem.

### **2.5.5 The Analytical Frame Work of Neo Institution Theory**

The Neo Institution Theory encompasses the political will (contribution), governance structure, goal dependence, resource, formal institution and informal institutions. Political will is necessary for sustenance and development of policy and programmes. It determines the success or failure of a policy, which includes the operation of a policy, the amount of money injected, and availability of human resources which promotes good policy outcomes (Abdullah, 2013). Political will involves efforts of government, civil

society, community leaders, the private sector, NGOs and religious leaders in the development process (USAID, 2005).

The commitment of the government needed to promote policies and programmes in many developing countries is low (Mahler, 1986). WHO (2005) observed that the global determination in providing education for all requires political action, advocacy, participation and sustainability. Political will takes much time and resources; at the same time, it deals with success and failure of initiatives (Mahler, 1986). Lack of political will is the reason for the failure of anti-corruption crusade; effective implementation of policy needs strong governmental commitment, and increase in funding and community participation (Gerald, 2001). Also, Jiatong, Edward, Zhong, Zhigang & Jian (2011) observed positive correlation between political will and education delivery. Mobilising resources is important for the achievement of education. Gerald (2001) also added that the effects of political will on the achievements of government policy in Africa and concluded that effective leadership is lacking.

Studies on political action and its impact on social policy (Michael, 2009) reiterate that a desirable policy outcome will be achieved if there is greater political will. The strength of public and private sectors to provide efficiency in an organisation is a direct effect of commitment which is defined as political will (Doldor, Anderson & Vinnicombe, 2012). He added that the challenges to political will is to distinguish between reforms that are designed to boost the image of political leaders and substantial efforts that are based on creating change (Doldor, Anderson & Vinnicombe, 2012). Political will could also be seen as sustained zeal of administrators and politicians to come together and invest resources to achieve specific objectives, as well as ability to implement policy and programmes of the government (Little, 2010). Addressing the level of political will of the government, Kosak (2009), cited in Little (2010), observed that the willingness to support primary education depends on the commitment of political actors, which in turn, legitimises the government through the provision of good policies and programmes that have direct impact on the masses. Government

commitment to education is based on resource allocation which includes funds, time, people and attention (World Bank, 2003).

Hammergren (1998) defined political will as government action in an attempt to improved the betterment of the populace. Kpundeh (1998) added that political will is a credible intention of political actors (civil society, elected or appointed leaders, stakeholder groups and watchdogs etc.) to come together at systematic level pursued a particular goal. Assurance of actors to undertake action to achieve a set of goal and to sustain the costs of those actions over a period of time (Brinkerhoff, 2012). Andrews (2004) added that political will could be seen as restructuring institution both in formal and informal setting. Anderson et al. (2005) see political will as pledge of governance. Rose & Greeley (2006) defined political will as sustained commitment of politicians and administrators to invest political resources to achieve specific goals. Therefore political will entails a set of decision makers with a common understanding of a particular problem on the formal agenda that show commitment to supporting a commonly perceived, potentially effective policy solution.

The structure is made up of institutions—formal rules, informal norms, and their implementation characteristics. The performance of the economy depend on how institution works, that is formal incentives and the frequently unanticipated results. The structure as well as political/economic environment is the basic determinant of the performance of an economy. It provides the incentives which shape the choices humans make. The strength of informal norms and the effectiveness of enforcement play a key part. (North, 2005).

Institutions are defined in line with Governance theorems, as rules of the game, as coordinative tools (North 2005; Ostrom 1990). The group of actors of the game can be persons or establishments, parliamentary and non-governmental, for profit and non-for

profit. In governance, harmonization is important to come to mutual decisions. These resolutions produce rules to guide decision-making, rules in way to deal with each other, rules of enclosure and omission of actors, knowledge, issues and thoughts in the process. Common decisions can also produce rules to change each of these rules (Eggertsson, 2005). Formal coordination mechanisms have effects because of informal institutions they are embedded in formal and informal institutions reshape each other continuously (North, 2005). The collaborations of the institutions make the governance evolution even more unpredictable. If supremacy struggles in governance lead to a change of formal rules, then groups that feel alienated can start to defy these new rules or disrupt the rule-making process. Governance includes persons and establishments that can become actors by taking part in decision making. Players coordinate decision-making by means of institutions formal, informal and dead. Governance entails taking decisions, and given the multiplicity of actors and continuous modifications in society, many different and ever changing versions of reality, of past, present and (desirable) future are continuously intervening in the arrangement of actors and institutions. Both actors and institutions are remolded in and by discursive dynamics. Sometimes actors are conscious of this, in most cases they are not. Governance refers generally how the formal and informal rules are able to enforced authority (Hyden, 2006). Governance can be formal or informal indeed, governance machineries are themselves institutions. Accountability is an element of governance, signifying the governance account for their actions to those with power or authority. Governance in modern society is multi-level authority, which means that several paths exist in a (supercilious) community. These paths can run parallel, they can entrap, and they can chunk each other. Developments in one path can affect the other paths, both positively and destructively, by inspiring conformity or by inspiring deviation. Actors can contribute in several paths and certain sites can be shared by different paths. There is relationship between structure and policy (North, 2005).

Goal dependence is dependence on the future or in other words, the influence of shared visions or policies on changes in the institution configuration. Explaining the evolution of institution formations in many communities is barely possible without saying the

influence of visions, from concrete plans to the indefinite of hopes, whether actors are conscious of them or not. Hopes can be interpreted as realities. Goal dependence becomes especially relevant when politics is more than coordination, when visions of the future are formed and translated into policies. Each governance pathway will be different and unique in its combination of path dependencies, goal dependencies and interdependencies. Each form of dependence can be considered an aspect of the rigor of governance paths. Yet their interplay also creates elasticity. Interdependence between actors in most cases is interdependence between organizations are not fully transparent to each other, even when there are no schemes at play (Van Assche & Martijn Duineveld, 2014).

The institution formations in governance paths produce many things. Firstly they produce actors and institutions (Foucault, 2007; Van Assche et al. 2014). Some players are formed in governance and others enter it. Some exist as organizations or individuals with a specific interest before any involvement in collective decision-making; others did not. Even those groups and individuals interested in certain goals and topics, cannot be considered actors before inclusion in governance. Once these organizations or individuals are included as actors, they are also transformed in and through the interactions with other actors and the institutional configurations. New actors that are formed within governance can emerge in various ways existing elements in society can be assembled around a common goal at the instigation of other actors, or in response to the actions of others. The results of governance can be observed in a multi-dimensional ways in the social environment and cause some to engage themselves in governance. The lack of certain outcomes can have the same effect. Internal discussions within actors in governance can lead to sections feeling alienated and either withdrawing from participation within the actor or to segments becoming involved separately, therewith creating a new actor (Van Assche et al. 2014).

Public organizations are branded by varied sources of funding (e.g., in education; contracts, government, student fees, research, campus services and others. Funding is a

very important element of organization (Crayford , Vuuren-Cassar & Colm Fearon, 2014). It governs the success or failure of organization. Many public institution as well as government policies and programme could not see the light of the day due to inadequate resource (Schneeberger, Kalaitzandonakes & Kolympiris, 2014). Community mobilization is important for pooling resource (Ostrom, 1990). The community is close to the stakeholder perception of collaboration. Government needs to ensure that organization meets the interests of society. Today's public organizations interact with many other external domains, such as industry, culture, health, territorial development and the labour market. Organization is not only expected to deliver exceptional service, but it also has to deliver them in ways and forms that are relevant to the productive process as well as helping to shape the information of society, using the viewpoint of stakeholders. Public organizations need to assume their role in society by engaging with various stakeholders and their respective communities. Such interconnections and interdependencies relate to the collective functions, as well as to the services that organizations provide, in terms of delivering services. Thus, it is axiomatic that, in order to meet its expectations, organizations must carefully select and identify the right partners (Pickernell; Packham & McCarthy, 2014).

Formal institution is based on rule of law, specified schedules, contractual, organizational goal adherence, Precise compliance, in term of transparency is potentially open to scrutiny and conflict resolution is by third-party (Hyden, 2006). The formal institutional structure of a society consists of the legitimate framework broadly conceived that is, the structure that defines the way the political and economic game is intended to be played. How the game is actually played is a consequence of the formal structure, the informal institutional constraints, and the enforcement characteristics. Cox & McCubbins (2001) recapitulate the formal structure of a democratic society as a structure of a polity and system of principal-agent relationships. In a typical democracy, for instance, there are three broad delegations, that is self-governing people, representation and decision-making power (North, 2005). In evolving and developing economies, formal institutions such as regulations laws and legally implementation,



property rights are commonly poorly established (Johannes, Denis, Sebastian & Indra de, 2007). Formal institutions are usually understood as rules sum up in formal structures such as political institutions, legal, constitutions and property rights systems. Formal institutions are imposed by official entities (judges, courts bureaucrats and police officers, etc.) (Jante, 2007). By disparity, informal institutions are largely self-enforcing through mechanisms of commitment, such as in patron-client relationships or clan networks, or simply because following the rules is in the best interests of individuals who may find themselves in a situation in which everyone is better off through cooperation (Ostrom, 2005). Formal institutions are written and enforceable (possibly through authorized recourse or mediation). They can be associated, therefore, with organisations of the state, market or civil society. They include economic and political institutions, legal systems, and cultural and social institutions with formal rules and procedures (North, 2005).

Informal institutions are based on solidarity, trust and social capital – such as kinship structures, civil, family, traditions and social norms – often substitute for complement or compete with formal institutions. In fact, informal institutions are of high importance and can help in promoting development, discounting them can be expensive for partner and donor countries. Informal institutions promote development processes in multiple ways. Family assistance, mutual help, and social capital are examples of informally organised solidarity that often provides the foundation of informal social security systems. Credit and saving groups, community-based health insurance schemes and funeral associations further show the large variety of organisational set-ups that such help can take. In other cases, informal institutions — such as the moral authority of village chiefs — help to settle clashes and constitute key informal accountability mechanisms. This is particularly important in countries where the power of formal government is limited. Village associations that are solely based on trust and peer pressure provide access to credit and insurance, help in times of distress, and facilitate the construction of public roads and sewage systems. The rapid expansion of community-based health insurance schemes all over Africa provides a good picture. Informal institutions can increase the well-being of people (Susan, 2007).

The informal institutions are successful in many countries for instance Grameen's performance demonstrates how solidarity, trust and informal social pressure among the very poor could be combined successfully with formal banking regulations and procedures. There are many examples in which formal and informal institutions work against each other, with less favourable outcomes. Current governance reforms in many developing countries that try to introduce new public management may, in fact, upset entrenched forms of informal power sharing — with the risk of threatening social stability (Indra & Johannes, 2007).

Informal institutions are harmonizing to (effectively enforced) formal institutions when both types of rules contain similar incentives and enforcement characteristics. Informal institutions may accommodate (effectively enforced) formal institutions when both types of institutions diverge. Also, informal institutions compete with formal ones when formal institutions are ineffectual. Especially when formal law is poorly enforced or simply ignored by authorities. Studies had shown how people recourse to numerous springs of justice where contending laws and norms operate at various levels, particularly in cases in which inherited legal systems subsequent colonial rule operate side by side with customary law. This is as a result of states do not feel the need to enforce the laws or they do not have the ability for effective enforcements (Nils, 2007).

Finally, informal institutions can substitute for the lack of efficiency of formal institutions. Like complementary institutions, these informal institutions are designed to achieve what formal institutions aim to do, but are ineffective or ignored by official sources. Informal credit markets and insurance schemes might very well be thought of as substitutes for formalized market or state organizations that usually provide such services. Informal neighborhood associations that gather to prevent crime, collect refuse off streets may be substituting for a city government's function. Since many of these associations posture little danger to formal institutions, they are commonly stimulated by state authorities (Nils, 2007). Informal relations seem based on deep-rooted institutions that do not succumb easily or automatically to the functional demands of the economy. Singapore's record of sound government rests on informal governing institutions as well as attributes of the formal government sector (Hamilton- Hart, 2000). In South Korea, it

has been convincingly argued that a century old system of informal patron-client relations rather than formal rules was behind the country's push for high growth (Srivastava, 2004).

In South Korea and Singapore, informal governance has complemented, or even substituted formal governance. Leaders have used formal and informal governance to press for a fairly steady set of developmental goals. Illegitimate rent-seeking, nepotism and other variants of informal governance may have accompanied these developments. The situation has been different in other circumstances, as evidenced in, in which informal institutions have come to substitute for formal ones with less positive outcomes. Many types of interactions exist between the informal and the formal system such as resource mobilization, complementary and competing with the formal governance system (Marion, 2007).

Hyden (2006) added that informal organizations play a role in developing countries such as clientelism which is one of the informal institutions, commonly in and outside of government. It is associated with power and weak institutions. Clientelism is problematic, especially in circles that are concerned with improving governance in African countries. Another form of informal organization as stated by Hyden (2006) is pooling which is associated with cooperation along charitable and self-enforcing streaks. Among informal institutions the family is important cultures where voluntary associations such as clubs, schools and professional organizations have yet to acquire influence in society (Fukuyama, 1995). In addition to the above, self-defense are informal institutions that organize support against a collective threat or enemy. A good example of this is OAU, they implement joint effort in self-monitoring system to guarantee good governance on the continent (Hyden, 2006). Finally, Charisma is another form of informal institution such as dedication to heroism, sanctity, and exemplary character of an individual person. Weber viewed it as all individual personalities endowed with superhuman, supernatural, or exceptional powers or qualities. That is great heroes, prophets, saviors, shamans and demagogues. Charisma forms the line

between person and rule. It assumes a give-and-take exchange in which the authority of the charismatic figure is accepted without question (Hyden, 2006).

In the absence of a welfare state set of institutions aimed at providing citizens with a measure of social security, Africans have always relied on informal social support systems such as the extended family, neighbors, or community at large. Hyden (2006) has recognized the incidence with which followers of these local networks engage in some form of support, be that physical or immaterial such as counseling and personal visits to relieve stress of others. It is clear from that people devote quite a lot of their time to obligations associated with the economy of affection. At this most fundamental level of pooling, the economy of affection continues to be very much alive.

The lack of trust in government policies — and the resulting malfunctioning or lack of formal institutions has induced small firms to create their own informal governance arrangements. Kahkonen, Lee & Semboja (2001) provide an example of legal institutions in economic development. Faced with a lack of well-functioning formal institutions, such as property rights and contract enforcement mechanisms, organizations have established their own mechanisms to overcome risk and uncertainty in their relations with other businesses. Most firms prefer to maintain good relationships with well-known and long-term suppliers and consumers. They rely on their social network, which is often built on trust among ethnic or religious groups.

## **2.6 Role of Institutions in Development**

Development is about putting all (system) component parts in place Nwosu, 2003, cited in Nwanko & Richard (2004). Scholars have focused their attention on macro-economic impacts without studying the institutional foundation and how it leads to growth and development. Putman, cited in Evans, added that citizen's participation strengthens state institutions (Evans, 1997). Development entails good policy, strong institutions and ability to implement the policy (Nwanko et al., 2004). African countries have undergone

many upheavals ranging from civil war to debt crisis, SAP, MDGs and NEPAD. The impact of it is the devastating infrastructure and weak institution as a result of micro-economic uncertainty, corruption and misappropriation of public funds by corrupt politicians and public servants. MDGs, for example, delineate the role played by the state and private sector toward achievement of the goals; also, the environment needs to be market-driven to enhance private investment (Boubakri, Mansi & Saffar, 2013; Nwanko et al., 2004). The institutional constraints are determined by resources availability and transaction cost which affect the manager's decision (Wright, Kafouros, Hong & Wang, 2012).

The factors of production such as land, capital and labour did not transform Africa into a vibrant economy due to low level of administration and weak institutional bodies. Weak institutions retard growth while strong institutions promote growth and development (Nwanko et al., 2004). The features of good institutions are equality, enforcement of property rights and promotion of rule of law (Acemoglu, Robinson & Woren, 2012). There are four types of institutions: market-creating institutions which focus on enforcement of contract and protection of property rights; market-regulating institutions that deal with market imperfection and externalities; market stabilising institutions which deal with macro-economic stability and control over inflation; and market legitimising institutions that deal with provision of social protection (Acemoglu, Robinson & Woren, 2012).

Therefore, under-development in Africa has to do with absence of an enabling environment to overcome the challenges. Africa needs to enhance security of lives and properties, redefine the role of the state through reforms, strive for distributional equity, stability and basic functioning of infrastructure (Ikoya, 2008; Nwanko et al., 2004). The causes of stagnation in economic growth include lack of meaningful policy reforms that have direct bearing on the masses, insufficient government commitment and weak institution (Koch, Dreher, Nunnenkamp & Thiele, 2009). There are indices to growth,

such as size of government, legal structure and security of property rights, freedom to trade internationally, regulation of credit, labour and business and access to sound money (Kandil, 2009).

The indicators of economic growth include foreign investment, trade policy, monetary policy, nature of the market, property rights and regulation (Kandil, 2009). Institutions determine growth and development – a good institution enhances economic growth and development, and countries with good institutions grow faster. The World Bank framework for quality institution comprises property rights, rule of law and strong government. In Africa, Botswana and Ghana are the only countries with quality institutions; their per-capita income is very high with good private properties investment, sound economic policies and commitment to democratic ideals, through strong leadership, good government policies and development plans. Botswana and Ghana were able to transform the economy and make proper utilisation of resources which helped in providing quality service in such areas like education and health (Kaufman & Mastruzzi, 2009; Rosenbloom, Shafritz, Naff & Riccucei, 2007).

The new institution economics advocates that the functions of states, such as policy, budgeting and auditing should be re-assigned to other tiers, such as states and local governments, private contractors, civil society, consultants and international partners. The new institution economics is about building institutions and the unit of analysis is transaction cost. Government mechanisms are needed to create order, and develop institutions for the market by enhancing accountability and transparency, where the state is seen as multi-services provider (Porter & Craig, 2006)

Part of the education problem in Africa is lack of strong public institutions, since developing strong institutions takes time and energy. The ingredients for building strong institutions include visionary leadership and political will, quality of bureaucracy and

good mechanism for building consensus, good strategic planning and government stability (Jee Penget et al., 2008). Political will could be seen from many angles, such as percentage of resources committed to education, ability to implement educational reforms and good coordination between the central and sub-units of the government (Jee Penget et al., 2008).

Looking at East Asia education development, the main attribute responsible for their growth and development is visionary leadership. Leaders give preference to education which promotes productivity. Another factor is mobilisation of resources from private sectors and foreign aids (Jee Penget et al., 2008). Education is a basic human right which can be achieved through government effectiveness and should be given to all citizens. Education is the key to development and the key to poverty reduction, as well as economic and social improvement (Jee Penget et al., 2008).

African countries are making efforts to eliminate illiteracy but high demographic growth and resource constraints constitute the major problem. For successful policy in Africa, the leaders need to adapt holistic vision, universality of education and collaboration with the stakeholders. In order to join the global economy, African countries need to make substantial investment in education, with focus on innovation and knowledge (Jee Penget et al., 2008). Despite commitment of the government to the achievement of MDGs, Nigeria and many African countries are likely not to attain the target by 2015. Therefore, for the country to achieve the MDGs, the policy of the government needs to be re-assessed through investment in such vital areas of life (Sun, 2013a).

The World Bank (1991), cited in Gomez (2004) and (Ito, 2006), identified key indices for the growth and development of East Asia, such as medium public sector, high investment in people, economic discipline and institutional development. The development of state requires building state institutions through promotion of economic

activities, high level of autonomy, public control of financial resources by the state, efficient coordination of state activities through application of ‘carrot and stick’, quality of bureaucracy and enhancement of the private sector. Development entails provision of social services and infrastructural development (Gomez, 2004).

The SAP failed to promote growth and development in Africa due to neglect of the role played by institutions, which was as a result of market failure (Hyden, 2006). More external funds are needed for the achievement of the aims and objectives of MDGs in Africa. Many countries in Africa emerged from rancor and chaos, and the leaders are more concerned with managing and building the state out of instability (Hyden, 2006).

Policies in Africa suffer from lack of input from professionals leading to poor performance. Many countries in the world have developed and are developing and have succeeded in reducing poverty, nepotism and tribalism (Hyden, 2006; Ogundiya, 2010). Investment in human capital improves the nation’s stability and promotes development of competent bureaucrats (Aysan, Nabli & Yaroudakis, 2007). The major characteristics of institutions include polity and bureaucracy and enforcement of property rights (Abdi & Aulakh, 2012). Growth and development of a nation depend on governance which is based on the quality of the institution (Evans & Rauch, 1999). Bureaucracy provides avenue for response to organisational needs; low bureaucratic quality results in poor organisational performance. Bureaucrats refer to personnel who carry out day-to-day administrative work, and who engage in restrictive rule, procedural constraints and red tapism (Hyden, 2006).

There is relationship between financial expenditure and student achievements; increase in government spending has a great effect on student performance (Hyden, 2006). The neo-liberals explain that the Asian crisis of 1997 was as a result of nepotism and corruption; some viewed the causes of crisis to be misallocation of resources which was



as a result of statism and inefficiency. Johnson (1987) summarised the characteristics of developmental states as states that have autonomy over financial control on the economy, bureaucratic autonomy, development of industries through administrative advice, support for the private sector and exercise of power and control over foreign capital. Development can be achieved through stable policy, collaboration between public and private partnership and heavy investment in education. The key to economic growth and development is the bureaucratic alienation from imposing private interest. Part of the causes of the crisis is the unregulated capital flow, weak system of supervision, abuse of finance for political gain, pumping money into electioneering campaign by buying citizens' votes, thereby leaving people in poverty (Hyden, Court & Mease, 2003).

The advocates of the institution theory assume that institutions stagnate during periods of emergency or crisis without due consideration to how political factors contribute to such stagnation. The quality of bureaucracy dominated by technocrats can influence economic growth and development. The nature of the political system, such as parties as well as the politician determine the role of state in promotion of economic growth and development. The politicians who are rent-seeking, favour their families and friends. Such kinds of gestures affect institutional development. Another feature of strong state is the ability of the bureaucracy to free itself from sectorial interest (Hyden, et al., 2003; Aulakh & Abdi, 2012).

Institutions are engines of growth and development with good resource endowment. Quality institutions protect property rights and good investment coordination, while bad institutions protect the powerful, leaving the masses without education, thereby creating gap between rich and poor. Such kind of state will have limited opportunities for its citizens and negate growth. Conflict theory explains the consequences of bad institutions, such as creation of inequality, political instability due to channeling country's resources from production to buying war equipment and negating action

toward production of public goods. The stability of a state depends therefore on addressing inequality (Fukuyama, 2013).

The development of the Asian Tigers “smart state” was as a result of promotion of social contract between state and citizens; this provided avenue for quality of primary and secondary education, housing and health as well as opportunities for development of competitive workforce, leading to rapid improvement in standard and cost of living (Fukuyama, 2013). The keys to economic growth are trade liberalisation, fiscal discipline, competitive exchange rate regime, tax reform, privatisation, foreign direct investment, deregulation and market determined interest rates, reduced subsidies and redirecting government expenditure toward infrastructure, health, education and enforcement of property rights. The role of the state should be in its ability to enhance collective action and decision (Fukuyama, 2013). Institutions that give priority to education and health, infrastructure, higher education and training, good market efficiency, sophisticated financial market, labour market efficiency, technology, size of the market, business sophistication and innovation, promote development (Fukuyama, 2013). Education and training are the keys to institutional change, based on political process and the legal system of a state (Mithias, 2001).

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

Economic growth and development in the west was as a result of efficient and effective organisation. The development of human resources also served as foundation for the development of the west (Brinton, 1991). Institutional arrangement determines the success of an organisation - a well arranged institution with proper division of labour promotes efficiency and organisational success, minimises imperfection of market commitment and fosters organisational efficiency. Institutional arrangements also determine the success or failure of a policy and getting things right North (1991), cited in Shepsle (1991). Development occurs in the society when political institutions support the growth and development of economic institutions; it is the politics that determine and influence economic performance in the sense that it determines the principles of the game. The strong state is the one that rests on strong institutions rather than on charismatic way of leadership. A state must enhance strong participation of citizens in decision making. The economic freedom of a country is determined by indicators, such as fiscal burden, trade policy, finance and banking, degree of government intervention in the economy, foreign direct investment and capital flow, regulation of the economy, wages and prices and informal market activities (Milo, 2013).

The west was able to overcome poverty and famine, i.e., reduction in malnutrition and disease and infant mortality by provision of education to the masses. Their transition from poverty to wealth was through education and this led to drastic reduction in poverty rate from 90% to 30%. Education plays a vital role in the economic prosperity of the west. Another key explanation to the growth and development of the west is the mechanism of their institution. Also, science and invention play a key role as a result of knowledge transfer; access to natural resources also provide opportunity for their growth. The west has continuously improved on innovation due to their spending on education which enables their workforce to acquire new skills and also their population to acquire more knowledge. People are given opportunities to form enterprises and the enterprises are curtailed due to inadequate capital and lack of talent. The government

also provides funds for innovations that are likely to succeed or even that which can fail to ensure their sustainability (Rosenberg & Birdzell, 1986). The growth and development in South Korea and Taiwan is due to human capital development, especially at primary and secondary levels (Booth, 1999). New Institution Economics focus on contractual arrangements, areas of conflict and cooperation among the participants or stakeholders (Currie & Messori, 1998). Institutions determine cost of production and exchange; they also promote human relations and production of goods and services. An effective institution facilitates productive investment, such as education and health care delivery because non-productive spending drains the resources and leaves the masses in penury. Development needs a visionary leader, good government legislation, enforcement of rule of law, sound economic planning and translation of such plan into action and proper utilisation of resources (Kumssa & Mbeche, 2004). The institutional weakness in Africa is as a result of elite control of resources for their selfish ends, rivalry between the political organisations, scarcity of resources and corruption (Kumssa et al., 2004).

New development approach emphasises the provision of basic services to the poor, productive investment and reduction in the size of government, privatisation, private partnership, institution building and decentralisation, improvement in the standard and cost of living, provision of enabling environment for the private entrepreneurs to flourish, creation of jobs, good policies and provision of social services. The role of the state is seen in the form of sharing of services among state actors, market and civil society. The New Institution Economics state that effective transformation depends on information, enforcement of contract, competition and decentralisation (Porter & Craig, 2006). Most of the countries have been successful because of institutional reforms, i.e., copying better practices and monitoring the development of the institution (Foxley, 2010).

## **2.7 Origin of New Institution Theory**

The origin of institution theory could be traced back to the work of a German sociologist, Max Weber. In his theory of bureaucracy, he identified three types of authority: rational-legal, charismatic and traditional. Later, political institutions came into being which was advocated by political scientists in the UK and US. In the 1980s, neo-institutionalism/new institutionalism followed. The advocates of this school include Paul Dimaggio, Walter Powell (1983, 1991) and North (1980 & 1990s).

The basic thrust of neo-institutionalism centered on developing institutions that can produce growth and development. The new institution economics is a multi-disciplinary field and relatively new which covers many areas, such as law, economics, history, business organization, sociology and political science. The new institution economics is considered to be a revolution in economics; it emphasises that the cost of transaction is determined by the arrangement of the institution, which provides an avenue for economic performance. Law, social system and politics determine economic performance (North, 1990). The differences between the old and the new institution are that old institution argued that institution is the determinant of and influences economic behaviour, with little analytical rigour, no theoretical framework and no quantitative theory in which inference can be made (Raja & Dash, 2009; Vladimir, 2007).

The new institution expands the role of institution, and provides economics with theory and institution. The old institution has limitation in scope and method; it addresses formal rules rather than informal rules; the new institution shifted from organisation to rules, e.g., budgeting and decision making; from formal to informal, status quo to dynamic nature of institution, i.e., stability and sustainability of institution; from independent to embedded holistics with different conception of institutions, such as intergovernmental relations, policy making and contracting rules (Marsh & Stoker,

2010). The new institution is seen as a revolution in political science; it is defined as a pattern of behaviour that shapes human interaction. Unlike old institutions, new institution theory is based on shift from formal to informal organisation. It studies for instance, procurement procedures, budgeting system and decision making, and draws a margin between institution and organisation. New institution also deals with formal convention as well as formal rules, such as job description, contract and budget system and terms of reference. It can also be a form of convention, such as functions of party groups and decision making. New institution also studies stability of the institution as human constraints. Stability is one of the major features of new institutions; the environment also plays a vital role in changing institutional patterns. Old institution addresses good governance; in contrast, new institution discusses how the institution shapes the value of the society. The new institution also addresses inter-governmental relations, decision making, electoral systems, tax and benefit system (Marsh et al., 2010).

New institution economics is commonly referred to as organisational theory. It is an extension of neo-classical theory - the fundamental assumption is transaction cost and how it influences the structure of the organisation. The economic return is development; it deals with efficient allocation and how different arrangements provide an alternative. The societal needs vary from individual to individual; therefore, state, political parties, firm and society are collective partners. Economic decentralisation creates room for negotiation until it reaches state of Perato efficiency. The property right, transaction cost and contractual agreement constitute the basic features of new institution theory. The state poses absolute coercive powers over the transaction cost, and economic process is determined by institutional arrangement. The state's role should be in the form of enforcement of constitution, regulation of property rights, as well as transfer of rights. The essence of constitution is to prevent arbitrary use of power by the state. The sub-field of institution theory is the transaction cost; the second sub-field of institution theory is property rights, i.e., the right to utilise the resources; the third is contract which deals with the issue of asymmetric information and incentive problems. It includes

agency theory, and rational and incomplete contract theory, such as commitment and enforcement of contract. Other sub-fields are new institutional economic history, the historical and comparative institutional analysis, evolutionary game theory and constitutional economics, as well as the theory of collective action (Richter & Furubotn, 2008).

New institution theory examine the problem of coordination as it affects economic performance. The institutional arrangement may be bilateral or multilateral. Bilateral is between buyer and the seller, while multilateral is between community and the state. The institution also works at two levels, i.e., macroscopic level (institutional environment) and microscopic level (institutional arrangement). The role of the state is the enforcement of the rule of the game; that is why modern society cannot stay away from the state (Richter et al., 2008). Gornitzka (1999) said that organisational survival depends on its institutional environment. The adaption of a policy by the organisation depends on the enforcement capability for the success of the policy. The growth of an organisation depends on its responses to change, such as stable values, perception, interest and availability of resources (North, 1990).

DiMaggio & Powell (1983), cited in Papadimitriou (2011), explained two types of institutional constraints: institutional and competitive. The competitive constraint is that organisations not only compete for customers and resources but for institutional and political legitimacy. The institutional legitimacy includes Normative, Coercive and Mimetic legitimacies (Park, Fey & Bjorkman, 2003). The first constraint is normative, i.e., professionalisation of organisations. It deals with action of members of an organisation to define the conditions and methods of their work, control procedures and production and to establish rules based on legitimacy of their work. Coercive constraint comes from legitimacy and political influence; this pressure reflects the enforcement and regulative aspect of environmental agents who are strong enough to impose structural forms of practices on sub-organisational units. The coercive constraint comes from

regulatory agencies and resource providers (Dimaggio & Powell, 1983, cited in Papadimitriou, 2011). Mimetic constraints come from standard responses to uncertainty; the mimetic process is to ensure efficiency in an organisation. In essence, quality management, leadership commitment, institutional reputation, bureaucratic and political decision making processes play a vital role in organisational efficiency (Csizmadia, Enders & Westerheijden, 2008 cited in Papadimitriou, 2011).

The basic thrust of new institutional theory is that organisational policies and programmes are based on rules, values and requirements shared by its members (Papadimitriou, 2011). Transaction cost theory is mainly concerned with an area covered by the firm; it uses transaction cost and association cost as unit of analysis and coordination of transaction within a business organisation. Organisations incur cost of transaction, such as contract and supervision; it assumes that organisations will select the cost that minimises transaction. Transaction cost economists discussed adaptation of government structure in order to survive. New institution theory highlighted process of coordination and its effects on transaction cost (Marsh et al., 2010). Transaction cost has become one of the features of new institution theory; the relationship between the transaction cost and the economy is wider than between market and the firm. The new institution theory also looked at the relationship between market, firm and the state in resource allocation. Institution performance emanates from the society to political interaction, policy of government and implementation, i.e., from input to output. There is relationship between institutional performance and civil engagement - some societies develop social trust and cooperation, such as network norms and civil engagement that promote development. Also, social capital requires cooperation between employer and employees, executives and legislators, governance and governing, as well as good monitoring devices (Putnam, 1993).



## **2.8 Conclusion**

The chapter touches on the literatures related to the topic, i.e., the role of state in development of the institution. Some of the topics highlighted are the role of state, education and development, the experiences of other states in basic education development and review of the early theories, such as human capital theory, endogenous theory, system approach theory and new institution theory.

## **CHAPTER THREE**

### **FUNDING PRIMARY EDUCATION IN NIGERIA**

#### **3.1 Introduction**

This chapter discusses the administration of primary education in Nigeria right from the time of colonial administration to the present day, sources of funding basic education in Nigeria and role of government in basic education provision in Nigeria.

#### **3.2 Administration of Primary Education in Nigeria**

The administration of primary education in Nigeria started during the period of the missionaries, specifically the Roman Catholics, Anglican, etc. Missionaries were the first to introduce western education, but their activities were restricted to major cities of Lagos and Calabar. It took about a century after the initiation of education in the Southern part of Nigeria for it to be brought up to the Northern part of the country.

The coming of colonialism also provided an avenue for Christian missionaries to continue spreading the gospel in collaboration with the colonial masters. The first area of conquest by the colonial masters was Lagos in 1851; Eastern Nigeria became a colonial territory in 1892 and the final conquest of Nigeria was in 1903 when northern

Nigeria was brought into submission (Adeyemi, 2011; Owoyele & Kareem, 2011). The introduction of the universal primary education (UPE) scheme in 1976 by the regional government in Nigeria played a crucial role in expansion of primary education. However, UPE faced many problems during its early inception, such as educational imbalance in the country, shortage of qualified teachers, poor coordination, inadequate curriculum materials and poor funding (UBE, 2012 & Ostrom, 1997).

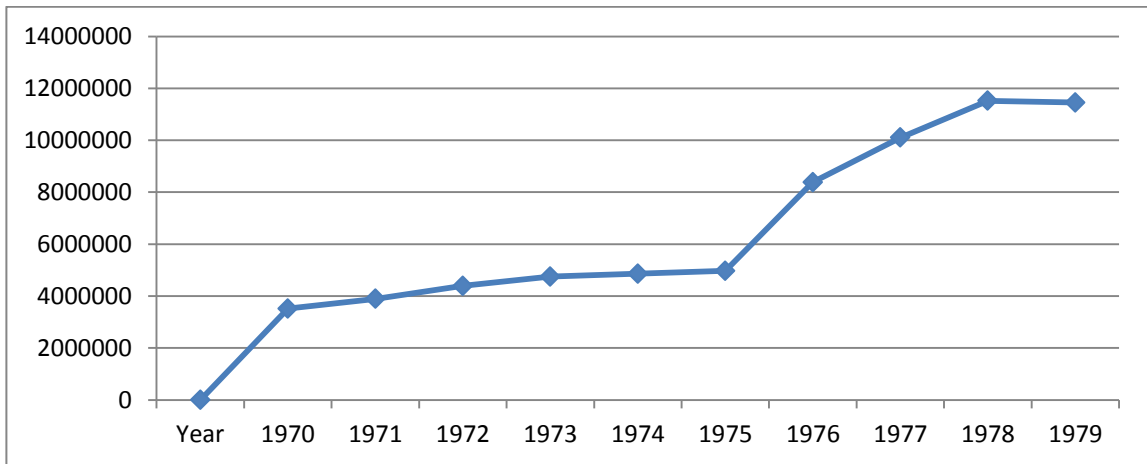


Figure 3.1 Primary Schools Enrolment in Nigeria from 1970-1979

Source: Adenuyi & Otu, 2006; FME, 2007; National Bureau of Statistic, 2009.

Government interest in education in the 1970s led to many changes in educational policy in Nigeria, including formation of the national policy on education in 1977, revised in 1981. The policy specified the number of years and type of examination for each level. The period between 1969 to 1970 also witnessed the taking over of schools from missionaries and voluntary agencies, through the establishment of the school management board and unified teaching service (Martin, 2009).

Table 3.1  
Expenditure on Education by Federal & Regional Governments in Nigeria 1963 (£)

Expenditure	Federal	North	West	East
Recurrent expenditure	5,031	4,699	7,122	6,515
Capital expenditure	2,287	1,331	189	179

Source: Federal Ministry of Education (1963); Statistics of Education in Nigeria 3(1) 71 cited in Yakubu (2011)

The nationalist and second generation leaders made efforts to transform and upgrade primary education into a reputable standard and accessible to all, but they were not able to achieve this due to shortage of funds and structural deviation. The enrolment was maintained at geometric progression while the fund was growing at arithmetic progression (Paul, 2011; Martins & Emmanuel, 2009). Nigerian policy makers made a lot of commitment to education by allocating a share of the GDP for investment in education, but there was no steady commitment toward development of education. The education system was not sustained, and as time passed, the share of GDP devoted to education was too small to sustain the system's ability to manage economic growth. There was frequent change of government, i.e., political instability contributed greatly to institutional problems in Africa. There was also economic stagnation and population explosion (Bates, 2008).

Table 3.2  
Education Expenditure in Nigeria 1975-1980 (Amount in millions €)

Expenditure	Primary	Sec.	Sec. Tech	Teachers Pri. Edu	Teachers Pri. Sec.	Higher Edu
Total funds for edu by level	301,083.0	966.74	88.63	200	144.49	251.86
Federal contribution	300	813.80	1.50m	200m	107.70	208.93
% exp by level of edu	99.641%	53.14%	1.69%	100%	74.53%	82.95%
	12.1%	39%	3.6%	8.0%	5.7%	10.1%

Source: Adapted from Adeyemi (2011)

The growth experienced in the 1970s and early 1980s, and recession in the 1990s due to effects of the SAP had great effects on education in Nigeria. By 1984, when the military took over the government, primary schools experienced shortage of infrastructure; school buildings were dilapidated, children read under the trees, funds were mismanaged, there was inadequate staff training and obsolete instructional materials, among others.

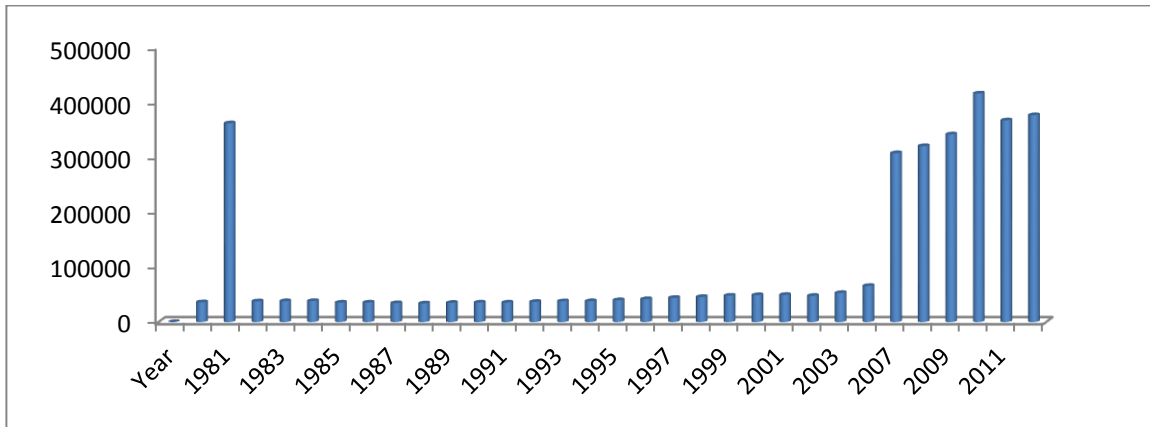


Figure 3.2 Number of class rooms in the primary schools from 1980-2012 in Nigeria  
 Source: Adenuyi & Out, 2006; FME, 2004; National bureau of statistic, 2009; UBE, 2012

The Figure above shows a reduction in number of classrooms from 1980-2012. The highest supply was in 2010 and it decreased in 2011 and 2012. This warranted the Federal Government once again to intervene in order to save the system from total collapse. Since then, the primary schools have been facing many problems which could not allow them to develop. Many school pupils did not demonstrate any sign of literacy. In 1986, the Federal Government again abolished tuition fees in primary schools nationwide. As a result of this, it started making direct grants to the local government for primary education; the grant included funds for part payment of salaries for primary school teachers (Paul, 2011 & Onukaogu, 2009).

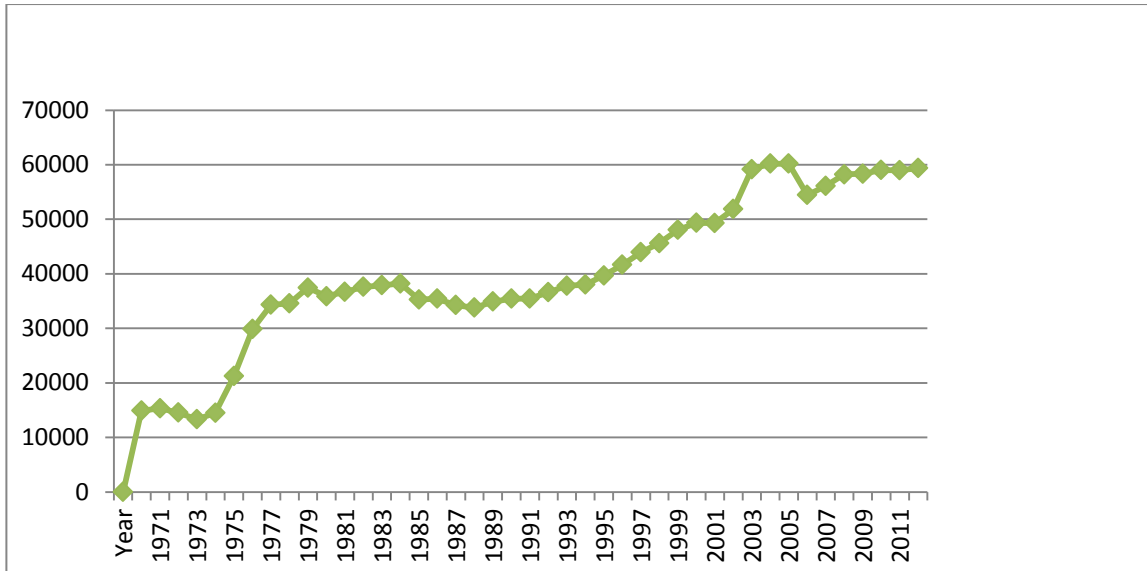


Figure 3.3 Number of Primary Schools in Nigeria 1970-2012

Source: Adenuyi & Out, 2006; FME, 2004; National bureau of statistic, 2009; UBE, 2012

The Figure above shows that there is drastic increase in the number of schools from 14,902 in 1970 to 15,324 in 1971 to 14,902 in 1981 to 60,188 in 2004 and decreased to 59,382 in 2012. In 1988, the National Primary Education Commission (NPEC) was established under Decree 31 of the Federal Republic of Nigeria, to manage the affairs of primary education. It was later scrapped by the Federal Government under the provision of Decrees 2 and 3 of 1991, which vested full responsibility of the administration of primary education within the jurisdiction of the local government. With the decree No. 96 of 25<sup>th</sup> August 1993, the NPEC was re-established as the State Primary Education Board (SPEB) and Local Government Education Authority (LGEA) and they were once again in control of primary education in Nigeria. The LGEA was assigned the day-to-day administration of primary schools in its area of jurisdiction while the SPEB was charged with administration of primary schools in the state. The local government councils appointed Education Secretaries who then reported directly to the SPEBs; these arrangements have resulted in general conflicting pressures on the Education Secretaries due to the different roles played by the SPEBs and the Local Government Councils (LGC's). There are also areas of overlap in the functions of different levels of

management, which had to be addressed. The NPEC was the overseer of the SPEB of all the states of the Federation, but, the Federal Government supervised this commission. This arrangement shows that the management of primary education is no more a government affair; it involves all tiers of government (Usman, 2011). According to the provision of this decree, the NPEC receives the National Primary Education Fund as established by this decree from the Primary Education Board of each state and the Federal Capital Government Sponsored Special Primary Education Projects in accordance with the formula prescribed in this decree. This has been the condition of primary education funding and administration since 1993 to the time when the newly democratic government came into power on May 29, 1999 (Adenuyi & Out, 2006).

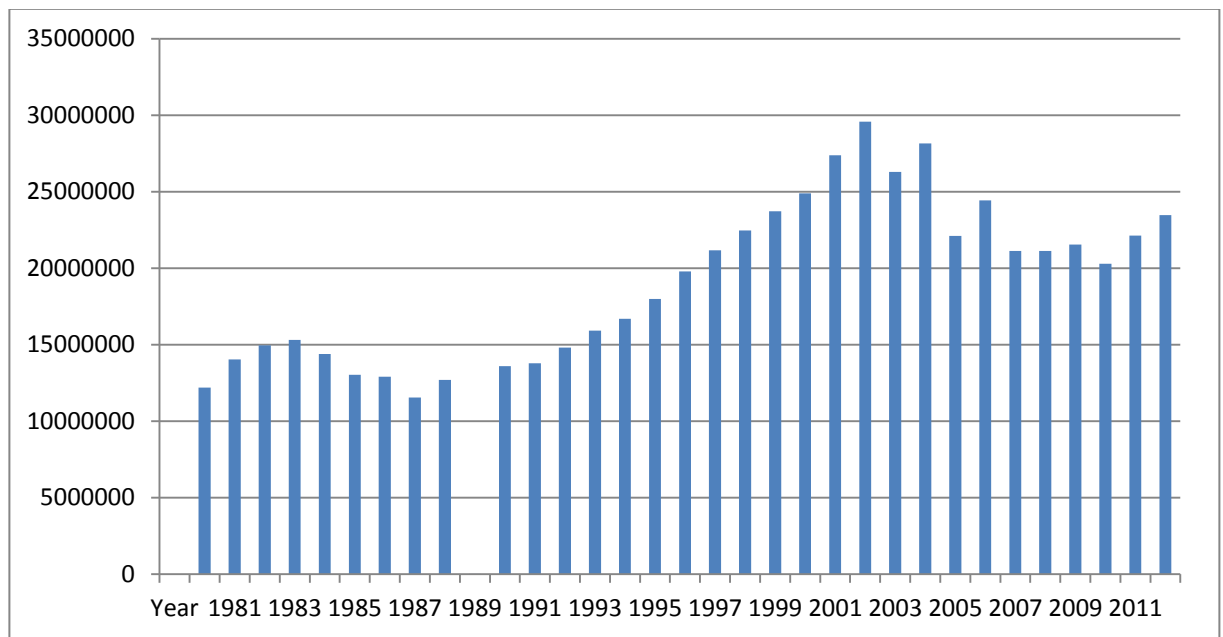


Figure 3.4 Primary Schools Enrolment in Nigeria from 1980-2012

Source: Adenuyi & Otu, 2006; FME, 2004; National Bureau of Statistic, 2009; UBE, 2012

The Figure above shows enrolment in secondary schools in Nigeria in 1980 to 2012; enrolment was 12,206,291 in 1980; it further increased to 29,575,790 in 2002 and decreased to 23,476,939 in 2012. The expenditure of government on education has not

been stable since the introduction of SAP in the 1980s, and this has been compounded by the economic recession which affected the budgetary allocation to education. Some of the factors that affect education development in Nigeria include:-

a. Political instability: The frequent changes of government affect education policy in Nigeria. Many viable education policies have been abolished or changed. This created the problem of lack of continuity of government policy due to military rule in the country for almost three decades (Amaghionyeodiwe & Osinubi, 2006).

b. Funding: There is shortage of funds - the country spends less than 10% on education, while the amount spent on security and defense has the highest slot in the budget especially from 1980 to 1991. The problem of inadequate funding has led to failure of the 6-3-3-4 system of education which required huge capital for training, recruitment, workshops, etc. (Amaghionyeodiwe et al., 2006; Oni, 2009).

Table 3.3

Federal Government Expenditure on Education in Nigeria from 1996-2002 (%)

Year	1996	1997	1998	1999	2000	2001	2002
Tertiary	79.9	78.9	68.4	69.0	75.8	68.1	76.9
University	52.5	49.6	39.4	39.9	49.2	39.6	51.2
Polytechnics	16.2	23.2	17.0	18.5	17.0	16.6	16.0
Colleges of education	11.2	11.1	12.0	10.6	9.6	11.9	9.7
Secondary	10.4	11.3	14.6	18.7	15.3	15.5	15.6
Primary	9.7	9.8	16.9	12.2	8.9	16.4	7.5

Source: Federal government of Nigeria annual budget (various years), Herbert, 2002, Hinchcliffe (2002) cited in Amaghionyeodiwe et al., (2006)

In 1970, Nigeria experienced oil boom but it lasted for only a decade. By 1980, there was oil crisis as a result of deficit financing and devaluation of the value of the Naira, and galloping inflation characterised the economy. This made the administration of primary education to be transferred from one tier of government to another. This



decentralisation created many problems for primary education; states introduced fees and some states were able to sustain the standard of education while education collapsed in some other states (Amaghionyeodiwe et al., 2006; Ostrom, 1997). The effect of the SAP was such that it pays emphasis to infrastructure and loan servicing rather than spending on social capital (Garth et al., 2003).

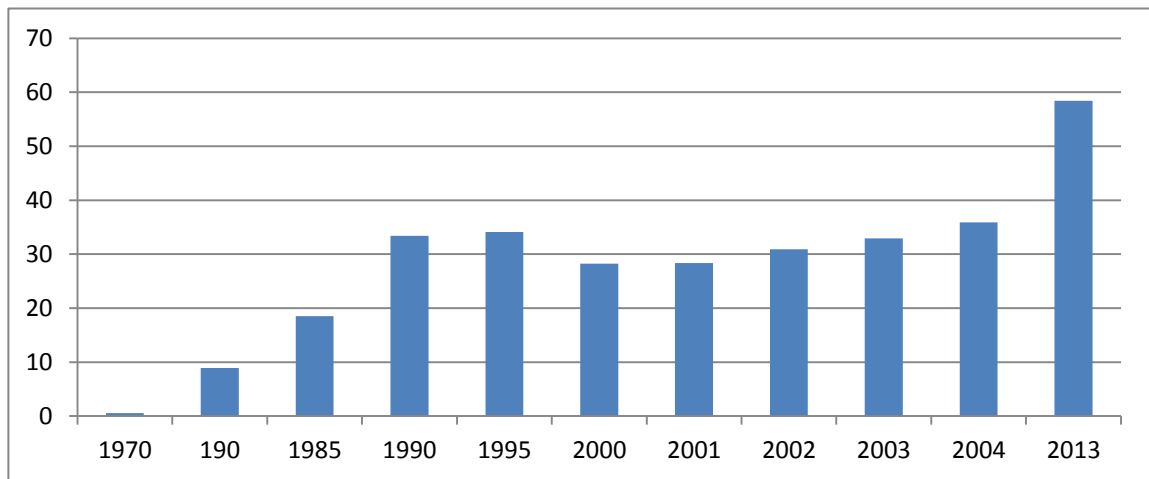


Figure 3.5 Nigeria's external debts

Source: (Iwela2013, Garth, et al., 2003)

The Figure above shows Nigerian debt in US Dollars from 0.57 in 1970 to 8.90 in 1980, which further increased to 18.5 in 1985 to 35.9 in 2004 and 58.04 in 2013. However, when the country returned to civilian rule in 1999, in its effort to further revitalise primary schools, the Federal Government launched UBE which was aimed, among other things, to standardise primary education and make it accessible to all. But since the launching of the programme, there have been many problems facing the scheme which hindered speedy development of primary schools. The UBE Programme is a nine year basic educational programme, which was launched and executed by the government and people of the Federal Republic of Nigeria to eradicate illiteracy, ignorance and poverty as well as stimulate and accelerate national development, political consciousness and national integration. Former President, Olusegun Obasanjo, flagged off the UBE on 30<sup>th</sup> September 1999 in Sokoto, Sokoto State. The UBE Programme is Nigeria's strategy for

the achievement of EFA by 2015 and the education-related MDGs by 2020 (Sabella, 2012).

The UBE Act 2004 makes provision for basic education comprising primary and junior secondary education. The financing of basic education is the responsibility of the three tiers of governments, i.e., Federal, States and Local Governments. However, the Federal Government has decided to intervene in the provision of basic education with 2% of its consolidated revenue fund. For states to fully benefit from this fund, certain criteria were established which states have to comply with. The act also provides for the establishment of the UBEC to co-ordinate the implementation of the programme at the state and local government levels through the SUBEB of each state and the LGEAs. The UBEC was formally established on 7<sup>th</sup> October 2004.

The responsibilities for management of primary education involve the Federal, States and Local governments. The Federal Government's role is to ensure quality control and maintenance of uniform standards and general coordination of the programme; the state governments have constitutional and legislative responsibility to manage the UBEB and get 2 % of the federal consolidated revenue as grant in support of the UBE. The functions of tiers of governments are explained below:-

1. Basic Early Childhood care and development of primary and Junior Secondary School (JSS): The Federal Government formulates policy, allocates resources through UBEC, maintains standard inspection and monitoring.
2. The state role as far as childhood education is concerned includes policy formulation and inspection services, and implementation through the SUBEB. The local governments are responsible for management of primary schools (UBE, 2012).

3. Secondary schools: The Federal Government plays the role of policy formulation, curriculum development, inspectorate, examination of West African Examination Council (WAEC), National Examination Council (NECO) and management of unity schools. The state government also plays the role of policy implementation and inspectorate for technical colleges.

4. Tertiary education: The role of the Federal Government in tertiary education in Nigeria includes policy formulation for universities, polytechnics and colleges of education. The state governments' role includes policy formulation for universities, polytechnics and colleges of education.

5. Adult education: The Federal Government's role includes policy, coordination and monitoring, while state and local governments implement the policies.

6. Special education: The role of the Federal Government in special education includes policy formulation, while state and local governments implement the policies (National Framework, 2007). The UBE programme was designed as a Federal Government policy in defiance of the provision of the 1999 constitution that assigned responsibility of primary education to state, federal and local governments (Ademalokun, 2013).

Table 3.4

Management of Basic Education in Nigeria

Year	Funding/management
1960-1975	Local Government Council
1976-79	Fed/State/Local Government
1980-1988	Local Government Council
1989-1990	Fed/State/Local Government
1991-1993	Local Government Council
1994-2002	Fed/ Local Government Council
May 2004-Date	Fed/State/Local Government

Source: [www.inep.gov.br/download/international/encontro-tecnico/DES-service\\_2012](http://www.inep.gov.br/download/international/encontro-tecnico/DES-service_2012)

### **3.3 Sources of Primary Education Finance in Nigeria**

There is debate among scholars whether education should be categorised as public or private goods. Some scholars asserted that it is the responsibility of the government to provide basic education; others are of the view that education should be left to the market with the government serving as the regulatory body. Also, education is a part of fundamental human rights which should be shouldered by the state to enable citizens to live good and normal lives (Tsafe, 2013). The economy of Nigeria has been characterised by a series of crises since independence. The country is blessed with large deposits of oil and gas and many mineral resources like zinc, coal and gold. The Nigerian economy is the third largest apart from South Africa and Egypt. Failure of economic policies in Nigeria has been the major problem of development. The country adopted neo-classical ideas in which the market determines the economic variables, such as policies of removal of oil subsidies, deregulation and privatisation of state owned enterprises. The introduction of the SAP worsened Nigerian economy. Following its introduction, the budget ran out of hand, external borrowing increased, the government disengaged from provision of key social services, such as education and health, school fees was introduced in primary schools, parents could not afford the rate of school fees due to poverty – all these contributed immensely to high dropout rate (Adedeji, 2012 & Kapoo, 2011).

Primary education is being financed through contributions from various stakeholders. The major provider and financier of education is the government. The Nigerian system of government entrusts primary education finance to all three levels of governments, although the allocation comes from the Federal Government. The following constitute the stakeholders of basic education in Nigeria:-

1. Federal government;
2. State government;

3. Local government;
4. Host communities;
5. Traditional rulers;
6. Development partners;
7. Private sectors/corporate organizations; and
8. NGOs, Community based organisations (CBO), civil society organisation (CSOs) and faith based organisations (UBE, 2012).

Section 13 of the National Policy on Education (NPE) shows that the other sources of revenue for educational establishments include taxes, school fees, education levies, or rates and sometimes donations. The bulk of education revenue in Nigeria comes from the natural resources, the principal of which is crude oil. Other sources of funds for primary education in Nigeria are as follows:-

- a. Donation from individuals and groups; and
- b. Proceeds from sales of farm produce for some schools that engage in farming (NPE, 2004).

Almost 60% of the federal education budget is used to support higher education; only 40% is allocated to primary and secondary education. Local governments finance 86% of primary schools cost, state governments contribute 10-12% and the federal government contributes only 4%. The federal and state governments are also required to fund capital expenditure, e.g., buildings, books, furniture, etc. About 77% of the federal education budget is spent on recurrent expenditure (salaries) and only 23% on capital spending (RTI, 2004). Another source of fund is UBE, which comes from the following sources:-

- a. Block grants - proposed matching contributions to state financing of primary education from the federal government of not less than 2% of its consolidated revenue fund;
- b. Federal credits and loan; and

c. International donor grants;

However, UBE has not been able to amass the funds necessary to regularly invest in capital expenditures (NBMP, 2006 & Olori, 2005). Other sources of funding of education in Nigeria is the Education Trust Funds (ETF), which came into being in 1993; the funds include 2% education tax on all assessable profit of all registered companies in Nigeria. These monies are distributed at local, state and federal levels and are used for the rehabilitation and consolidation of education which is full of bureaucratic bottlenecks. Primary and secondary education was later excluded from accessing the fund when the organisation was reshuffled and concentrated only on higher education. UNESCO (2007) opined that the average annual fund needed to achieve UBE is US\$2.4 (million); this amount is designed to be shared locally and internationally, and is linked to four factors:-

1. The abundant wealth of the nation;
2. The share budget revenue;
3. The proportion of public expenditure budgeted to education; and
4. External support.

These funds are subject to distribution between the various tiers of education system, e.g., primary, secondary, tertiary and adult education. Developing nations spend an average of 75% of their education budget on teachers' salaries (UNESCO, 2008b). Also these statistics do not represent overpaid remunerations; instead, it is attributed to typical low salaries and the overall under-funding of education in less developed countries (Kennedy, 2011; Otive, 2006 & Rufa'I, 2012a).

The Nigerian fiscal allocation is made from federation account and from centrally value added tax receipts of all expenditures and for all sectors. The methods of allocation include 48.5% of the total revenue given to the federal government, 24% allocated to the state governments and 20% allocated to the local governments, with the remaining 7.5%

being allocated on separate criteria. The state's overall allocation is divided among them on the criteria of equal shares and population; the remaining on the basis of primary school enrolments and fiscal effort (Emma & Denis, 2011; Nick, Hinchliffe, Anthea, Sulaiman & Felicia, 2009).

The responsibility for primary education is shared among the three tiers of government; no single tier of government has absolute responsibility, and for each sub-sector, there is varying degree of overlap. The financing and management of primary education has not been stable since the last two decades. Many changes have taken place. The 1976 local government reforms included primary education as part of responsibilities of local governments. State governments also perform part of the function. In 1988, the NPEC was established to coordinate and supervise the development of primary education across the country and contributed 65% of the estimated total cost of primary school teachers' salaries; the local government contributed 20%, while state governments provided the rest. In 1991, local governments took final responsibilities of primary education and their share was increased to 20% (Akpan, 2004; Hinchcliffe, 2002; Martins & Isah, 2009).

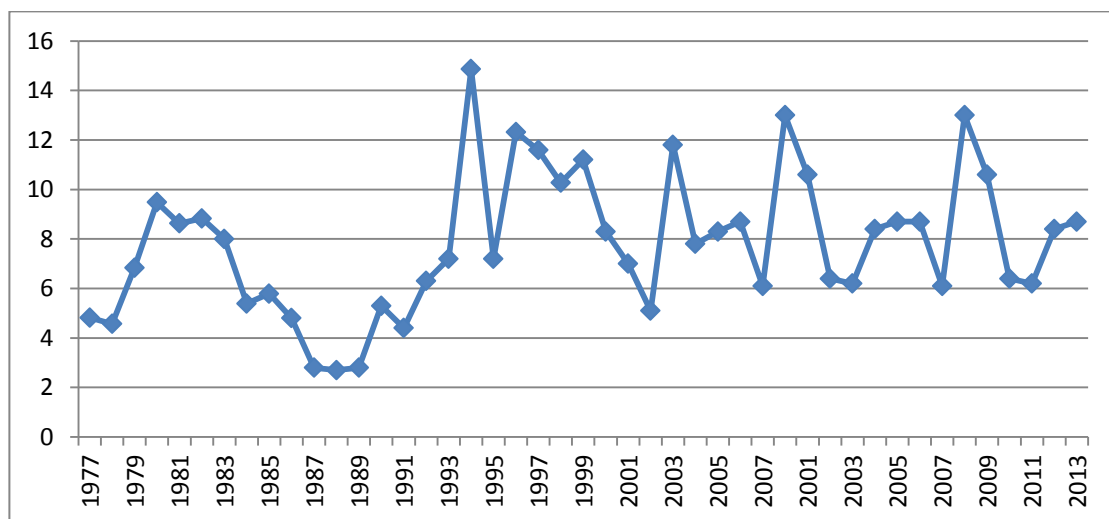


Figure 3.6 Budgetary Allocation to Education in Nigeria from 1977-2013

Source: Adenuyi & Otu, 2006; FME, 2004; Garth, et al., 2003; National Bureau of Statistic, 2009; Olusola, Ayodele & Osiki, 2011 & UBE, 2013.

The above Figure shows the budgetary allocation to education from 1977 in which only 5% was allocated; the highest allocation was in 1994 when 14% was allocated but since then, the government could not sustain the allocation and as a result, it kept on falling from 10%, 2% and to 8.7% in 2013. The period between 1979 and the 1980s was characterised by rapid oil boom; the recession also contributed to this coupled with lack of diversification. The political economy of Nigeria between 1979 -1983 showed that the government lacked coordinated policy reforms. The order of the day was how to finance the election, and corruption, tribalism, nepotism and religious affiliation were rampant (Luqman et al., 2011 & World Education Forum, 2000).

The economic reform under Obasanjo's administration between 1999-2007 was centred on economic liberalisation, privatisation of the nation's public enterprises, introduction of policy of deregulation of downstream sector of the nation's industry such as removal of fuel subsidy and privatisation of power holding companies of Nigeria. The administration also introduced policies, such as civil service reform and the introduction of monetisation policy (Augustine, 2011; Kapoo, 2011 & Luqman et al., 2011). The administration also succeeded in cancellation of debt incurred by the country over the past yesteryears. Under the debt negotiation with Paris Club, Other external debts like to the London Club of Commercial Creditors was also paid off (David, 2011; James & Emmanuel, 2007).

Looking at the state from the welfare perspective, governance is about provision of social services to the entire citizenry; government needs to give education a special attention. Education is the key to growth and development of any nation. The experience of many countries in Europe has demonstrated that education plays a key role in poverty reduction, illiteracy and infant mortality (Kapoo, 2011). Apart from being a fundamental human right, education offers many opportunities, such as promotion of development of a nation. Investment in human capital plays a vital role in the development process. It also plays a role in promoting stability, i.e., reduction in incidence of violence, adds



value to mankind and achievement of purpose of life and reduction in gender inequality (Ekundayo & Ajayi, 2009; Nakpodia, 2011). Financing education needs pragmatic approach whereby the private sector, government and households could come together to provide funds for educational development. Education institutions could also source funds from commercial ventures, such as by building petrol stations, investing in hotel management, parking lot charges, transportation, book shops, publishing houses and super markets (Akinyemi, 2013; Okuwa & Cambel, 2011; Samuel & Gboyega, 1999 & World Bank, 2012c).

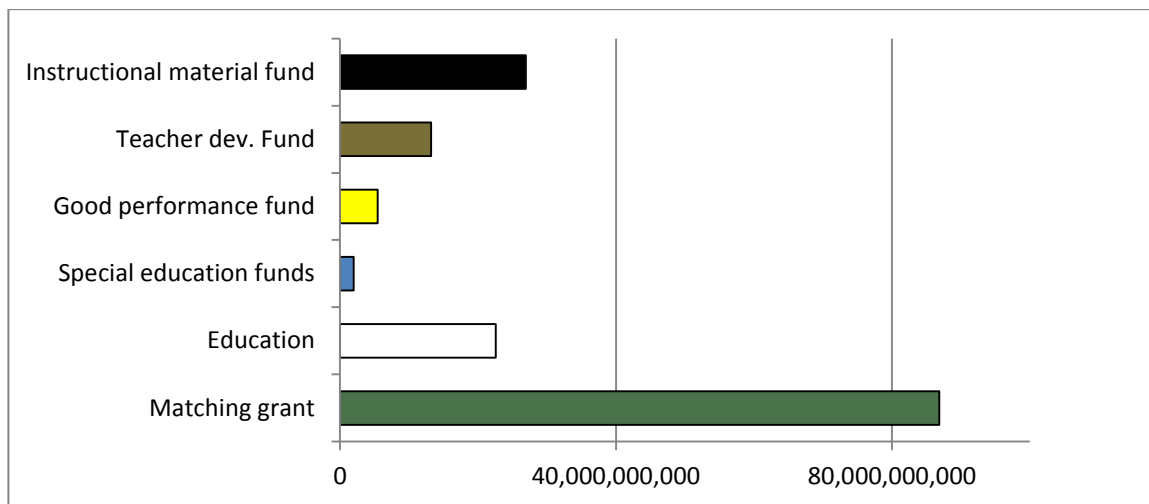


Figure 3.7 UBE disbursement to States from 2010-2012  
Source: Rufa'I, 2012b

The above Figure shows the matching grant allocated to the 37 states of the federation from 2010-2012, which is ₦86,885,101,490; the states received also the sum of ₦ 22,564,933,276 as education imbalance; a sum of ₦ 1,963,861,471 was received for special education; the federal government spent ₦ 5,459,724,221 on good performance, teachers' development received ₦ 13,211,398,189, and a sum of ₦ 26,940,958,436 was allocated for instructional development.

### **3.4 Role of Government in provision of Basic Education in Nigeria**

The role of government in providing quality education cannot be over-emphasised, but there are key issues to consider in transformation of education. The first is to place education in the wider context of public service reform, as an essential element in fostering values of openness and democracy. All over the world, there is a debate about the way public services operate, and the way they need to develop in order to reflect and promote these values. For quality education in any country, there are eight dimensions of good schools, which include good finance including per capita and needs driven funding, good governance and community links, good leadership and management, good teaching, good student outcomes, a good curriculum appropriate to the ages and needs of the students, good ethos, where learning, social responsibility and personal development are valued and a good environment, where best use is made of physical facilities and resources (David, 2011; Prasad & Tata, 2003).

Nigeria has been a signatory to many international treaties on eradicating illiteracy, such as EFA, NEEDS and MDGs. UNESCO has developed educational norms which have come to provide an important guiding tool. The UNESCO constitution adopted in London at the end of World War II, committed the world to the great principle of full and equal opportunities for all (UNESCO, 2004). From this, came the convention on the rights of the child and the UNESCO convention on the elimination of all forms of racial discrimination. All these have been of great impetus to the ideas of our common ownership of the globe; they have provided the context facilitated by the globalising forces of technological innovation, in which sense of ownership has taken the form of massive movement of people, goods, ideas and opportunities around the world. The Constitution of Nigeria, 1999 recognised the importance of education when it stated that the government shall provide good and enabling environment for educational development based on science and technology which will help in eradication of illiteracy; education should be free, qualitative and compulsory (Okoroma, 2006).

The national philosophy of education in Nigeria is enshrined in the National Policy on Education. According to this policy, the five national goals which Nigeria's philosophy of education draws its focus from are free and democratic society, just and egalitarian society, united, strong and self-reliant nation, great and dynamic economy and land full of bright opportunities for all citizens (National Policy on Education, 2004). Based on the above national aspirations, the philosophy of the Nigerian education seeks to achieve objectives, such as the development of the individual into a sound and effective citizen, the full integration of the individual into the community and the provision of equal access to educational opportunities for all citizens of the country at the primary, secondary and tertiary levels. In order to make the philosophy of education work harmoniously for Nigeria's goals, education in Nigeria has to be tailored towards self-realisation, right human relations, individual and national efficiency, effective citizenship, national consciousness, national unity as well as towards social, cultural, economic, political, scientific and technological progress. To this end, the Nigerian education system is value-laden and aims at the betterment of the citizens to live a better life and contribute to the advancement of society (Adesina, 2011; Benedict, 2008; David, 2008 & NPE, 2004).

In September 2000, UN delegates gathered in Senegal (Dakar) for a summit on millennium declaration and an evolutionary global commitment to reduce poverty and its antecedents was adopted. The MDGs were identified which targeted the year 2015. These include eradication of extreme hunger and poverty, universal basic education, gender equality, education in child mortality; improved maternal health campaign against HIV/AIDs and malaria etc., issue of environmental sustainability and global partnership for development (Ogbonnaya, 2000 & UNESCO, 2008).

The ambiguous functions among three tiers of government of financing primary education resulted in chaos in education, duplication of offices, wastage of national resources, and competition in discharge of its functions (Lev, 2010). As a result, the

sector was in crisis and a major renewal of all systems and institutions was required. With a dearth of reliable data, Nigeria seems to have more primary age children out of school than any other country in the world, learning achievements are the lowest in Sub-Saharan Africa, and no statutory mechanisms are in place to ensure that state plans rhyme with national objectives. For UBE to achieve its objectives, administrative obstacles and policy disagreements will need to be overcome before the resource could be fully utilised (Emmanuel 2011; Nick, et al., 2009; Rose 2005; & Usman, 2011).

UBE is a laudable effort of the government but it appears that it is leaving many issues unresolved which are bedeviling the programmes, just as the UPE scheme has, because there is lack of government support. Also, enrolment quota limitation might hinder effective implementation of the scheme (Enemuo, 2000). The country, in the last 30 years, both during military and civilian administrations, endeavored to make budgetary allocations to sustain the system aimed at providing free educational opportunities for the citizens. ( Abdullahi, 2010; Abu, Franca, Ebuara, Ekpoh, 2009; Chuta, 1986; EFA, 2011 & Kanayo, 2010). The studies of education expenditure can be classified into two, i.e., micro-labour and macro- growth. Micro-labour literature mainly concentrates on the rate of return on education for individuals; whereas macro literature underlines the effect of education on macro-economic growth (Abiodun & Iyiola, 2011).

There is correlation between government expenditure and economic growth. The functions of government are divided into two: maintenance of law and order and public finance, i.e., provision of public goods, such as health services, infrastructural development, defense and education (Ojo, 2010). Government spending on health and education raises labour productivity and increases output; spending on projects such as roads and power supply reduces production cost, accelerates private investors' participation and economic growth (Ajayi 2007; Hinchliffe, 1995 & World Bank, 2010). Educational finance policies also must be devoted to social welfare that prioritises

investment in the lower levels of education and acquisition of general rather than occupational specific skills (George, 2006). According to Ajibola (2011) & Durosoro (2004) financing education in Sub-Sahara Africa has not been given sufficient coverage in the relevant literature. The paucity of empirical research on financing education can be partially attributed to the assumption that national governments finance education, and thus, the need for studying it is not significant except, in the context of national budget (Ijaiya, 2004; Jesicca, 2011 & Ostrom, 1997).

### **3.5 Conclusion**

In chapter three above, the researcher introduces the topic as well as discussion on the administration of primary education in Nigeria. The chapter also touches on the sources of financing primary education, the role of government in provision of quality education as well as conclusion.

## **CHAPTER FOUR**

### **RESEARCH METHODOLOGY**

#### **4.1 Introduction**

This research is on role of state in institution development in Nigeria using UBE as the unit of analysis. The study only concentrates on the issue of the institution and how management of the institution negates the realisation of goals of the UBE. The study used qualitative method of data collection and in-depth interview. The study also conducted interviews with some key figures of the UBEC, as well as stakeholders.

#### **4.2 Research Design**

Research design is the strategy, plan, and the structure of conducting a research project (Michael, 2000). Also Collin (2004) stated that design is developed as a way to carry out formative research to test and refine education based on modalities derived from former research. Crotty, cited in Creswell, 2008, suggested four proposals for research design which include epistemology, the theoretical stance, methodology and procedure. This thesis used qualitative method.

The study used qualitative method to gather and interpret data. The reason for choosing qualitative method is to enhance the validity of research (via in-depth interview, observation and secondary data) and at the same time, to develop, implement and evaluate interventions. Qualitative method was also used to study different aspects of the same topic using different approaches, such as observation, in-depth interviews and secondary data to explore complex objects from many perspectives and to validate the data, which is in line with what Creswell, 2008 stated as reasons for qualitative research.

Table 4.1

Summation of Research Design

Method	Research questions	Instrument
Qualitative Design	<p>Q1. Who has the constitutional responsibility of primary education finance in Nigeria?</p> <p>Q2. Why is it that the expenditure of primary education was below UNESCO's recommendation in Nigeria?</p> <p>Q3. What has been the consequence of low budgetary allocation to the basic education in Nigeria?</p> <p>Q4. How can the budget or resource allocation to primary education be improved in Nigeria?</p>	In-depth interview

Qualitative method was employed; case study approach was used, secondary data was used to compliment information from the field; also face-to-face interviews were conducted with some of the prominent stakeholders in the administration of UBEC in line with suggestions of Jack, cited in Creswell, 2008. The study used triangulation of data; in addition, the result of one method can help to develop the other method; large data can be collected and it can be used to expand the outcome of another method (Creswell, 2008)

### **4.3 Qualitative Research Design**

Qualitative research is a method of inquiry that produces results in words rather than statistics (Bello, 2007). It is a research based on behaviour, people's lives, functioning of the organisation and interaction between nations and cultural phenomenon (Strauss & Corbin, 1998). Qualitative research focuses on personal experience in political institutions which is based on description and analysis rather than use of numbers (Marsh et al., 2010). Qualitative research deals with phenomenon in their natural selection; it makes use of instruments such as interview, photographs, conversation, memos, etc. (Dezin & Lincoln, 2005). Qualitative research does not show ordinal value because the data are not in the form of numbers (Nkwi, Nyamango & Ryan, 2001). The rationale behind choosing qualitative method of data collection is to give each participant the opportunity to respond in his/her own words, rather than forcing him/her to choose from fixed responses. It is also flexible to probe participant responses. The reason for choosing the method is because it relates to the nature of the research problem; it is appropriate for the investigation of organisations, people's lives, etc. It is also associated with finding the nature or meaning of human experience and it is also good for field investigation to get complex information which is in line with suggestions of Strauss & Corbin (1998).

### **4.4 Case Study**

Case study refers to contextual analysis of common situation in other organisations. The nature of the problem seems to be the same as experienced in the current situation. Problem solving technique is not often undertaken in organisations because such studies dealing with problems similar to the one experienced by a particular organisation of a particular size and in particular type of setting are difficult to come by. Creswell (1998) defined case study as in-depth research that investigates contemporary phenomenon



within its natural setting. This research is on role of state in institution development using UBE as a unit of analysis; in other words, it uses UBE as a case study.

The UBEC is a federal government agency given powers to coordinate all aspects of UBE programmes. It was launched by the former president of the Federal Republic of Nigeria Olusegun Obasanjo in 1999 as a result of federal government reforms in education which aimed at giving access to quality UBE throughout Nigeria. The objectives of the programme include providing free and compulsory basic education for every child of school going age, i.e., nine years of formal education, improving quality and efficiency thereby reducing rate of dropout, acquisition of life skills and values for lifelong education and useful living (UBE, 2012).

#### **4.5 The role of the Researcher**

The role of the researcher was to act as the interviewer, observer and analyser; in other words, the researcher interviewed the selected stakeholders of the unit of analysis, and at the same time, pictures of the observed phenomenon under investigation were taken. Finally, the researcher took his time to analyse the phenomenon.

#### **4.6 Techniques of Data Collection**

The techniques of data collection were interviews and use of observation by taking pictures and notes based on the responses of the interviewees. Primary data was obtained through in-depth interview.

#### **4.7 Primary Sources**

The researcher collected data from the respondents through in-depth interview; interviews were conducted with the stakeholders of UBE such as Chairmen of the two sample states, Legislators, NGOS, Development partners and Parent-teachers association, students as well as headmasters.

#### **4.8 Secondary Sources**

The secondary data were obtained using text books and other relevant secondary materials, such as budget estimates of the Federal Republic of Nigeria, Newspapers publications and education and financial journals.

#### **4.9 Population of the Study**

Population means the group of people, things, places or events which a researcher wants to study (Sekaran & Roger, 2010). Therefore, the population of this study encompasses the major stakeholders of UBE in the two sample states (Kebbi & Kano), such as executive secretary of the board, parent-teachers association, the legislators, as well as NGOs and development partners that contributed towards development of the UBE.

#### **4.10 Informants Interviewed**

In order to collect empirical data, two states in Nigeria were selected, i.e. Kebbi and Kano, 31 Informants were interviewed, because qualitative method of inquiry employs small sample size. Qualitative research tries to look at the meaning of the phenomenon;

it is labour intensive, and therefore, many interviews are time consuming. Saturation is the main subject of qualitative inquiry. The number of interviewees differs from the method employed. Morse (1994) suggested 30-50 in ethnography, Creswell (1998) suggested 20-30 in grounded theory and Guest (2006) suggested 15 as minimum interviewees. The reasons for choosing the two states are as follows:-

1. Strong leadership demonstrated by the two states;
2. Kebbi and Kano are two states in Nigeria with high level of illiteracy;
3. The two states are the worse hit by poverty which was attributed to poor education and illiteracy (National Office of Statistics, 2010); and
4. Prevalence of militant group known as Boko Haram which was attributed to low level of literacy in both states.

#### **4.11 Interviews**

In order to get qualitative, first hand and reliable information, in-depth interview was used to get data from key officials of the UBE board, such as the chairmen of the two selected states (Kebbi and Kano), education secretaries of two sample local governments in Nigeria, two officials of NGOs, two officials from parents-teachers association, two officials of Nigerian Alumni and two from the development partners. Interview is commonly used to study institutional features, such as behaviouralism, feminism and institutionalism (Marsh et al., 2010). The in-depth interview is the most widely used in social research and can produce good, rich and valuable data (Punch, 2010). The Table below shows the respondents that were interviewed as far as this research is concerned:

Table 4.2

## Informants interviewed

S/n	Interview	No. of respondents
1	Executive secretary	1
2	State chairmen	2
3	LGEA secretary	6
5	PTA	2
6	NGOs	2
7	NUT	2
8	Development partners	2
9	Headmasters	6
10	Students	6
11	Legislatures	2
	Total	31

The reasons for choosing these officials is because they have broad ideas and experience due to the long duration they have spent as educationists. They were interviewed in order to get reliable and first hand data and to explore the picture of the institution, especially the budgetary allocation to the commission, and how low budget is a hindrance to the UBE. Also, interview questions were formulated for each category of respondents ranging from 8 to 12 questions, which is in line with what Khalil (2007) suggested as adequate interview questions.

Face-to-face interview was conducted with the officials listed above in order to get first hand data. The following steps were observed while conducting the interviews, i.e., preparation for the interview, beginning the interview, communication and listening skill, asking questions, the sequence and type of questions and closing the interview (Punch, 2010). Firstly, after collecting the letter of introduction from the institution (UUM), the researcher presented it to the interviewees in order to let them know the mission and the purpose of the research. Secondly, the study took cognizance of establishing good rapport with the respondents. Thirdly, the study arranged interview with the appropriate personalities concerned, noting the date, time and venue, and

finally, the collection of data was undertaken in line with what Punch (2010) recommended.

The reasons for conducting face-to-face interviews are as follows:-

1. To explore the problems associated with the low budgetary allocation to institutions in Nigeria;
2. To explore rich data on how to improve the budget;
3. To give clear picture of reality of phenomenon under study based on firsthand knowledge of interviewee;
4. To establish rapport with interviewee in order to examine the complexity of issues associated with the institution in Nigeria;
5. Sensitivity and complexity of information; and
6. To clarify issues associated with the institution.

#### **4.12 Validity and Reliability**

Validity in qualitative research refers to the degree to which the research outcome represents the data collected that can be reflected in other settings (Sekaran et al., 2010). In order to validate the data, the following methods of validation were used:

Peer check - the researcher took his time and studied the phenomenon very well as well as asked for advice and suggestions from the peers and participants. This was also done through triangulation from three sources, i.e., use of observation, interview as well as secondary data. In other words, the researcher played the vital role of observing the phenomenon, to support what is being observed using secondary data, such as annual reports, and at the same time, conducting in-depth interviews. Expert check is another important way to validate the data. This study also embarked on expert check in order to validate the data. In addition, the study resorted to use of rich and thick description to

analyse the findings; the study also presented negative or discrepant information that contradicted the themes. During the course of data collection, the researcher made sure that he spent a long period of time to collect comprehensive data in order to validate the instrument. Use of external audition to review the entire project was embarked upon. Finally, the study deviated from any form of bias that might affect the research, i.e., in line with what (Creswell, 2008 & Merriam, 2009) said as elements of validation in qualitative research.

#### **4.13 Methods of Data Analysis**

The methods of analysis of data for the study included using thematic analysis. Analysis of qualitative data involves the understanding of theory and interpreting the data (Schwandt, 2007; Denzin, 2008). Thematic analysis provides avenue for interpretation and involvement of the researcher; it focuses on identification of codes as well as the themes (Bernard and Ryan, 2010). Firstly, the study collected the data from the source via in-depth interview, and then organised and interpreted the data, i.e., by elaborating and reduction which is known as coding. Finally, a report was written in line with suggestion of Strauss (1999). Nvivo 10 software was used to analyse the data.

#### **4.14 Conclusion**

The chapter discusses vividly on the research methodology; qualitative method was applied, data were sourced from both the primary and secondary sources, and in-depth interview was used to obtain data on the role of the state in development of the institution in Nigeria using UBEC as the unit of analysis. Nvivo 10 was used for the thematic analysis.

## **CHAPTER FIVE**

### **DATA ANALYSIS AND FINDINGS**

#### **5.1 Introduction**

This chapter discusses the qualitative data collection, analysis and findings. It provides the answers to research questions one, two, three and four, as well as the results of the interviews conducted and thematic analysis of the interviews.

#### **5.2 Profile of the Informants**

In-depth interviews were conducted with the 31 stakeholders of UBE in Nigeria ranging from the overall boss of the UBE, i.e., the executive secretary, state chairmen of Kano and Kebbi, the parents-teachers association, local government education authority executive secretary, NGOs and international development partners, legislatures, alumni and students.

Table 5.1

The Demographic Data of the Informants.

<b>Demographic</b>	<b>Features</b>	<b>Number</b>
Age	16-20	3
	21-25	2
	26-30	2
	31-35	4
	36-40	8
	41-45	5
	46-50	4
	51-55	2
	56-60	1
	Qualification	Degree/ Higher national diploma holder
Secondary		4
NCE		4
Masters		3
PhD		1
Postgraduate diploma		2
Others		2
Gender	Male	25
	Female	6
Occupation	Public servant	24
	NGOs	2
	Farmers	2
	Student	3
Total		31

From the Figure above, the ages of informants range from 16-20 years (3), 21-25 years (2), 26-30 years (2), 31-35 years (4), 36-40 years (7), 41-45 years (6), 46-50 years (4), 51-55 years (2) and 56-60 years (1). Also the informants with highest qualification are degree/higher national diploma holders (15), followed by national certificate in education/diploma holders (4), master's degree (3), PhD (1), post graduate/advance diploma holders (2) and others (2). The table also shows that 25 informants are males



and the remaining are females. The occupation of the informants is that 24 are public servants, two are NGOs, two are farmers and three students.

### **5.3 Interview Protocols**

The researcher adhered to some protocols before and during the interviews. For instance, before the interviews, the researcher bought some recording materials, such as I.C recorder in order to record the interviews and also took his time to design the protocol of the interview so as to build rapport with the interviewees (Cresswell, 2008). The researcher adopted eight principles for the preparation of interview in line with what McNamara (2009) suggested as follows:

- a. Select a scene with little distraction;
- b. Explain the reasons for the interview;
- c. Assure them of confidentiality;
- d. Explain the format of the interview;
- e. Indicate the duration;
- f. Explain the means of follow up;
- g. Ask if they have questions before starting the interview; and
- h. Use audio device or recorder.

The first stage of the interview conducted by the researcher was to collect a letter from the institution showing the researcher's identity as a bonafide student of UUM who is undertaking a research on role of the state in institution development in Nigeria using UBE as the unit of analysis. This letter was needed in order to build trust and rapport with the interviewees, after which the researcher tendered the letter to the unit of analysis (UBE) for approval. It was after the approval that the researcher started the first stage of the interviews by introducing himself to several employees of the organisation and explaining the purpose for the conduct of the interviews. The interview was

conducted between July and Octobers 2013, 15 respondents were interviewed in each states that is Kebbi and Kano and the Chairman of the commission making 31 respondents. Also, a place was selected with little distraction and free from noise in order to collect quality and rich data. The researcher also used the medium to explain the purpose of the interviews to build rapport with the respondents and at the same time, to obtain the consent of the interviewees. The study used the avenue to explain to the interviewees the purpose as well as confidentiality of the information - that the research is mainly for academic purpose and is not to be used for other purposes other than the one stated earlier.

The format of the interviews was face-to-face interview, and voices of the interviewees were recorded using IC recorder after the researcher obtained their consent. Notes were taken with pen and paper to complement the voice recorder. The researcher explained to the interviewees that 30-45 minutes would be enough to conduct each interview because of the respondents' tight schedules. Most of the interviews lasted for less than 30 minutes with some of the respondents; also' some of the respondents promised to respond during closing hours due to tedious nature of their jobs especially during the working hours. The contacts of the interviews were collected by the researcher in order to have follow-up interviews with them in case there is a need for further clarifications. The interviewees were given the privilege to ask any question of their choice prior to the commencement of the interview. Majority of the interviewees complained of the bureaucratic nature of the organisation which made the researcher to seek approval from the authority by showing the letter of approval by the organisation. The researcher also recorded as well as took notes during the interview period in order to get comprehensive and reliable data from the respondents.

## **5.4 Data Analysis**

Qualitative data analysis is an interplay between the researcher and data; analysis is part of the process of research which should follow the research traditions. Analysing qualitative data involves interpretation of data through the following process in line with what MCNamara, Combell & Gilroy (2004) suggested

1. The actual events;
2. Ability to account for the event given by the participants/observer/researcher;  
and
3. The researcher's interpretation of the events.

The techniques employed in analysis of qualitative research are coding which has to do with creating and developing categories. In coding, the interviews are classified into categories, and the categories are defined and developed and later analysed (MCNamara, et al., 2004). Qualitative data analysis encompasses three interrelated ways, i.e., data reduction, data display and conclusion. Data reduction deals with gathering large amount of data from multiple sources, such as interviews, observation and secondary data, comparing and contrasting and then drawing a conclusion (Miles & Huberman, 1994).

### **5.4.1 Thematic Analysis of the Interviews**

Thematic analysis is the way of analysing data using themes, development of codes to represent themes, graphic display of data, comparing frequency and summarising the findings (Bernard, 2010; Davidson, Mcdermott & Fossey, 2002). It also involves data analysis by putting the findings in graphs, tables and figures, interpretation of data by the researcher, comparing the result with past literatures and theory and suggesting ways of reform (Creswell, 1994). Thematic analysis involves identification of themes as well as defining and analysing it (Bernard, 2005). Thematic analysis has to do with

identifying and reporting themes in data. Themes represent important features of data collected in comparison to the research questions. The advantage of thematic analysis is that it provides rich description of phenomenon under investigation. A good thematic analysis must align with the research questions and theoretical framework (Braun & Clark, 2006). There are seven steps of thematic analysis process as follows:-

1. Familiarising yourself with the data;
2. Transcription of verbal data;
3. Generating initial code;
4. Searching for the themes;
5. Reassessing the theme;
6. Defining and naming the themes; and
7. Producing the report (Braun et al., 2006).

1. Familiarising yourself with the data

The researcher should make sure that he is familiar with the length and breadth of the phenomenon under study as well as its contents, through reading and re-reading of data, identification of meaning as well as the pattern before coding.

2. Transcription of verbal data

The data recorded should be transmitted into written form, through transcribing it to help in providing the researcher with broad ideas of the data.

3. Generating initial codes

The researcher needs to generate initial codes; a code shows special features of data. The researcher needs to search for themes that are either theory-driven or data-driven.

4. Searching for theme

After coding, the next stage in thematic analysis is formation of themes, i.e., sorting the code into themes. At this stage, a thematic map can be formed to identify themes and sub-themes.

#### 5. Reviewing the themes

This is a stage where each theme is supported with data; in other words, the line is drawn between the wanted and unwanted data, either by triangulation, such as by generating data by use of observation, to support what is observed. The study also carried out literature review of journals and interviews.

#### 6. Defining and naming themes

Themes are then defined and refined and data associated with each theme is identified, organised coherently and consistently, with each theme requiring detailed analysis.

#### 7. Producing the report

Analysis of data encompasses data extract, giving coherent, concise, non-repetitious and interesting account of data and provides argument in relation to data. Interviews are conducted in order to provide answers to research questions developed in the early part of the research on the role of the state in institution development using UBE as the unit of analysis.

### **5.5 Main Interviews**

The method of data analysis in qualitative research involves detailed analysis of transcribed interviews as well as identification of new concepts. The next stage is the review of the interviews and coding (Creswell, 2008). Preliminary factors influencing institution development were identified based on the interviews conducted and new questions were developed; 31 respondents were interviewed comprising the major stakeholders, such as the Executive Secretary of the board (1), State Executive Secretary (2), Local Government Executive Secretary (6), International Partners such as UNICEF representative (2), NGOs (2), Parents-Teachers Association (2), Nigerian Union of Teachers (2), Legislatures (2), Headmasters (6) and Students (6). The reason for conducting interviews is to allow the researcher to have clear picture of the phenomena under focus, i.e., the role of the state in institution development in Nigeria using UBE as the unit of analysis, as well as the challenges facing basic education in Nigeria which

could not allow it to achieve the aims and objectives of the scheme, especially basic EFA by 2015 and achievement of vision 2020. The objective of the interview is to answer questions one, two, three and four. The researcher also ran the word frequency query in order to form the themes and the sub-themes and the figure below shows the result of the query.

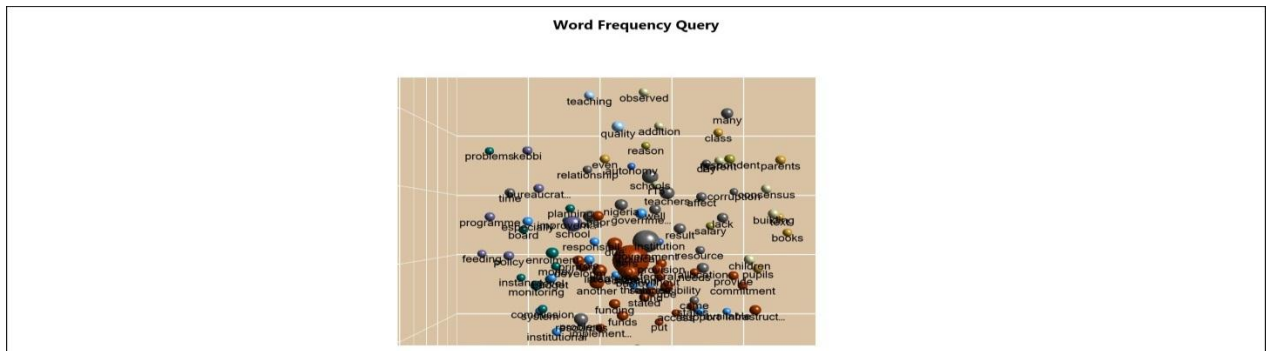


Figure 5.1 Word Frequencies of the Informants

As a result of the word frequency, the sub-themes were generated as follows in the Table below.

Table 5.2

Summary of the Themes and Sub-themes

Theme	Sub-theme	Informants
Responsibility of basic education finance	Constitution	11
	Policy	12
	Institutional Arrangement	13
	Monitoring	16
Funding UBE in Nigeria	Planning	8
	Commitment	12
	Resources allocation	22
	Tiers of government	15
	Fund accessibility	16
	Autonomy	11
	External source	8
	Corruption	09
	Consensus building	19
Culture	8	
Impacts	Enrolment	15
	Infrastructure	17
	Bureaucratic quality	14
	Quality of education	12

The Table above shows the themes, sub-themes and number of the interviewees. Also, three themes and 18 sub-themes were identified by the study: responsibilities of primary education finance and under it, the sub-themes are the constitution, policy, monitoring and institutional arrangement. The second theme identified by the researcher is budget and under it there are several sub-themes, such as resource allocation, commitment of government, the three tiers of governments, external sources, autonomy, fund accessibility, planning, corruption, consensus building and culture. The third theme identified by the researcher is the funding impacts and the sub-themes identified are infrastructure, enrolment, bureaucratic quality and quality education. Also for the purpose of maintaining confidentiality of the respondents, the study used the codes such as R1, R2 & R3, etc. The Table below shows the stakeholders interviewed and the code used:-

Table 5.3

The Informants and coding

No	Informants	Data	Code
1	UBE Executive Secretary	Male, 58 years, PhD & Public Servant.	R1
2	State Chairman1	Male, 50 years, Degree & Public Servant.	R2
3	State Chairman2	Male, 47 years, Degree & Public Servant.	R3
4	Education Secretary1	Male, 53 years, HND & Public Servant.	R4
5	Education Secretary2	Male, 48 years, Degree & Public Servant.	R5
6	Education Secretary3	Female, 42 years, Degree & Public Servant.	R6
7	Education Secretary4	Male, 38 years, Degree & Public Servant.	R7
8	Education Secretary5	Male, 42 years, Degree & Public Servant.	R8
9	Education Secretary6	Male, 44 years, HND & Public Servant.	R9
10	PTA1	Male, 39 years, NCE & Farmer	R10
11	PTA2	Male, 36 years, HND & Farmer	R11
12	NGOS1	Female, 40 years, PGD & NGOs.	R12
13	NGOS2	Female, 38 years, Masters & NGOs.	R13
14	NUT1	Male, 35 years, Degree & Public Servant.	R14
15	NUT2	Male, 32 years, Degree & Public Servant.	R15
16	Development Partners1	Female, 46 years, Masters & Public Servant.	R16
17	Development Partners2	Male, 43 years, PGD & Public Servant.	R17
18	Head Master1	Male, 32 years, NCE & Public Servant.	R18
19	Head Master2	Male, 34years, Degree & Public Servant.	R19

Table 5.3 continue

20	Head Master3	Male, 51 years, Masters & Public Servant.	R20
21	Head Master4	Male, 36 years, NCE & Public Servant.	R21
22	Head Master5	Male, 27 years, Degree & Public Servant.	R22
23	Head Master6	Male, 38 years, NCE & Public Servant.	R23
24	Student1 (Alumni)	Male, 22 years, SSCE & Public Servant.	R24
25	Student2 (Alumni)	Female, 26 years, SSCE & Public Servant.	R25
26	Student3 (Alumni)	Male, 21 years, SSCE & Public Servant.	R26
27	Student4 (Alumni)	Male, 20 years, SSCE & Public Servant.	R27
28	Student5	Female, 16 years, Others & Student.	R28
29	Student6	Male, 18 years, Others & Student.	R29
30	Legistlature1	Male, 39 years, Degree & Public Servant.	R30
31	Legistlature2	Male, 45 years, Degree & Public Servant.	R31

After the interviews, the study transcribed the recorded version of the interviews into themes for easy analysis. The figure below shows the sub-themes and the interviewees for the questions.



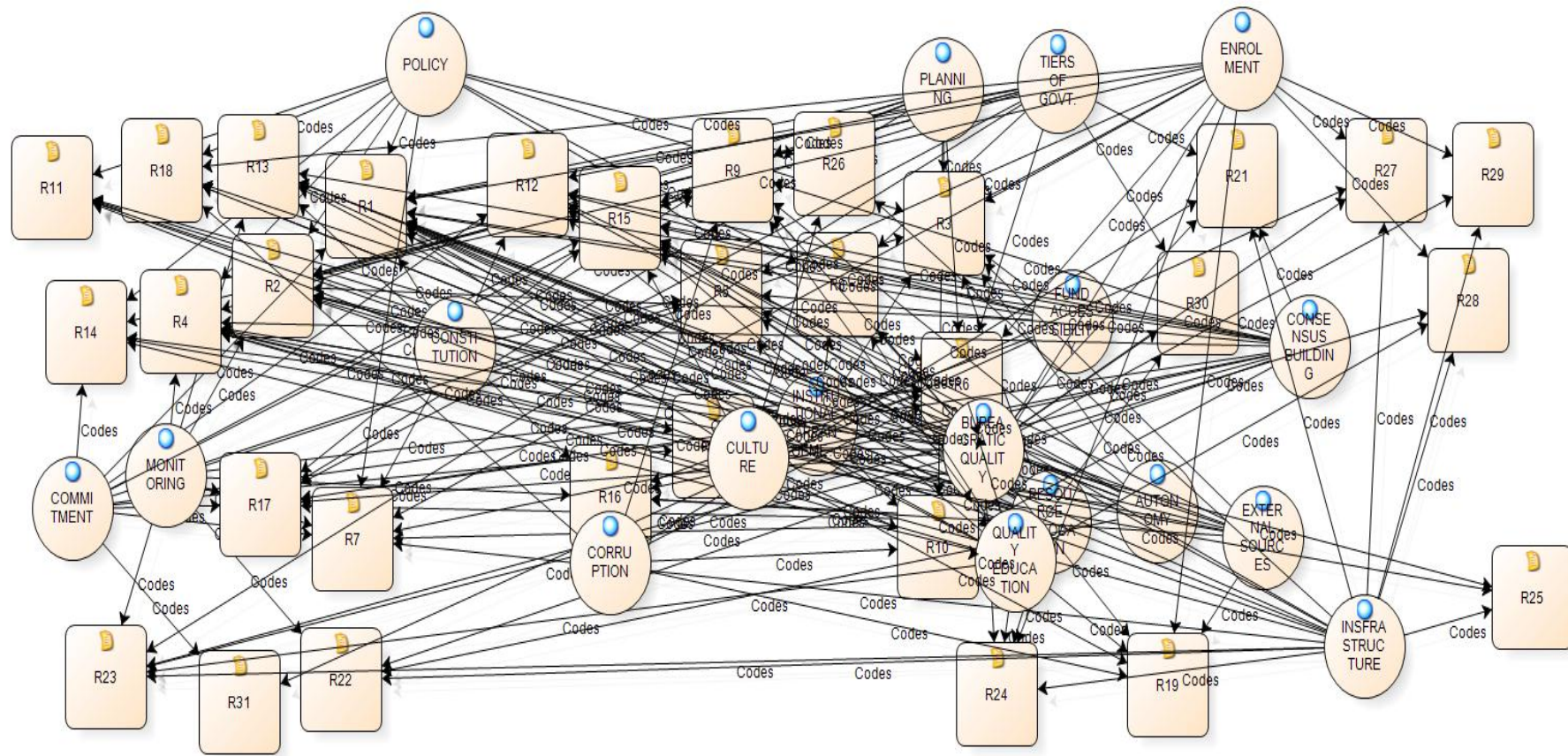


Figure 5.2 Informants and the sub-themes

The above figure shows the sub-themes and the interviewees who answered the questions on it. R1-R31 are the informants and the sub-themes developed from the interviews conducted.

### 5.6 The Responsibility of Primary Education in Nigeria

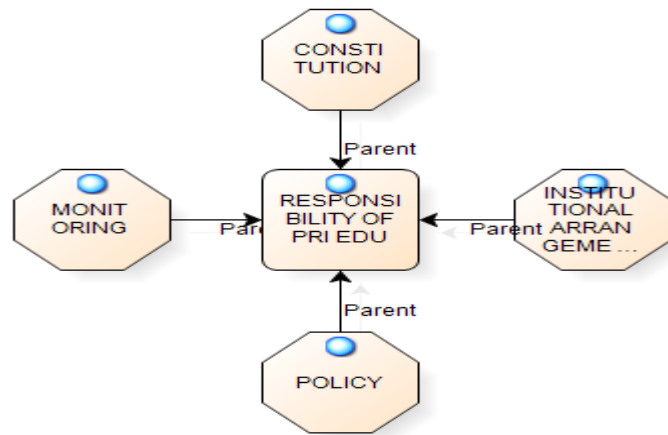


Figure 5.3. The Responsibility of Basic Education Finance in Nigeria.

The above Figure 5.7 shows the sub-theme for the first theme, i.e., the responsibility of primary education in Nigeria. Four sub-themes were identified - Constitution, Policy, Institutional Arrangement and Monitoring.

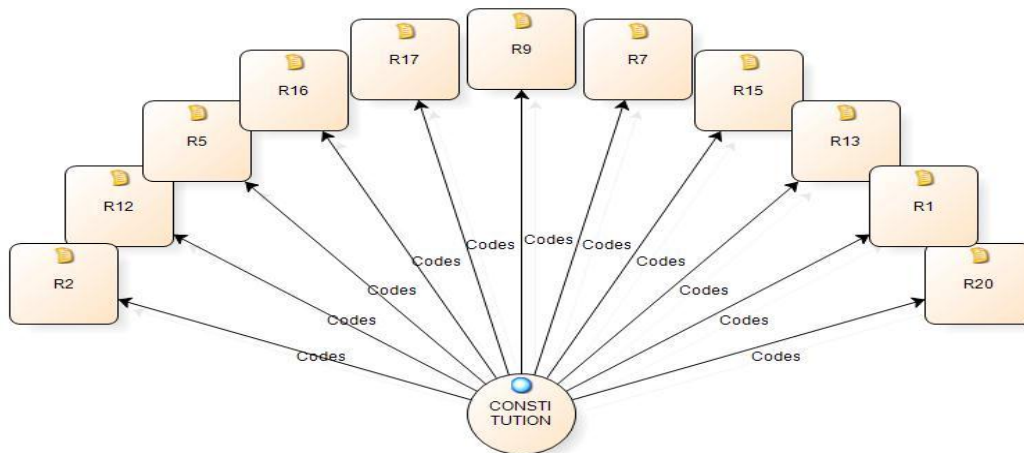


Figure 5.3.1 Sub theme: The Constitution

The above figure 5.3.1 shows the sub-theme of constitution and the interviewees; the sub-theme has 11 informants who talked on the constitution as being responsible for primary education financing in Nigeria.

### **5.6.1 Sub theme : Constitution**

The UBE programme was launched in 1999 by the federal government of Nigeria in its efforts to aliorate and provides education for all by 2015, as well as to meet the target of MDGs and vision 2020. The UBE act was enacted in 2004 for the provision of nine years basic education which gave the programme a legal backing and federal government fund of 2% from consolidated revenue. The UBEC is the only intervention agency, the rate of intervention depending on the counter fund provided by the states. The local governments also contribute funds to the financing of primary education, and the consolidated revenue depends on the availability of counter funds which determine the release of funds. Another source is Education Trust Funds but as of now, primary education has been delinked from the Education Trust Fund and moved to Tertiary Education Fund. Other sources include MDGs office, international development partners, such as Japan International Cooperation Agency (JICA), World Bank, United Nations Educational, Scientific and Cultural Organization (UNESCO), United Nations Children Funds (UNICEF), United Nations Development Programme (UNDP), Department for International Development (DFID), well to do individuals, alumni, NGOs as well as Korea International Cooperation. The criteria for the federal government intervention include matching grant to states on a 50/50 basis, educational imbalance 14%, good performance 5%, children with special needs 2%, provision of instructional materials 15%, training and development 10%, UBE implementation 2% and UBE monitoring 2 %.

The constitution assigns powers and responsibility to the three tiers of governments: the responsibility of primary education lies with the three tiers of governments (federal, states and local governments). Part II, item 30 of the second schedule of the 1999 constitution states that:-

Federal government should assist states and local governments in provision of basic education in Nigeria; the basic education should be free and compulsory to all pupils, it is also the responsibility of parents to enroll their children to primary schools; failure to do so will attract the fine of ₦2, 000 or imprisonment for one month and subsequent conviction attracts ₦5, 000 or two months or both (Constitution, 1999).

The three tiers of government are not committed to education delivery in Nigeria. The decentralization of education has created several problems as one of the interviewees put it:-

The primary education is in concurrent list, that is financed by the three tiers of governments, the three tiers of government are not playing the role as expected federal government for instance provided funds for education finance, states and local governments are lagging behind in provision of basic education which is due to lack of political will among them (R7).

Some interviewees added that “the responsibility of education finance is among the three tiers of governments but due to lack of commitment by the tiers, it has created financial gap” (R16 &R15). Another respondent said that “the provision of basic education has been described as an area that needs the conscious involvement of all facets of society particularly the key actors in political, economic and social endeavours” (R1). Each citizen has responsibility and a duty towards achieving the set goals of the programme.

The government (federal, states and local governments) therefore, through the UBEC governing board and management, is building and strengthening partnerships with all stakeholders involved in the UBE programme in order to ensure the successful implementation. “For this reason there is need for the collaborative effort and contribution of all stakeholders in which the success of basic education programme lies” (R12). In support of the above statement, another interviewee observed that:-

Both the federal, states as well as local governments are all responsible for the financing of basic education in Nigeria as well as development partners such as USAID, UNESCO, JICA, DFID, UNICEF, NGOs, CBOs, parents and well to do individuals (R17).

Also, in support of the above, another respondent viewed the responsibility of financing education as a “responsibility of all that government alone could not provide necessary support to education development; that is why the philanthropists and well to do individuals came in to enhance basic education provision”(R2). UBE’s role and responsibility of funding is therefore “the responsibility of the three tiers and the nongovernmental organisations donate schools where there is no school and build class rooms, the international partners are also playing a vital role in education development” (R13). Another interviewee observed that:-

The unclear role and responsibilities between the three tiers of government is another area of discourse, the control of primary education is neither in the hand of federal, nor state or local government, education is in concurrent list, in other words to be delivered by more than one level of government, therefore no level of government is to blame for failure to deliver certain education output, no proper mechanism for accountability which affects the funding and institutional development of primary education in Nigeria (R2).

In addition to the above, “the over lapping model of relationship between the three tiers of government creates problem to funding primary education” (R5). R20 added that “the mechanism of primary education finance across the three tiers of government is a great challenge to the achievement of EFA by 2015”. In addition to the above, the responsibility of primary education finance, as another interviewee put it, lies within the following:-

The federal government deals with policy matters as well as provision of 2% consolidated revenue, states and local governments also contribute toward funding of basic education, financing education requires huge capital formation from the three tiers of governments to ensure smooth running of the programme, but states are left behind in the implementation (R9).

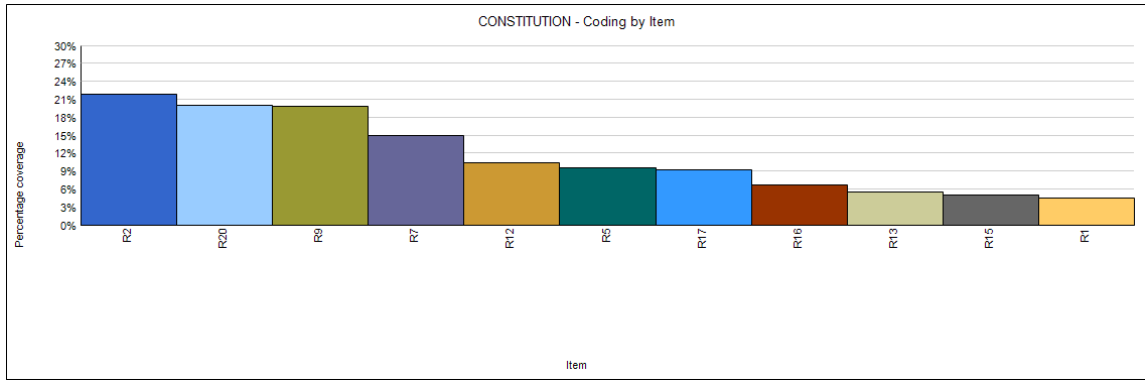


Figure 5.3.2 Informants responses on Constitution

From the above Figure, it is clear that financing primary education is the responsibility of the three tiers of government but due to lack of proper coordination, it has created a funding gap.

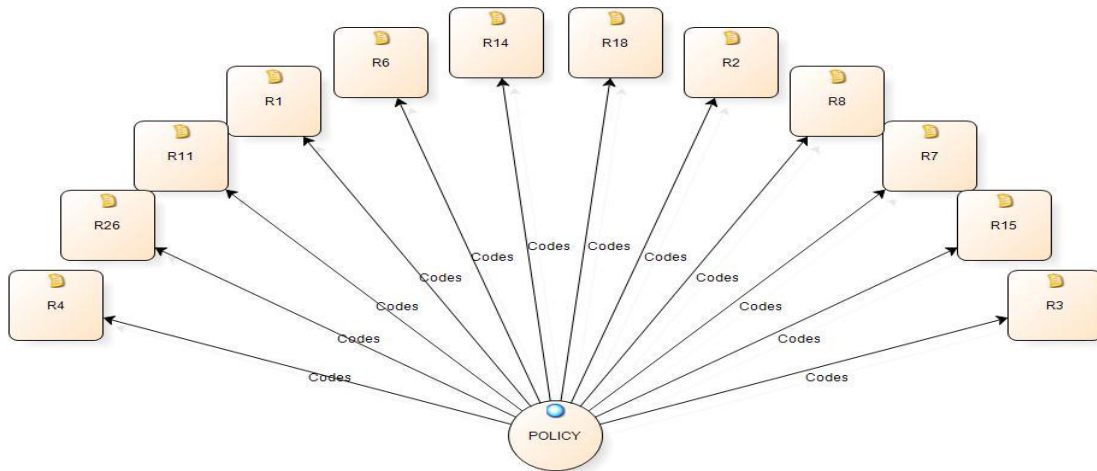


Figure 5.3.3 Sub-theme: Education policy

Figure 5.3.3 above also shows the sub-theme and the number of interviewees who answered question on the policy of government with regards to basic education delivery in Nigeria.

### **5.6.2. Sub theme: Basic Education Policy**

The statutory responsibility of UBE in Nigeria is between national and state houses of assemblies which provide laws on the policy of education. The constitution also allows the direct participation of all stakeholders in education. Education policy represents a definite course of action proposed by the federal, state or executive authority and adopted in an attempt to address the problems bedeviling education in Nigeria. In another development, the launching of UBE was an attempt to revive the education sector after the country experienced a long period of military rule. Although the programme was launched in 1999, it was not passed into law until 2004. One interviewee observed that:-

The UBE policy came into being in 1999 as a result of the effort of government to revive decadence of primary education in the country, the UBE is nine year basic education and the goal is to develop citizens, drop out reduction and acquisition of knowledge, since the time of its establishment, it was not passed into law till 2004 (R1).

There was no sign of commitment of government with regards to the policy on education, evidenced by the long time it took for the policy to be passed into law. A period of five years lapsed without any legislation which could have yielded remarkable transformation of the UBE. R4 added that “there is inadequate capacity for policy formulation and implementation; some of the policies are also obsolete and inapplicable”. In support of the above, (R7) stated that “policy of government is just a mere pronouncement without showing any commitment to enhance basic education”. To solve the problems of basic education, the government came out with some laudable policies, such as:

Almajiri schools programme to address the problem of out of school in Nigeria, government had realized that most of the out of school children are the Almajiris (Beggars) as part of the effort of government to reduce the rate of drop out, the establishment of girls child education is another programme to reduce the problems of out of school children, at this moment 124 schools were built across the states in Nigeria, also there is problem of boy child

dropout after few years in the school, they fall out and join business due to poverty (R18).

To create a balance between informal and formal schooling is not easy due to culture and cost involved. The Almajiri schools were further weakened by lack of provision of feeding because most of the Almajiris solely relied on charity due to poverty and poor government funding. In addition, the ineffectiveness of government policy is responsible for the poor UBE delivery in Nigeria, as another respondent observed:-

Education has not received proper attention from government especially the budgetary allocation to education, state government focus is not education, as a result they did not give the counter funds which affect the growth and development of education (R14).

The reason for it is that “government has not given education priority” (R8). “Looking at the budget allocated to education since the time the programme was launched, it is nothing to yield or transform the institution” (R11). Since the launching of the programme, it has recorded some development as another interviewee put it:

Also the policy of government in Kano has reached various stages of implementation, the policy of school feeding programme was an attempt to improve the rate of enrolment of the school but due partial implementation it recorded little success, disarticulation policy was not fully achieved, the policy resulted in creating chaos between universal basic education board and ministry of education, the state also witnessed massive enrolment especially with the launching of Tsingaya (Almajiri schools) (R2).

The essence of launching the feeding programme is to enhance the enrolment of pupils by giving parents encouragement to bring their children to school. The problem with the introduction of the feeding programme is that it lacks continuity due to the frequent change of government. The government also came out with the policy of separation of primary schools from junior secondary schools but inadequate teachers was the major problem. The interviewee further observed that:-



In Kebbi state, the policies were enacted to enhance basic education in the state, such policies include UBE law enacted in 2004, Kebbi education policy, launching of school based management committee and inauguration of SUBEB board at local and state level, but hindered by lack of sensitisation and resource mobilisation (R15).

“The policy was hindered by lack of continuity due to the fact that stakeholders were not carried along” (R18). When a government comes, it will come out with a policy and “whenever there is change of government, it will abandon the policy which creates a vicious policy circle” (R26). Contrary to the above, another respondent stated that “The policy of government is good, laudable as UBE programme but it was hindered by frequent change of leadership of the organisation which affects the implementation of the UBE in Nigeria” (R5).

In addition to the above, Nick, Anthea, Suleiman, Felicia and Keith (2009) stated that there is no policy coordination among the three tiers of governments and parties involved in basic education delivery; that is why the policy could not see the light of day. One interviewee added that:-

The first problem we have is funding, education requires a lot of commitment, cost of funding education is growing and government is finding it difficult to invest in education due to financial constraints, the education system needs revival due to misplacement of priority; resources are not channeled where they are supposed to be channeled, primary education is left unattended for several years, there is no political will to enforce decision, some of our policies are good but when it comes to implementation it fails, you will see nice policies but release of funds will be a problem (R3).

The slow implementation of UBE affects its growth and development. “There is need for review of policies governing the different aspects of the Basic Education, especially relating to cost sharing, punishment of parents who fail to send their wards/children to schools”(R4).

The frequent change of policy also has an effect on education development in Nigeria; for instance, shift from 6-5-4 policy to universal primary education scheme which introduced the 6-3-3-4 system to 1-9-3-4. The frequent shift led to abandonment of text books and equipment (Rukayyat, 2013).

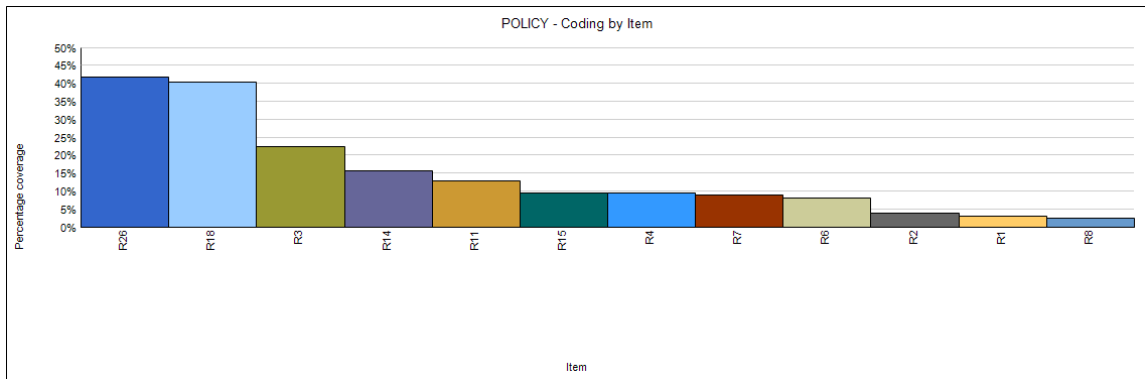


Figure 5.3.4 Informants responses on Policy

The above Figure shows the responses of interviewees on basic education provision and most of the respondents said the policy is too weak to enhance basic education delivery in Nigeria.

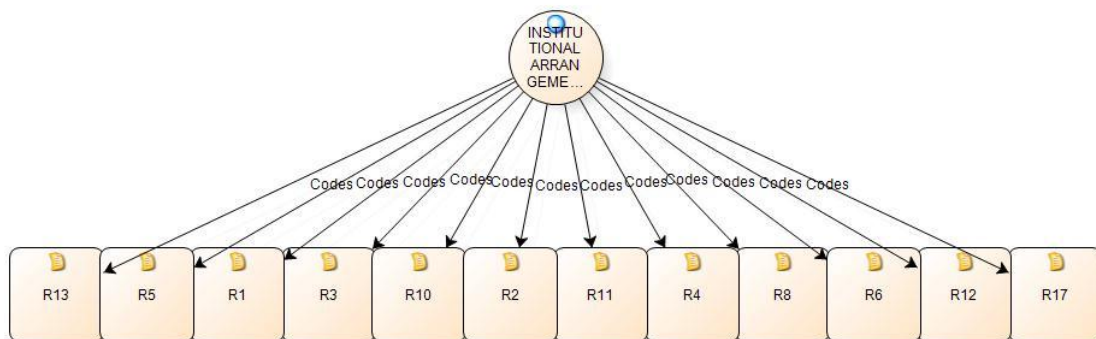


Figure 5.3.5 Sub-theme: Institutional Arrangement

Figure 5.3.5 above shows another sub-theme for the research question one: the responsibility of primary education in Nigeria as well as the interviewees.

### **5.6.3. Sub theme: Institutional Arrangement**

In order to ensure the success of the UBE, the UBEC, with branches in all the states and local governments in Nigeria, was given powers to coordinate all the activities. To ensure the success of the UBE, the federal government works in close collaboration with the states and local governments. The commission is saddled with powers to ensure quality education delivery in Nigeria as observed by a respondent:-

The institutional arrangement of the commission is that, the commission plays a vital role in policy implementation, receives feedback from the federal government, formulates minimum standards, liaises with states and local governments to monitor federal government input and ensure collaboration with the international partners (R5).

The institution arrangement is that at the highest hierarchy, there is a minister followed by the SUBEB; there are also zonal offices all over the federal, state and local government offices. “The arrangement is cumbersome as a result affecting the policy output of the UBE” (R10). Another interviewee stated that “the interaction between ministry of education, UBE commission and SUBEB affects the UBE due to bureaucratic bottleneck involved” (R3). According to the interviewee, the institutional arrangement is affected by:-

There is rivalry between the Ministry of Education and the Universal Basic Education Board especially at the state level; the mother ministry sees the board as attempt to take over their powers and responsibilities as a result it affect day to day running of the schools (R2).

R1 put it that “although the law establishing UBE is clearly spelt out, the Ministry does impose things to the UBEC. In another development, the institutional arrangement between the federal, state and local governments toward education finance is not cordial in basic education provision; as a result it creates funding problem”. There is always a conflict between the three tiers of governments as another interviewee put it:-

UBE programme is well designed; the state as well as federal government and local government have responsibilities, state is the coordinating body, federal government supports basic education, while local government also provides funds for educational development, local government for instance always complained that they are the government closer to the people with many responsibilities but received small proportion of allocation from the federal account (R8).

R12 and R11 added that “there is no proper arrangement between the federal, state and local governments as well as UBEC/SUBEB in utilisation and disbursement of UBE funds; as a result, there is no effective utilisation of public funds”. Furthermore “there is also variation between political procurement and budgetary allocation and government input to the UBE” (R6). The institution arrangement “created problems, such as underutilisation of funds and lack of commitment by other level of governments” (R5).

In another development, another interviewee asserted that:-

The ways and procedures of UBEC’s operations undermine the running and achievement of the aims and objectives of UBE, there is lack of proper consultation and no modalities to involve local officials in decision making process (R17).

Lev (2010) opined that the lack coordination resulted in duplication of functions and absence of data for planning between the coordinating bodies, such as UBEC, SUBEB, LGEA and schools. In another development, the problem of basic education as expressed by another interviewee is that there is no clear definition of task. He said, “the institutional arrangement is unclear definition of responsibilities and roles among the funding tiers, i.e., the federal, states and local governments; as a result, there is diversion of funds for other purposes” (R4).

In addition to the above, a respondent observed that:-

State UBE was set up to coordinate the activities of local government education authority, as a liaising institution between the local government education authority and federal government, giving the statistics as well as coordinating the activities of stakeholders in education (R13).

There is also the problem of imbalance of power between the state ministry of education and state UBE; the transfer of some responsibility of primary education to state board left the ministry of education with little power on the activities of basic education. “The system also lacks organisation unification, each and every sub-system is doing whatever it likes; as a result, the formulation of vision, policies and strategy have become difficult among the players” (R2). For instance:-

There is federal inspectorate, the UBE has monitoring unit, zonal offices, at state level, SUBEB has school service unit and at the local level the local government education authority also has supervisors which render the whole system ineffective (R4).

As a result “there is no proper consultation between the state and federal governments, especially in decision making which affects state planning and budget“ (R3).

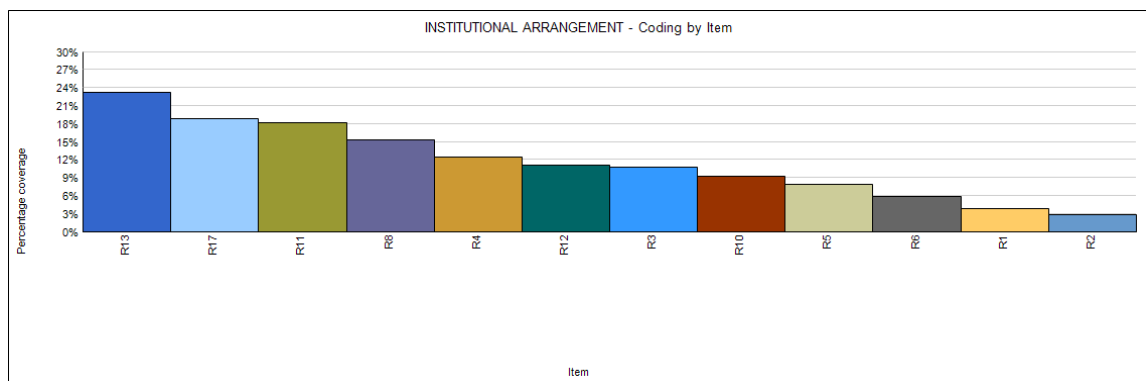


Figure 5.3.6 Informants responses on Institutional Arrangement

From the Figure above, it is clear that the institutional arrangement between the funding bodies has led to the neglect of the education system in the states under investigation.

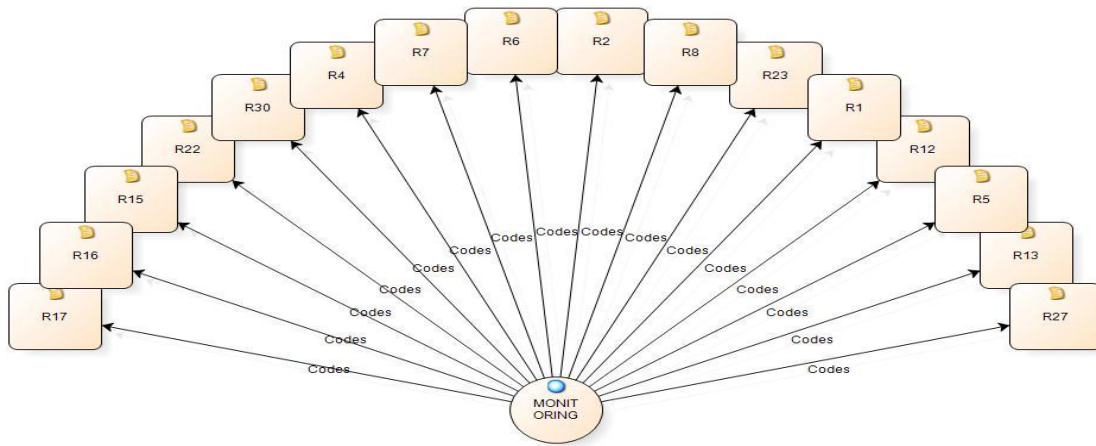


Figure 5.3.7. Sub-theme: Monitoring

#### 5.6.4. Sub theme: Monitoring

Figure 5.3.7 shows the sub-theme of monitoring and the interviewees. For the success of UBE in Nigeria, there is need for proper monitoring of funds disbursed to the SUBEBs. Section 9 (B) of UBE Act, 2004 empowers the commission to audit and examine the financial records of the SUBEBs by checking their receipts and expenditure of the accessed Federal -UBE intervention funds (UBE, 2012) but it looks like the programme is leaving a lot of issues untouched as one of the respondents put it:-

The commission has weak monitoring system, due to logistics problem in area of transport, most of the vehicles available to the board are either not functioning or not available, going round to monitor inputs is impossible (R4).

Another interviewee supported this by saying “the problems arise as a result of inadequate funding of the organisation in focus” (R22). In another development, “Logistic problems, e.g., transportation, is a major problem affecting education development in Kebbi and contributes to poor monitoring and supervision”(R16)

towards efficiency and effectiveness of the schools; there is a need for proper monitoring but such thing is lacking in virtually all the primary schools as one respondent put it:-

For instance, in Kebbi, no proper monitoring because it involves a lot of funds, we have 1,709 schools; we can't monitor even one quarter of these schools in a year, no vehicles for monitoring, no money to pay the allowances of monitoring staff (R2).

In support of the above, another interviewee said that “ineffective monitoring system also led to poor education performance and the reason for it is poor commitment” (R13). The system has “weak monitoring system to check and balance disbursement to the various institutional settings” (R15). Another interviewee put it that:-

It is common in our ministry to see inspectors or supervisors moving from one office to another doing nothing, they are people with nothing to do rather than waste government resources, supervisors concentrate on administration rather than effective facilitation of task due to financial constraints (R8).

Monitoring and evaluation also pose a problem because “vehicles are not enough to cater for the activities of basic education” (R12). “The incentive to go for monitoring is not available which affects day-to-day achievements of the objectives of UBE” (R27). The problem of implementation of the UBE is lack of utilisation of the recommendations after monitoring as opined by another respondent:-

From time to time, the board went for monitoring of the schools, but the problem hinged on unutilisation of the monitoring reports even if we go and come back with report, nothing will be done at the end due to politics involved in it (R7).

The problem of education in Kebbi is as a result of lack of effective supervision and monitoring due to “lack of executive will” (R17). The board which is charged with the responsibility of monitoring day-to-day activities of the school is not financially vibrant to embark on monitoring and supervision of the schools. Over the years, “the vehicles allocated to the board are not in good shape due to one or two forms of mechanical

problems” (R23). In another development, a respondent added that “Non release of funds for the monitoring and evaluation of the UBE projects at federal, state and local governments levels constitute problems to the UBE” (R1).

The argument was further supported by interviewee R6. The top management staff charged with the responsibility of monitoring “divert the money meant for the monitoring for their private ends” (R5). In addition to the above, another interviewee added that the “UBE had suffered from lack of executive capacity to implement the policy and programme especially monitoring and supervision of the resources injected into the programme ” (R30).

Also, there is poor inspection of UBE funds. The federal government failed to supervise the utilisation of the matching grant as well as the counter funding by the state governments (Anselm and Fredrick, 2013).

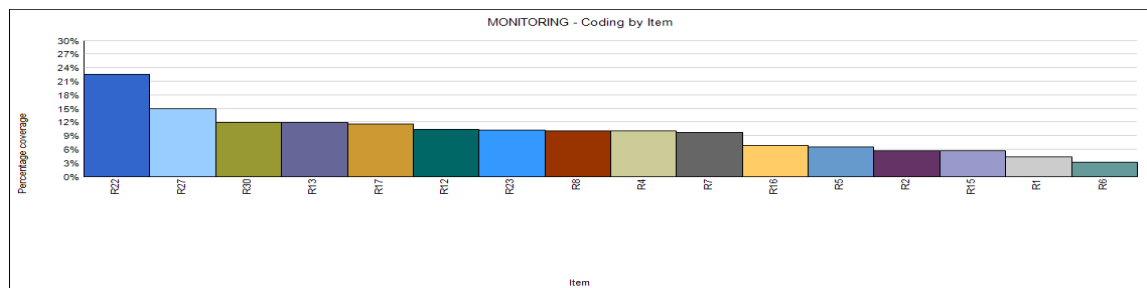


Figure 5.3.8. Informants responses on Monitoring

The above Figure highlights the problems associated with the monitoring of UBE inputs in which majority of the respondents agreed that the system has weak monitoring to enhance basic education in Kebbi and Kano, respectively.



## 5.7 The budgetary allocation to basic education in Nigeria

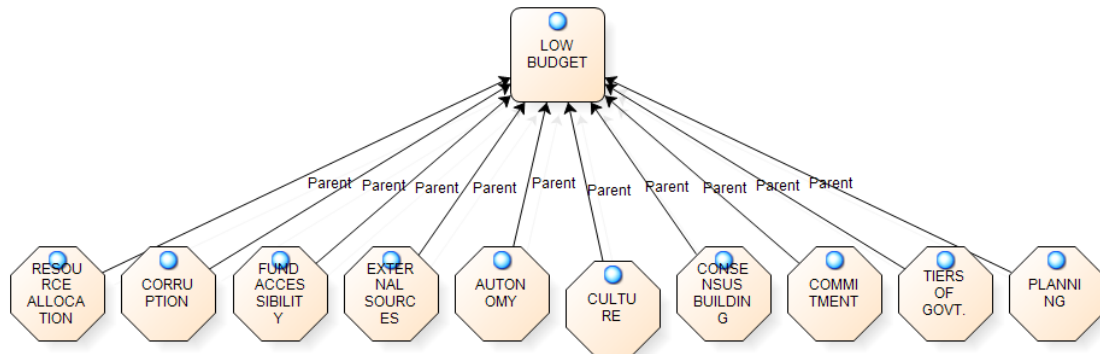


Figure 5.4 Theme two: Sub-themes on the Budget

Table 5.4

The coding of the sub-theme on the research question two

S/n	Codes	Sub-Themes
1	BUD1	Commitment
2	BUD2	Resource
3	BUD3	Tiers of govt
4	BUD4	Consensus building
5	BUD5	External sources
6	BUD6	Autonomy
7	BUD7	Fund accessibility
8	BUD8	Corruption
9	BUD9	Planning
10	BUD10	Cultural

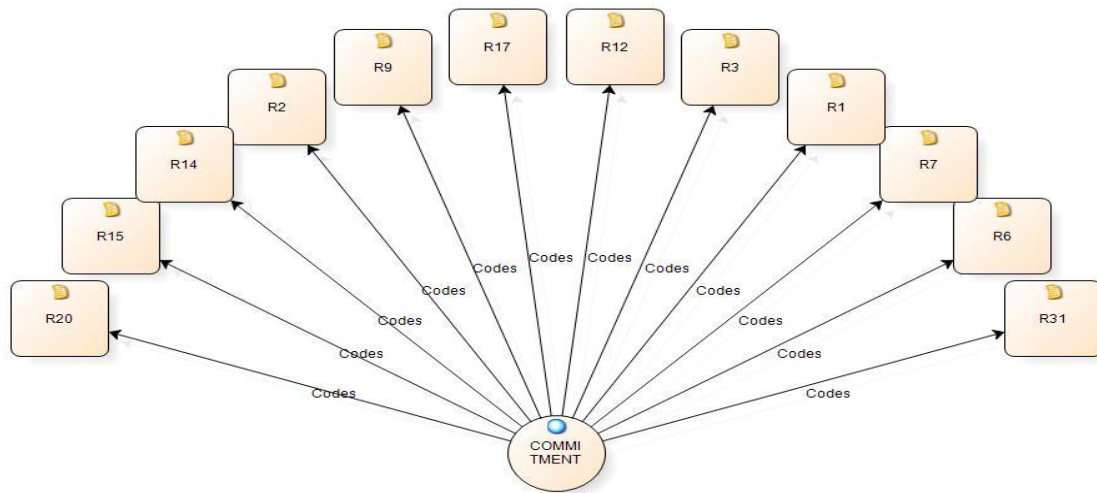


Figure 5.4.1 Sub-theme: Commitment of Government

Figure 5.4.1 above shows the sub-theme for the research question two and the interviewees.

### 5.7.1. Sub theme : Commitment of Government

Good governance implies commitment as well as provision of equal opportunity to all citizens. Many poor households in Nigeria depend on the government for the provision of basic needs, such as education. Education is public goods, and without provision of social services, it is the poor who suffer. Political will, accountability and good governance are important ingredients of democracy, and goods and services must be provided to the populace in order to serve the interest of the citizens. In Nigeria, the problem of education is lack of commitment by leaders, and based on the interview conducted, a respondent stated that:-

Lack of political will by the state government to implement basic education as enshrined in basic education act of 2004, some governors did not give education priority; their priority is other things to the detriment of education, they pay lip service to education, some governors heavily rely on funds

provided by federal government, supposing the federal government did not support education, what will they do? (R1)

In Kano state, for instance, the commitment of government towards implementation of basic education could be seen in the launching of the UBE programme in 1999 as well as introduction of school feeding policy in 2000; a law was also passed known as basic education law in 2005, there was also equity and access policy in 2006, as well as disarticulation policy in the same year and Quranic schools integration programme (Tsangaya school system). “These policies have achieved various stages of implementation; the school feeding programme was not properly implemented, likewise the disarticulation policy” (R3& R2). Another interviewee stated that:-

The system of government we have affects education delivery, most of the promises made by the government are not been fulfilled, they are just making promises that cannot be fulfilled; the government is not serious with regards to their promises, we need government with strong heart to implement government policies and programmes, there was a time a committee was set up to look into the problems of education in Kebbi but at the end of the day, the recommendation is yet to be implemented, when you go round the schools, you can hardly see something tangible, dilapidated buildings, children read under the trees, etc. The priority of present administration is more of roads construction than provision of education (R14).

In support of the above statement, R31 & R9 said, “the reason for the neglect of the system is because their children are not going to the same school as ordinary men; most of their children study in private institutions”. “They prefer using government money to send their children abroad and left mass schools unattended” (R20). In addition, another interviewee observed that:-

In Kebbi the commitment of government is very low; the data for planning is not being utilised for educational development, the government is not doing well in terms of commitment, especially the funding aspect of the UBE (R7).

According to Rufa’i (2013), there are different levels of commitment by the states in Nigeria which affect the basic education delivery; the federal government is committed and most of the problems that led to slow implementation of the programme came from states; some states are more committed than others in terms of education provision. The federal, state and local governments are not committed to the advancement of basic education in Nigeria. The reason often cited is that “the 2% consolidated revenue allocated to basic education is not enough to transform the system into a vibrant organisation” (R15). In another development, another interviewee observed that:-

Education is not the priority of government, the politician are just using state for their selfish gain, even if we complain to the authority concerned, sometimes they will not respond, schools are far away from home, where schools need to be located is not so due to political reasons (R6).

The “lips service offered by state government creates financial problem at the primary level”(R12). UBE is a viable programme if well-funded and implemented, but “state lacks commitment especially in resources allocation” (R17).

According to Rufa’i (2013), Nigerians are tired of committees and reports on education delivery, what is needed is action.

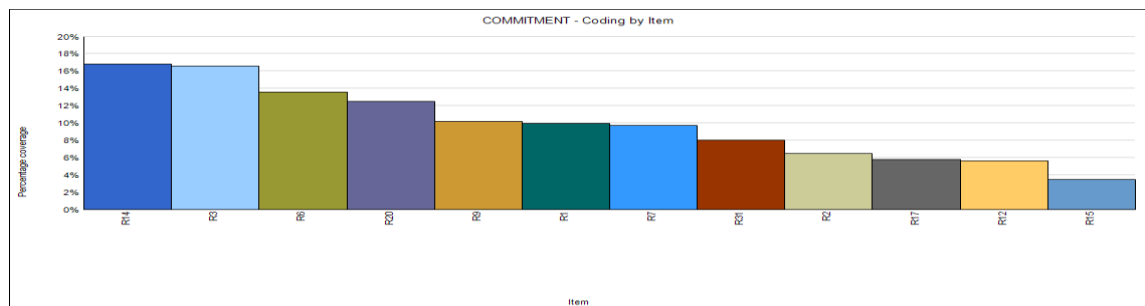


Figure 5.4.2 Informants responses on Commitment

Figure 5.4.2 demonstrates that the commitment of the government (federal, state and local governments) in basic education provision is very low especially with regards to the funding of the institution.

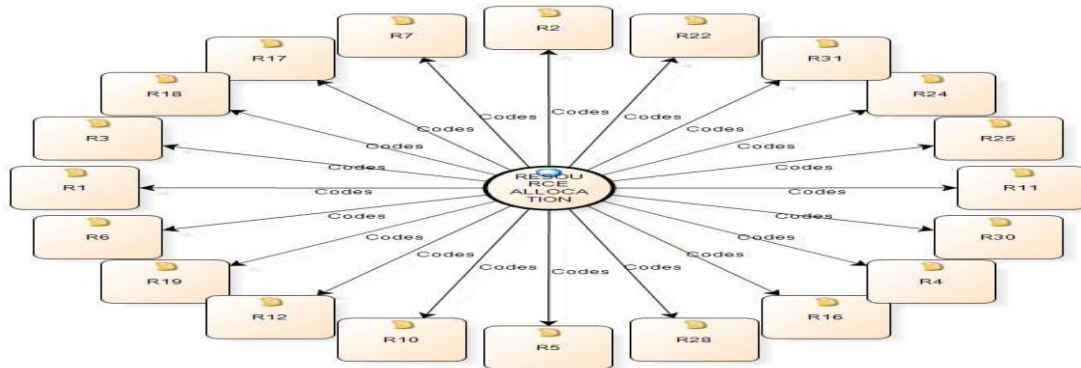


Figure 5.4.3 Sub-theme: Resource Allocation

Figure 5.4.3 shows the sub-theme of resource allocation and the number of interviewees.

### 5.7.2. Sub theme : Resource allocation

Government expenditure in basic education is very low which could not enhance its growth and development as a viable institution. “Past budget has shown that it is below the recommendation of 26% budgetary allocation by UNESCO” (R16).

In support of the above, another interviewee said:

The current situation of our primary education does not promote learning unless drastic measures are taken to promote quality education, the institution suffered from under funding, teachers were not paid regularly sometimes we spent many months without salary (R11).

Another interviewee observed that “funding is the critical issue that led to low progress in basic education” (R6). Despite substantial amount of money generated from crude oil, “most of the money generated has been consumed by politicians, almost 25% of the

budget is used to pay law makers' salaries while education received 6-8%" (R4 & 28).

Another respondent stated that:-

Political factor is a very important factor that affects education provision in Kebbi, the interest of government as well as the strategies in basic education provision are lacking, they are just after accumulation for their selfish interest which affects growth and development of UBE (R17).

Hinchliffe (2013) observed that Nigeria needs to double her investment in primary education for the achievement of MDGs as well as vision 2020. In addition, R24 stated that "neglect of education by government is responsible for the state of affairs we are seeing today" in our primary schools; that is why there are many dilapidated structures, poor remuneration, and influx of teachers from teaching profession in search for greener pastures. In support of that, another interviewee added that:-

The allocation is not based on enrolment, the allocation to basic education is not up to the amount required because the system still needs tremendous funds to transform the institution, they just allocate what they like as a result contribute to poor education in Nigeria (R7).

Respondent (R12) added:

In Northern Nigeria especially in Kano state, the problem of primary education is economic factor, poverty and fluctuation of country's allocation to education, the country heavily relied on oil, recession and depression affect the price of oil which has effect on budget; at the same time allocation to the education sector (R12).

The analysis of high education achieving states proved that amount devoted toward education provision has effect on quality of education. In other words, they devoted a significant amount of their budget toward education provision. An interviewee said:-

UNESCO recommends provision of 26% budget to education but such recommendation has never been realised in Nigeria due to controversy surrounding education provision between the three tiers of government that is the federal, state and local government (R2).

According to the National Policy Brief (2005), the problem of the financial allocation to primary education sector could be seen from:-

- Inconsistency in financial policy, non-release or late allocation of budget;
- The over-reliance of the country on one source of income which is oil which affects the budgetary allocation to education;
- Underfunding of education sector;
- Inadequate data on education; and
- Misapplication of resources to education sector.

In addition another interviewee stated that:-

Lack of adequate or sufficient funds to run day-to-day affairs of the institution, since 1999; so far, there was no sufficient funds to carry out some of our functions such as research and statistics and monitoring of schools (R18).

According to the Rufa'i (2013):

Budgetary constraints affect the day- to-day running of basic education in Nigeria. There is population explosion in the schools, government is facing serious financial constraints as a result, it affects the provision of basic education in Nigeria.

Many parents also complained that the basic education programme in Nigeria is not free because parents still have to buy books, chalks, uniform and pay transportation fees.

Lack of good leadership is a problem to basic education in Nigeria. "Leaders are not giving preference to basic education" (R3). Looking at the "budget for education in Nigeria, one can deduce that the government is not committed to achieving EFA by the year 2015 and achievement of vision 2020" (R10 ), as stated by an interviewee:-

For instance, in Kano state, the UBE intervention fund was not accessed since 2008, after the state failed to account for the disbursement of 2007 of UBE intervention fund, this was due to ineffective leadership by

previous administration as well as lack of zeal to enhance basic education development in the state (R1).

The matching grants for the two states under study have decreased. The table below shows the grant of the states under study between 2005 -2011.

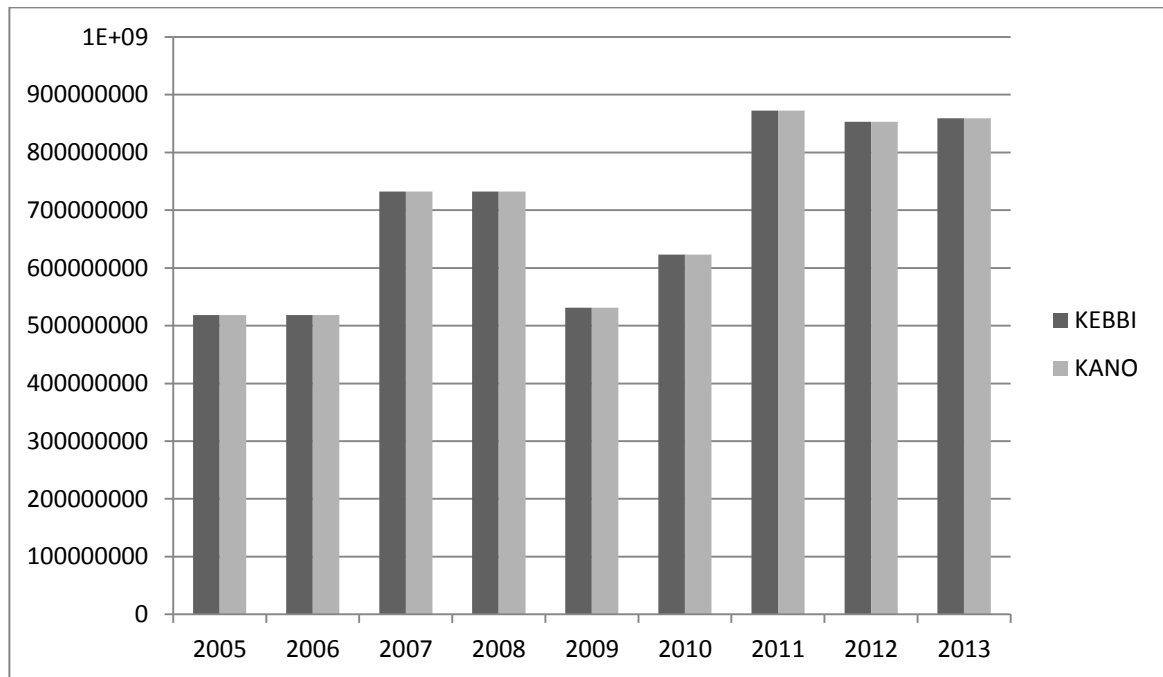


Figure 5.4.4 Matching Grant of the two selected States (₦)

Source: (UBE, 2012)

From the figure above, it could be observed that the matching grant was allocated to the two states on equal basis; Kano for instance has enrolment of more than two million pupils but received the same amount as Kebbi with the enrolment of 500,000. Also, based on the table above, the allocation of matching grant has decreased. For instance, in 2011, ₦ 872,527,306.70 was allocated to the both states, and in 2013, the allocation decreased to 858,997,072.37. The problem of basic education is political will to allow things to work, as stated by another interviewee:-

The funds available to basic education are inadequate, financing basic education requires enormous resources from the three tiers of governments, the responsibility of financing primary education needs to be reviewed among the three tiers of government (R5).



In response to the question on the problems of commitment of the government bedeviling the organisation from becoming an excellent institution, a respondent highlighted that:-

The cost of running education at primary level is too high to be managed by government, federal and state governments provide the physical infrastructures such as text books, building and chairs. Local governments pay teachers' salaries and it received small proportion of revenue from the federal account, local government receives 20% of federal allocation from the federal government as a result could not shoulder the responsibility of viable projects beside recurrent expenditure (R1).

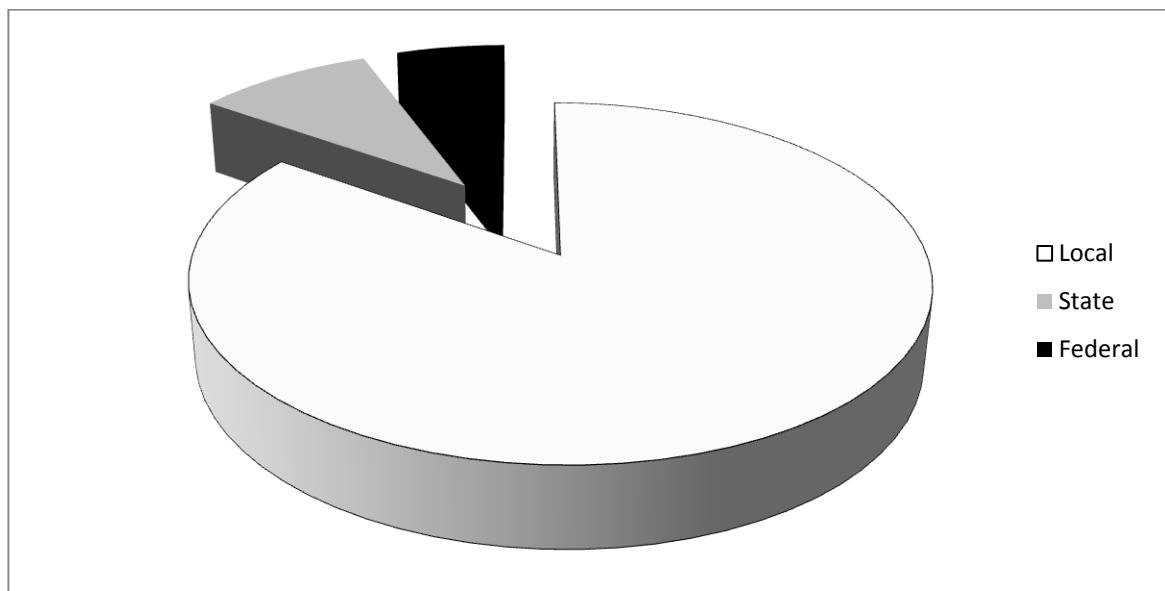


Figure 5.4.5 Share of Expenditure by level of Governments on Primary Education  
Source: Hinchliffe (2002)

The Figure above shows that local governments contribute more than the other two tiers of governments in financing primary education, i.e., 84.8%, followed by the state government with 9.4% and the least is the federal government with 5.8%.

Another respondent said that “The issue of poor funding has been recurrent in education sector; it requires collaboration with NGOs and well to do individuals because government alone could not bear the burden of education” (25).

In another development, a parent observed that the reason for low enrolment in primary schools in Nigeria is that:

The cost of schooling is very high such as money to purchase text books, stationeries, admission fees, equipment, examination fees, registration fees, mid-day feeding and transportation fees which affect student’s performance (R31).

In another development, a respondent observed that the problems of primary education emanate “due to decrease in funding, the demand for education is very high as a result of change in demographics of primary school pupils that has created so many problems, such as shortage of classrooms, infrastructure, etc.” (R30).

Also, a respondent observed that:-

The budget allocation to education has not been in pace with the enrolment which affects quality, the enrolment is increasing every day, the standard is falling due to abandonment of the sector since the government finances everything (R22).

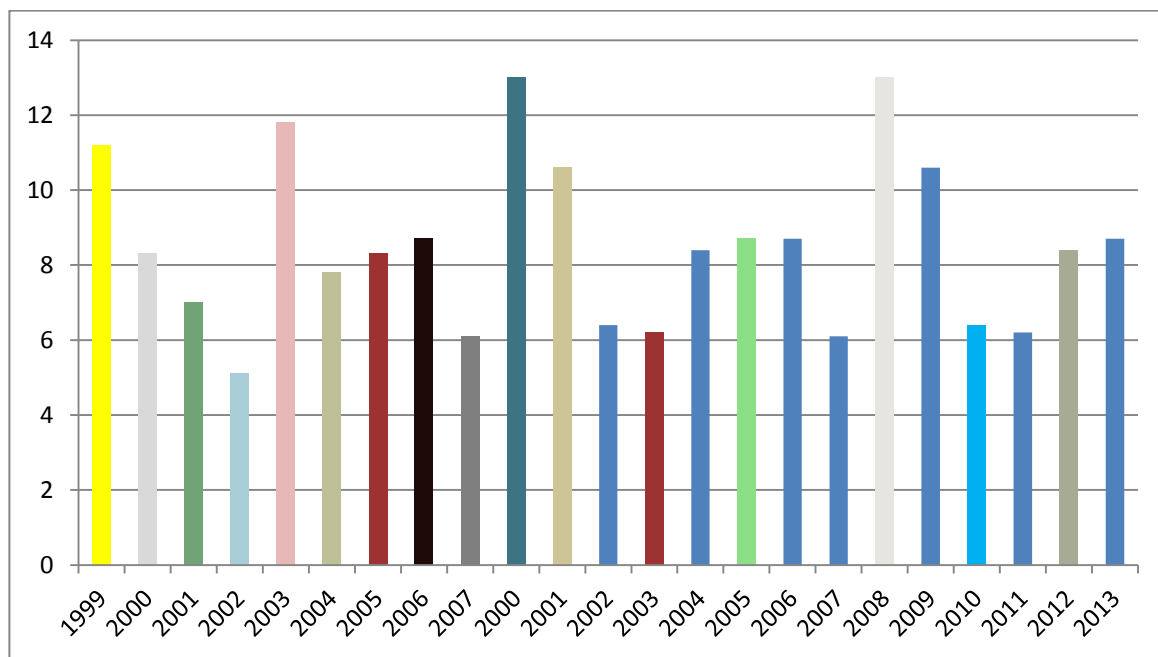


Figure 5.4.6 Share of Budget to Education in Nigeria

Source: Adenuyi & Otu, 2006; FME, 2004; Garth, Jaja & Maclean, 2003; National Bureau of Statistics, 2009; Olusola, Ayodele & Osiki, 2011; The Sun, 2013b & UBE, 2012.

From the above figure, it could be seen that the budgetary allocation to education has been decreasing. For instance, in 1999, the budgetary allocation to education was 11.2%; it decreased to 8.3% in 2000, 7% in 2001 and 8.7 in 2013.

In another development, a newspaper report observed that the philosophy behind the establishment of the UBE is because of the inability of the state to finance basic education in Nigeria. State and local governments are not financially strong to finance primary education; as a result, the federal government has to come in (Punch, 2013).

Interview conducted with a parent revealed that:-

The revenue of government is not stable due to economic recession, government budget ran out of hand due to the fact that the price of oil is fluctuating and adversely affects education allocation and educational development in Nigeria (R19).

The past leaders, both military and civilian, had underfunded education, Nigeria is among the ten countries in the world that devoted small amount of the budget to education. As a result, the commission could not carry out most of its valuable activities (Anselm & Fredrick, 2013).

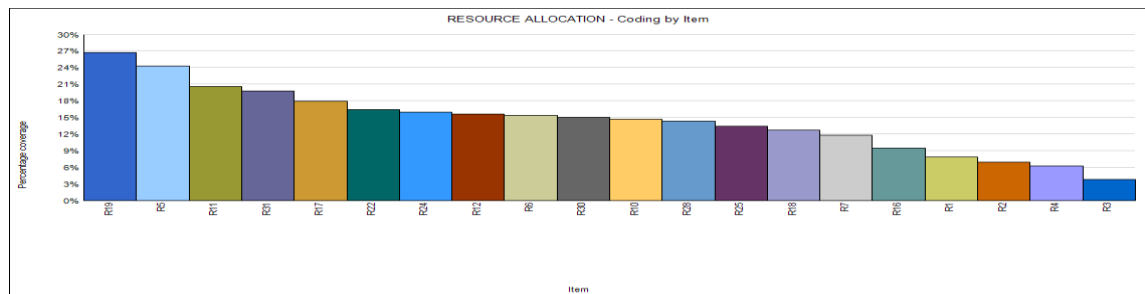


Figure 5.4.7 Informants responses on Resource Allocation

From the table above, it is clear that most of the interviewees said the organisation under investigation lacked adequate funding to carry out its functions effectively.

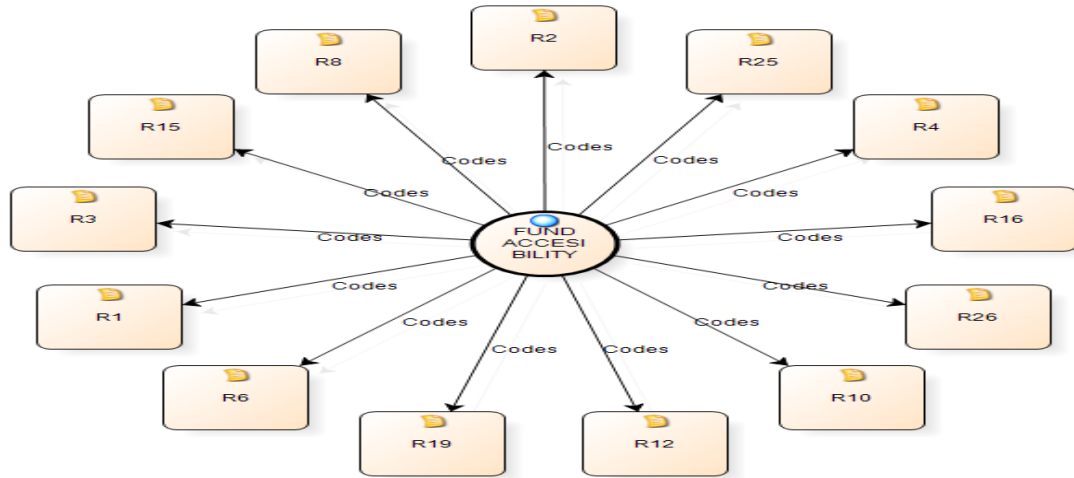


Figure 5.4.8 Sub-theme: Fund Accessibility

Figure 5.4.8 Shows sub-theme of fund accessibility and the number of interviewees.

### 5.7.3. Sub theme: Fund accessibility

The federal government supports basic education by provision of matching grant. For states to access the matching grant, states also need to provide counter funding. The accessibility of counter fund varies from state to state; some states were able to access up to date but some states could not due to one reason or the other as stated by a respondent below:-

The structure of government provides three tiers of governments, federal government does not dictate to the states and local governments, there is separation of powers between the three tiers of governments, what UBE does is to approve their action plan, whatever state government wants is what the UBE approves (R1).

The “UBE is mainly charged with the responsibility of overseeing the activities of the state and local government on behalf of federal government which has set out guidelines for accessing the funds” (R15). In addition, another respondent added that:-

Some State Governors were new, likewise some SUBEB Bosses, some of them did not have access to Governors, and education is not their priority that is why they left the money idle for several years without accessing which create problem to basic education (R3).

The “lack of understanding of access arrangement especially due to frequent change of leadership of the state branch of the commission affects funding of UBE” (R19). With regards to the frequent change of State Chairmen of UBE for political reasons, “The new chairman sometimes knows nothing on the criteria for accessing the fund; therefore, leaving the money untouched for several months or years”(R8). Another interviewee stated that:-

The sources of revenue for UBE is counter funds, which is 50/50; it is this fund, most states are not willing to provide, the action plans are not being abide by, some states find it difficult to abide by the action plan, some will collect the money instead of using it judiciously they will go and build roads, the counter fund is used to build infrastructure, training, toilet, library, computer rooms, bore holes, water, and the state paid the salaries of employee of SUBEB, while the salaries of teachers came from local governments, the abolition of Education Trust Fund funds also constitute another problem, when ETF intervened, it contributed to development of infrastructure but now that the ETF is no longer intervening, it constitutes problem (R1).

In another development, a Governor of a state in Nigeria (Elechi, 2013) said that federal government should grant states waiver of counter funds. The basic hiccup to UBE implementation is inability of state to provide the counter fund; states have a lot of responsibilities to deliver, ranging from political, economic and social responsibilities. Therefore, states could not raise the counter fund. In support of the above, another interviewee added that:-

Timely release of funds is another issue of discourse, even to release the funds is a problem it takes several months before we can access the fund due to bureaucratic bottleneck attached to the funds, the 2% allocated by the federal government from accrued revenue is too low to make an impact in education development, there is also the problem of coordination between the state, local government as well as federal, due to poor planning (R2).

A union leader highlighted that:-

Even if we complain that what we have received is not something to be proud of, thank God the school management committee has come in provision of accommodation as well as building of computer laboratories, the school management committee and well to do philanthropists who sometimes contribute money toward the development of primary education (R15).

Some states have not been accessing the funds “due to regular change of the Executive” (R12). “Politics are involved in the appointment of SUBEB Executive” (R10). This affects the day-to-day running of SUBEB. Another respondent opined that: -

Lack of understanding of the requirement for accessing the fund also constitutes another problem to the commission, the rules and regulations governing the access of the funds are not well known in the states which prevents many states from having access to the funds, many states ministries of education as well as SUBEB are ignorant of new rules governing assessing the fund or are not aware of the current requirement (R6).

He also added that:-

Also the money meant for primary school development - sometimes, state governors for political reasons do divert it for other projects which is different for which the programme was meant for which constitutes a challenge to the commission (R4).

In another development, the former minister of education and now regional director (World Bank West Africa) added that “some state governors used the money meant for basic education provision to praise singers”(Ezekwesili, 2013) rather than basic education development. In addition:-

Some states were not able to access the funds due to inability of state to meet the criteria involved in the allocation of funds. The UBE commission set out guidelines on fund accessibility such as submission of action plan, money must be judiciously utilized, etc.(R2).

Also, the inability of states to access the matching grant was as a result of:-

Slow draw down of matching grant fund by some states, non –provision of the 50% counter fund requirement by some states to enable them to access the matching grant and late submission of financial returns by the states and UBEC zonal offices (R16).

For instance, River, Ebonyi, Nasarawa, Lagos and Kano, in 2008, eleven states did not access their grant. The reasons for their inability to access their grants are as follows:-

- Inability of the states to account for the past allocation;
- Inability of states to provide counter funds; and
- The monies released to those states were used for other projects outside UBE (Nigerian news world, 2011).

Another interviewee stated that:-

Now that the federal government imposed more responsibilities to the commission, such as Almajiri schools, girls and boys education as well as provision of library, the commission needs additional funds, there is need for new revenue sharing formula (R26).

In addition to the above, the major challenges of UBE are the inability of the states to access UBE intervention funds, inefficient resource mobilisation and utilisation due to lack of transparency and accountability, low political will, and lack of commitment on the part of the states in funding basic education. Also, there is inadequate planning, weak implementation of medium-term sector strategies (MTSS) and annual work plan and alienation of LGEAs in the implementation of basic education (Roadmap for UBE, 2012). Another interviewee observed that:-

Report from the field shows that there is non-adherence to approved action, rolling and strategic plans, inability of the state to follow due process, due to unauthorised diversion of funds from one sub-head to another, slow pace of project execution and changes in project locations without approval were reported (R25).

The UBE activities were further compounded by inability of the state to draw up matching grant. Some states also refused to remit their counter funding, failure of state to retire the initial grant and non-involvement of some stakeholders of the UBE, such as parents-teachers association and the private organisations (Anselm and Fredrick, 2013).

The former minister of education (Ezekwesili, 2013) added that the money meant for the UBE is being used for electioneering campaign and hiring of thugs which lead to poor performance of the foundation of education in Nigeria.

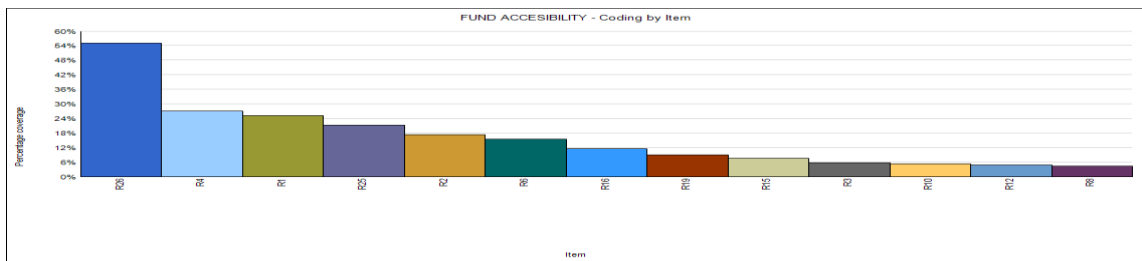


Figure 5.4.9 Informants responses on Fund Accessibility

The above figure shows fund accessibility. From the figure, it could be deduced that most of the respondents stated that the funds allocated by the federal government to primary education are not properly utilised; therefore, the state could not access the matching grant. For instance, Kano state could not access in 2008 due to its inability to account for funds of 2007.

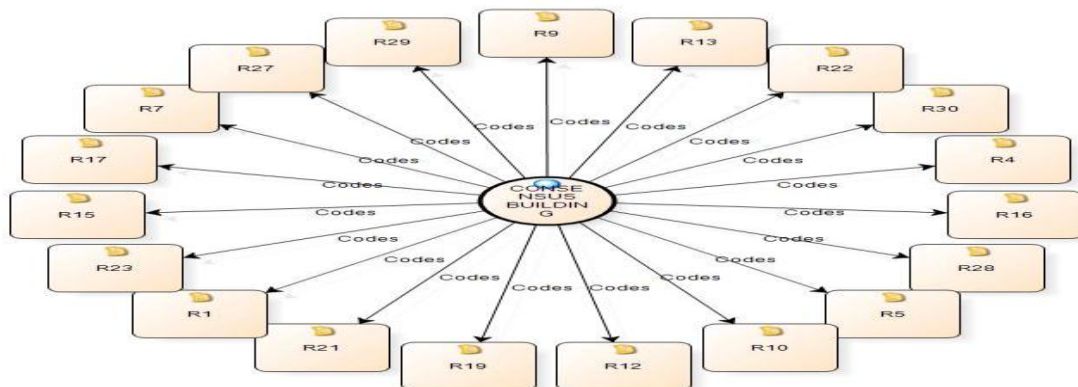


Figure 5.4.10: Sub-theme: Building Consensus



Figure 5.4.10 shows sub-theme on consensus building and the number of interviewees.

#### **5.7.4. Sub theme : Building Consensus**

Building consensus involves cooperation among different levels of governments and stake- holders, and attracting them to invest in education. The rate of consensus building is very weak in Nigeria as observed by a respondent:-

It is mandatory for every parent to enroll their wards to the school but due to lack of enlightenment, many parents are not aware of their role as a result did not enroll their children and inability of government to provide adequate funding (R10).

Interview conducted also indicated that there are “inadequate resources to embark on massive enlightenment” (R27). Not too long ago, “the ministry asked each and every school to form school based management committee but many schools have not responded” (R9). Only in few places, such committees are playing their role, “in some places, school management built schools, toilet and libraries” (R15). School management committee just came in recently to monitor what is going on in the schools as well as effective implementation of the policy, “to reduce political influence, the well to do among the committee members will help in building and provision of infrastructure as well as enlightenment campaign” (R22 & R29). Even cooperation with the community is not there as observed by an interviewee:-

The relationship between teachers and communities is not cordial, and for success of basic education, there must be good rapport between teachers and community which is lacking, sometimes, governments allocate land but the community will deny them and see it as encroachment of their land which negates the progress of the schools, a teacher may be posted to a village but to get accommodation is a problem, that is why teachers sometimes don't reside very close to school, at times, arrive late to the school which affects the basic education, in order to complement government efforts, the school came out with parents-teachers association in which parents contribute ₦100

to buy chalks and other instructional materials needed in the schools but many parents always complain of lack of money (R21).

Parents also contribute toward development of education of their wards in the form of advice, and there is also school based management committee in which parents contribute towards development of their children both financially and materially. “They do build classrooms, provide instructional materials, as well as other input such as chalks” ( R17) . As observed by a respondent:-

No awareness especially at the village level, people are not being mobilised to know the importance of basic education, there is need for government to intervene to create more awareness in order to promote educational development (R12).

The community needs to play a role in education but they are not being oriented even in the supervision which affects education development. In support of that, an interviewee stated that:-

It is also the role of government to establish collaboration with education stakeholders such as NGOs, alumni, international organisations, civil society but only few NGOs and international development partners are playing their roles (R16).

Local communities also have roles to play in delivery of basic education such as “provision of enabling environment to ensure proper implementation of education for all” (R7). The community should assist in provision of human and materials resources, maintenance and safety of infrastructure, but it is not doing so as observed by a respondent:-

Poor coordination of the stakeholders, such as parents, NGOs, Alumni and community have a role to play in education but most of the stakeholders seem not play their role and responsibility in basic education delivery due to poor collaboration (R23).

The reason for poor enlightenment is “because of “inadequate funding of the organisation” (R13). Another respondent added that:-

The problem has to do with the stakeholders - both the government, parents, NGOs, teachers etc. all of them have a role with regards to basic education, failure of stakeholders to play their role as and when due vividly affect education provision in Nigeria (R4).

Government is not giving much to the schools for the day-to-day running of the school, as a result “the school came out with PTA charges in order to run the school effectively; the school charged ₦100 per student but many parents could not pay due to poverty” (R30).

An interview with the parent also found that:-

The cost of education is very high for the parents, for instance parents buy uniforms, books, and pay levy, nothing is free as far as basic education is concerned; as a result, they could not send all their children to the school at once, they have to send them in batches due to poverty (R5).

In order to address the problem of imbalance in education within the states, the federal government came out with a community initiative project known as community initiated self-help project, i.e., if communities are willing to support self-help projects in their various localities, the federal government would provide some money as inducement but many communities are not mobilised and ignorant of such kind of arrangement. “The essence of the self-help project is to enhance the participation of communities and private sectors in education development by coming out with viable programmes as well as administration of schools” (R1).”There is weak synergy among the stakeholders in basic education” (R23).

The stakeholders have a role to play in education but most of them are not aware of their responsibilities due to poor enlightenment; that is why there are many children begging for alms on the street. The law also prescribes punishment for parents who keep their children from school but lack of implementation of such laws renders the programme

ineffective (Okafor & Anaduaka, 2013). In addition to the above, another interviewee stated that:-

Self-help project is designed to involve community in school affairs and encourage private participation, communities are expected to provide 10% but poverty constitutes the biggest problem toward such arrangement. Many household could not afford three square meals in a day, as a result constitute hindrance to basic education provision (R19).

The essence of self-help project is to provide basic infrastructure in the schools, improve stakeholder relations but low participation renders the arrangement ineffective.

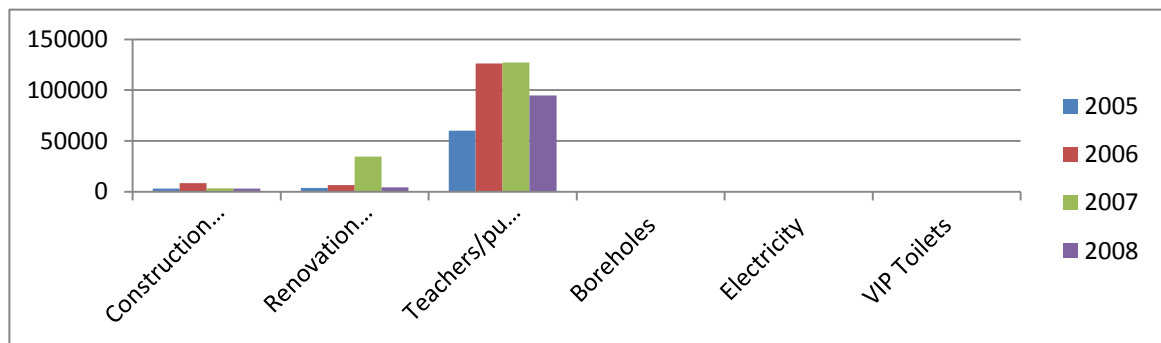


Figure 5.4.11 Self-help project by Communities for Basic Education in Nigeria  
Source: Impact Assessment of UBE (2012)

The figure above shows the self-help project embarked upon by various communities in Nigeria from 2005-2008. Due to the inability of the state to provide such goods and services, the self-help projects are decreasing due to poverty and lack of community participation.

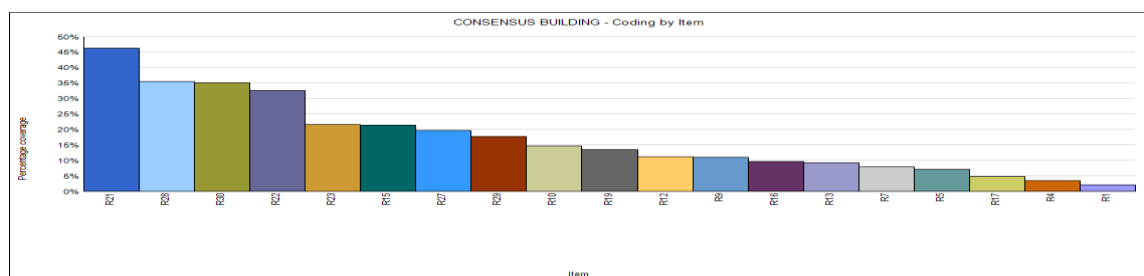


Figure 5.4.12 Informants responses on Consensus Building in Nigeria

From the table above, most of the respondents support that there is poor relationship between the government and the society, especially in building consensus and to support schools for the achievement of the objectives of basic education provision.

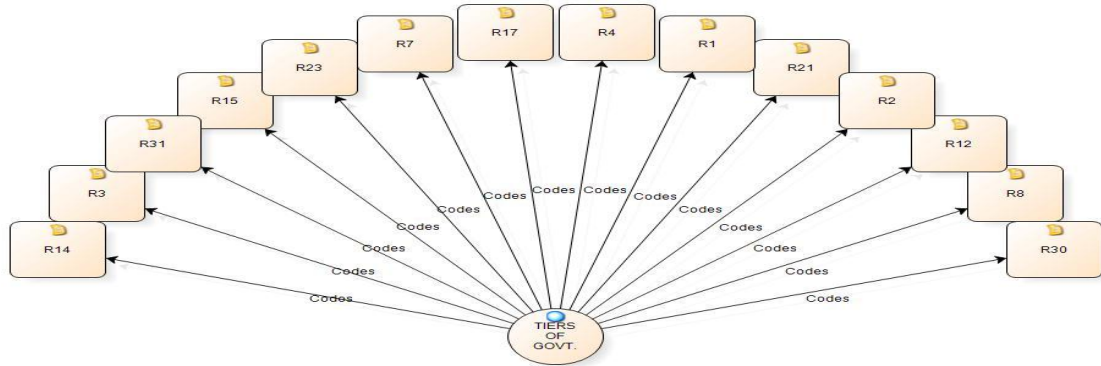


Figure 5.4.13 The relationship between tiers of governments and the number of informants.

### 5.7.5. Sub theme: Relationship between tiers of government in Nigeria

The relationship between the three tiers of government in terms of primary education finance has not been cordial; almost 86% of expenditure of financing primary education lies with the local government; state government only contributes 12% while federal government contributes 4%. Local governments are not financially vibrant especially in terms of resource allocation; many local governments are in serious financial outcry because they receive little allocation from the federal account. The sharing formula for resource allocation among the three tiers of government has been the subject of discourse since independence. Due to serious financial disposition of local governments, some of them cannot embark on any viable project besides payment of salaries which negate their financial capability and adversely affect funding of primary education in Nigeria (RIT, 2004). As an interviewee put it:-

The issue of joint account has created a very big problem to the local government, there are many outcries from the local governments that their allocation is being hijacked by the state with the name of joint account, local governments could not perform any function besides payment of salaries due to the poor intergovernmental relations between the two tiers of governments (R14).

UBE is bedeviled with problems of inadequate funding, “inadequate funding arises due to poor coordination and lack of commitment due to poor relationship between the board and other tiers of government which is not cordial” (R30). In addition to the above, another interviewee in Kebbi state observed that:-

Three tiers of government stake in basic education - salaries of teachers came from local government, one cannot employ a single teacher without consulting chairman of local government who always complains of funds, no increment and promotion for several years (R2).

Relationship between the three tiers of government in terms of accountability is the problem hindering education development as observed by one interviewee:-

The financing of primary education among the three tiers of governments has not been cordial due to the fact that many state governments are not in support of basic education, the federal government only intervenes in the form of consolidated revenue fund, while the state governments provide the counter funding of matching grant, the money meant for the development of primary schools is not being used by the state for the purpose for which it was meant for, state governors do divert it for other developmental projects which negate the accessibility of the funds meant for the programme (R1).

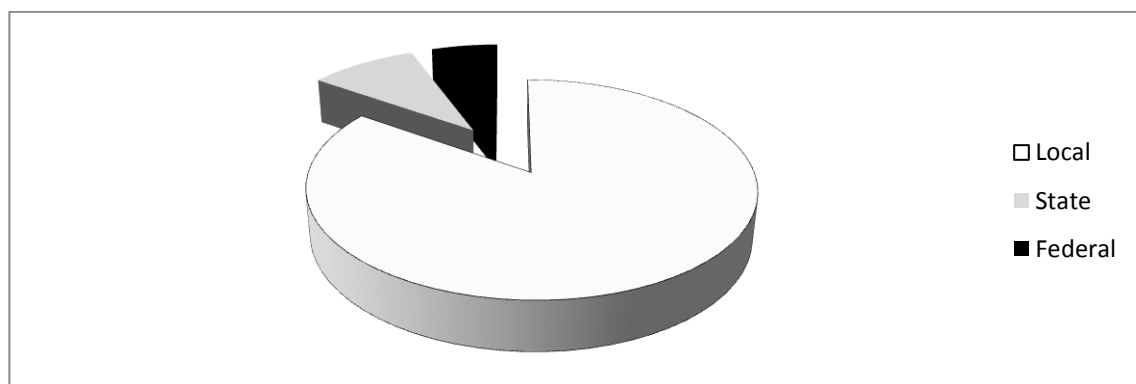


Figure 5.4.14 Share of Expenditure by level of Governments on Primary Education in Kano and Kebbi  
Source: Hinchliffe (2002)

The Table above shows the share of federal, state and local governments' expenditure on education. The local government contributes the highest with ₦ 632,732,702, followed by the state government ₦ 70,523,805 and local government with ₦ 43,470,682.

Another interviewee observed that:

The problem of education lies with the federal government, because the federal government allowed the state governments to manipulate the allocation of local governments which is creating problem to the payment of salary of local governments, if the state governments will release the allocation of local governments, many local governments are willing to support basic education but they always complain of lack of funds (R15).

In another development, an interviewee observed that:-

The exclusion of primary schools from ETF created problem to the primary schools especially building of classes, most of the classes in primary schools were built by ETF; now that ETF is no longer supporting basic education, there are many cases of overcrowded classes (R3).

Another interviewee stated thus:-

The three tiers of government have a stake in development of basic education, for instance the salaries of teachers come from local governments, you cannot employ a single teacher without the consent of local governments' chairman who always complains of inadequate fund as a result, we cannot employ teachers, there are no increments, no promotion for teachers without the consent of local governments' chairman and poor remuneration. The salary of teachers is not encouraging, people take teaching profession as a stepping stone, if you employ 500 teachers this year, the next year, hardly find half due to poor remuneration, recently in Kebbi we had interviewed 8,500 but keeping them on the job is another issue, the basic education is left unattended, leaving it to all manners of people to teach such as SSCE holders, Diploma graduates without any methodology thereby creating problems to basic education (R2).

The relationship between the states and local governments is not cordial due to local government joint account, "there was a time that we spent six months without salary" (R31). A respondent also observed that:-

The relationship between the local government education authority and local government is worrisome because money for supervision is not being made available, local governments always complain of poor funding; as a result, schools are left unattended for many months (R12).

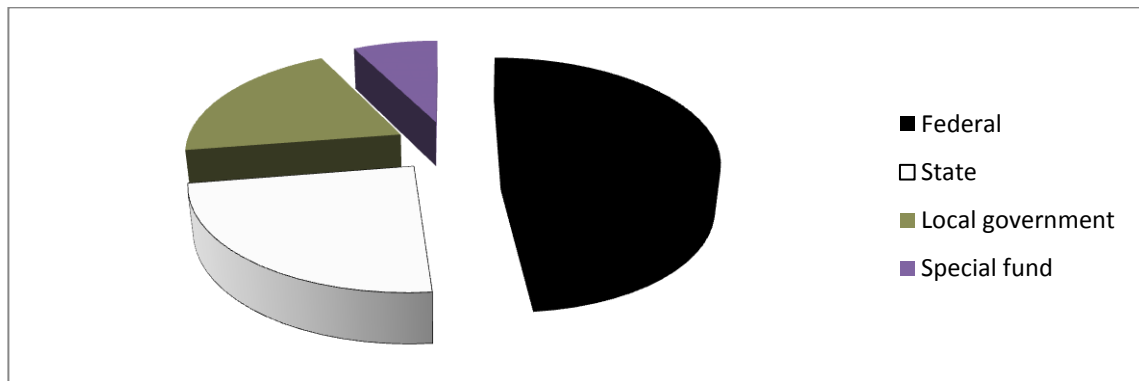


Figure 5.4.15 Allocation to Federal, State and Local Governments

Source: Iwela (2013)

The table above shows the amount allocated to the three tiers of governments: federal government carried the highest with 48.5%, followed by the state with 24.0% and the least allocation is the local government with 20.0%.

Funding is a critical issue that primary education is facing, though government is putting much efforts, the funding is inadequate to support the increasing enrolment. “The resources injected into education are not commensurate with the resources available at the school’s disposal” (R23). In another development, an interviewee stated that “Some states failed to provide counter funding which created funding gap, if states are willing to provide their counter funds and abide by the rules governing the access of the funds, everything will work out fine” (R7).

In support of the above, a few respondents stated that the problem is lack of interest by the state to improve basic education in Nigeria, “federal government is willing to support basic education, most of the problems come from local and state governments” (R21). The “governors of the state as well as the local government chairmen do not



commit their resources as well as coordinate the programme in such a way that will promote quality education in Nigeria” (R17).

In another development, the finance minister (Iwela, 2012) added that:-

State and local governments are not in good financial position to finance primary education especially right from the time the federal government announced the passage of minimum wage into law, that is why many state governments could not implement minimum wage, another factor that affects the education development in Nigeria is deficit budget by the state, many states are not financially vibrant that is why they have embarked on borrowing.

From another perspective, Hinchliff (2002) observed that the expenditure of government in education is below 10% of its overall spending, the problem is from intergovernmental fiscal relations, i.e., vertical and horizontal imbalance.

Another interviewee stated that:

In Kebbi, we don't have problem with the state because we are able to access our fund up to 2012, the only problem we have is with local government; sometimes, local governments do complain that SUBEB is spending their money, the relationship between education secretary and chairman is not cordial, chairmen are not cooperating with the education secretary, some chairmen even went to the extent of complaining that they don't want certain education secretaries in the local government (R8).

Local government is the government closer to the people “but there is alienation of local government education authorities in basic education implementation” (R4).

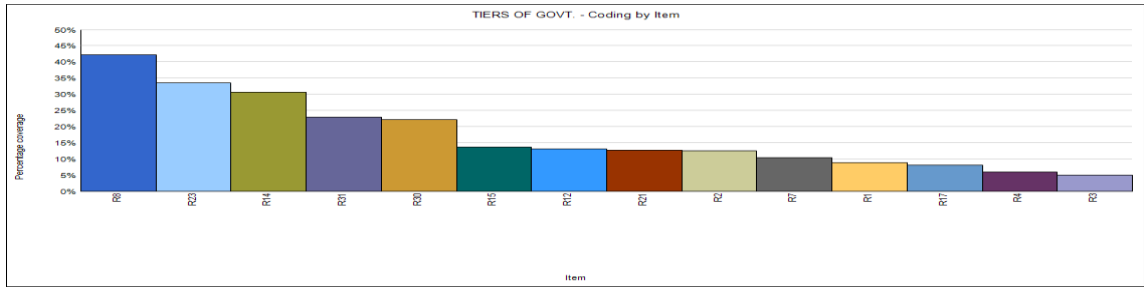


Figure 5.4.16 Informants responses on Tiers of Government in Nigeria

The Figure above shows that the relationship between the three tiers of government is not cordial especially in funding basic education in Nigeria which negates the growth and development of the institution.

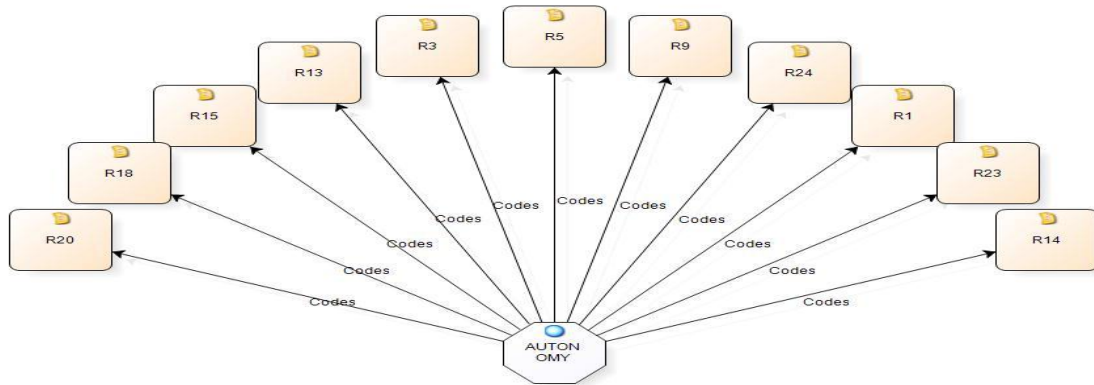


Figure 5.4.17 Sub-theme: Autonomy of the Institution

Figure 5.4.17 shows the sub-theme of Autonomy of the institution and the number of interviewees.

### 5.7.6. Sub theme: Autonomy of the Institution

A question was asked to determine whether UBEC is an autonomous body or not. Based on the interviews conducted, one of the respondents observed that:-

UBE is not autonomous in terms of budgetary allocation, the institution prepared and submit budget but the political heads determine the allocation

to the board, they allocate whatever they like which led to serious financial constraints (R1).

The UBE only relies on the government and the well-to-do individuals for its funding, “the over-reliance on government for funding is a challenge toward expansion of the institution” (R14). The expenditure of government therefore falls below expectation. In another development, an interviewee observed that:

Also, in terms of recruitment, it is not based on merit; the connection of individuals determines the job in basic education, the political connection determines who gets the job, which negates the organisation from growth and development and from becoming an excellent institution (R23).

In terms of autonomy, “the board is not autonomous due to politics, politics has intervened” (R9). Also, schools have not been provided where needed due to politics, while where schools are not needed, they are provided with schools just for political reasons (R15).

In addition, another interviewee said that:-

The institution is not autonomous, it is not free from political actors. At the same time we receive directives from the ministry, in this era of politics, we can't be free from political actors especially in recruitment, dismissal and discipline of staff, political influence determines who gets the job especially with regard to managers of education (R3).

The UBE does not determine the budgetary allocation to the organisation, “it is the government that determines the amount allocated to the commission” (R24). In addition to the above, an interviewee observed that:-

Although our unions are trying to make sure that the primary education has autonomy and is adequately funded, but our activities are curtailed by political interference especially in the appointment of key officers of the basic education union (R18).

The reasons for interfering in the appointment of such officers are to make the union a toothless bulldog (R20). That is why the institution could not perform to the expectation of the masses. In another development, an interviewee observed that:-

UBE needs to create alternative sources from the PTA, alumni, philanthropists and community, government stated that education should be free and compulsory but experience has shown that the commission is still facing problem of funding (R5).

In another development, an interviewee also observed that:

The award of contracts and supply of instructional material have been politicised, politics has negated quality work in most of our schools that is why the buildings, furniture and other equipment needed are not up to standard (R13).

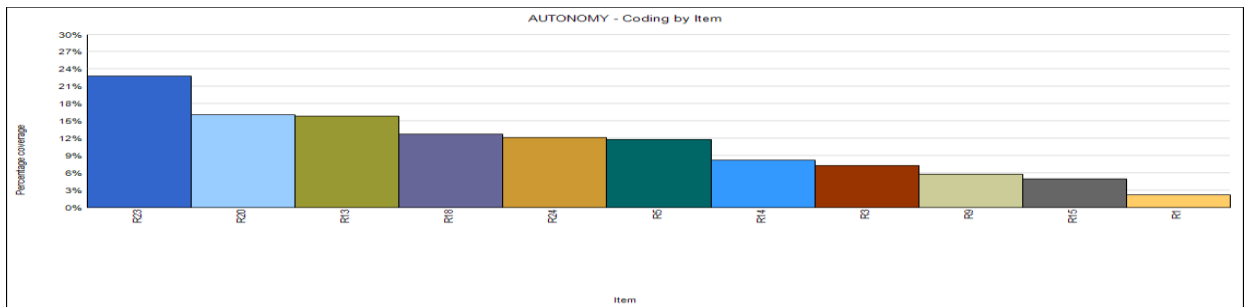


Figure 5.4.18 Informants responses on the Autonomy of the Institution

From the above Table, it is clear that basic education lacks autonomy, the political heads determine who gets what, when and how at the same time as the contract award and procurement of goods.

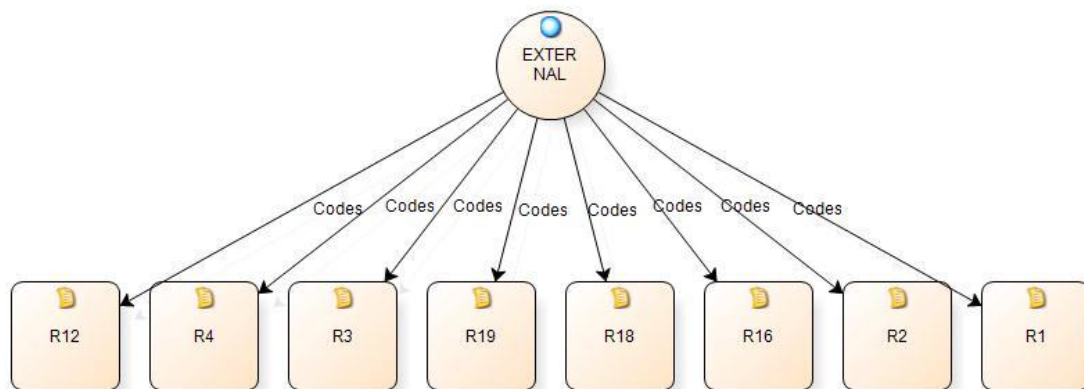


Figure 5.4.19 Sub-theme External Resources

Figure 5.4.19 shows the sub-theme of external sources of funds for the institution and the number of interviewees.

### **5.7.7. Sub theme: External Sources**

Also, with regards to external collaboration, a respondent observed that:-

Only few NGOs and international development partners play a vital role in educational development of a child such as UNICEF, JICA but the local NGOs are not playing any important role toward development of education in Nigeria, it may be due to the nature of their evolution, some of them are facing the problems of inadequate funding which result in their tendency of becoming one man affairs or businesses (R2).

Ajayi (2012) posited that various forms of assistance emanate from international development partners, such as World Bank and UNICEF but the state still needs more in order to achieve EFA. In addition, a respondent also added that the external sources are not sufficient to enhance the development of basic education as he put it “The international partners also played a vital role in implementation of UBE such as training of teachers, capacity building and provision of instructional materials such as text books” (R1).

Another interviewee added that “there is delay in the approval of our year plan by the World Bank which sometimes slows down our implementation process due to their bureaucratic nature” (R12).

A respondent in Kebbi observed that recently in Kebbi “we got assistance from JICA in promotion of science and mathematics especially training of teachers; UNICEF for instance provided capacity development”(R3 & R18). The external source played a vital role in enhancing basic education in Nigeria particularly in provision of infrastructure. “Due to non-proliferation of NGOs in the Northern part, their activities are only restricted to the southern part of Nigeria, therefore not much support from them” (R19). In Kano for instance, both the NGOs and international development partners play a vital role as an interviewee put it. “The international partners play active role in education

development, for instance the JICA helped in provision of basic infrastructure in 2,013 classrooms and 308 toilet booths were distributed to 33 primary schools” (R4).

However, for “meaningful development, the commission still needs more to achieve EFA by the year 2015” (R16).

Table 5.5

External support from International Development Partners

S/n	Project	Koica	Jica	China	Total
1	Class rooms	807	97	16	929
2	Teachers’ furniture	287	-	-	283
3	Pupils’ furniture	11557	1,940	1200	1697
4	Toilets	538	16	24	578
5	Boreholes	19	-	4	23
6	Chalk board	807	97	16	920
7	Admin block	-	4	4	8
8	Car park	-	-	4	4
9	School fencing	-	-	4	4
10	Notice board	807	30	-	837

Source: Mohammed, 2012

The table above shows the support the UBE received from international partners from 2005-2011.

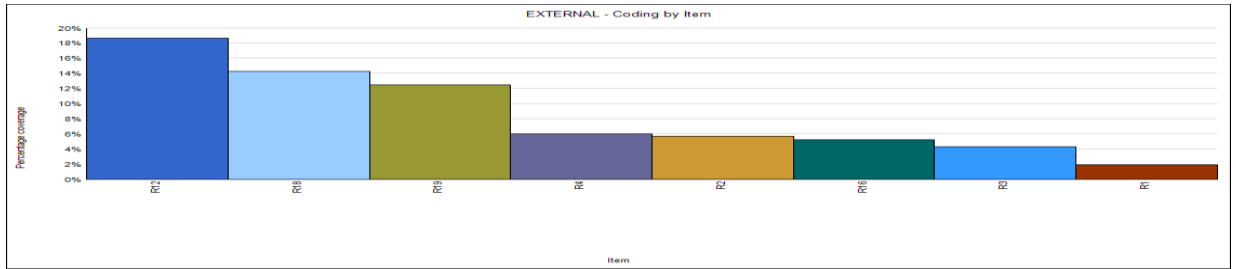


Figure 5.4.20 Informants responses on External Sources

From the Figure above, it is clear that the institution in question received external support but more support is still needed to enhance the activities of the institution.

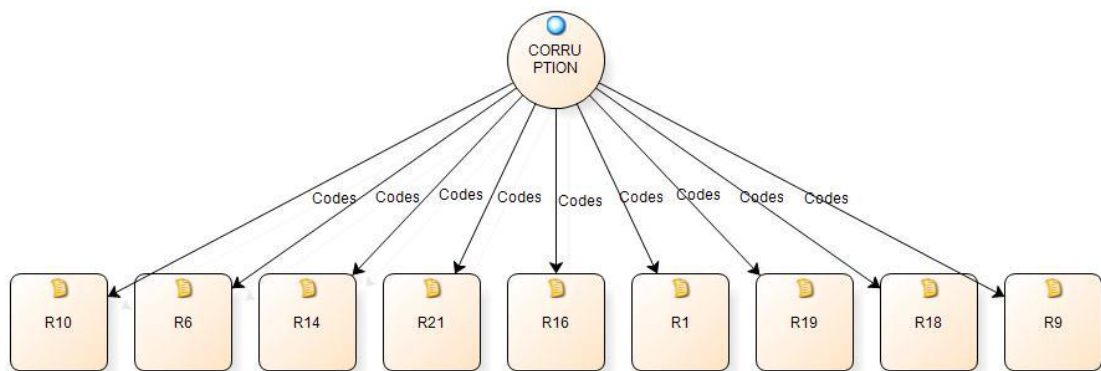


Figure 5.4.21 Sub-theme Corruption

Figure 5.4.21 shows the sub-theme of corruption and the number of interviewees.

### 5.7.8. Sub theme : Corruption

Corruption negates the growth and development of education in Nigeria as observed by a respondent “Corruption is another factor affecting education development in Nigeria, the basic instructional materials meant for schools are not reaching the schools due to the fact that it is being diverted for private ends” (R1).

The reason for the “corrupt practices cannot be far from low salaries of teachers and the employees of the UBE” (R9). Another respondent said that:-

Favouritism is another problem bedeviling basic education in Nigeria, sometimes, the directors will put the names of the whole of his family in the

vouchers list and they will not come to the office to teach, they only come to the school at the end of the month to collect their salaries (R18).

In addition to that, “the reason for rampant cases of corruption is greed” (R10). There is also problem of “low motivation and delay in payment of staff” (R19). “Poverty also influences corruption in Nigeria and large family size” (R6 & R14). Another interviewee observed that “lack of transparency in day-to-day affairs of UBE is the reason for present state of affairs of inadequate text books, furniture and unqualified teachers in the primary schools” (R9). The political and economic elite’s corrupt practices have enriched the few and impoverished many which take many forms, such as nepotism, abuse of power, intimidation, money laundering, extortion, bribery, fraud, embezzlement and favouritism. Successive governments have tried to stop or reduce the menace of corruption in Nigeria but all were in vain due to poor regulations and ineffective sanctions (Olalundi, 2011).

“Corruption constitutes malice to the realisation of aims and objectives of education” (R21). It appropriates meager resources available to education and “it limits accessibility to education which affects the quality of education in Nigeria” (R16). A newspaper (Sahara, 2013) reported that Transparency International (TI) released its reports and Nigeria was ranked the eighth most corrupt country in the world; the ranking was based on corruption in public institutions. The indices used were bribery of public officials, procurement, embezzlement of public funds and effectiveness of public sector and anti-corruption efforts. One of the effects is that schools are not being built.

A newspaper report also quoted one of the Governors:

If the public servant steals less, the government should be able to finance education at all levels (Primary, Secondary and Tertiary). Therefore government needs to be committed in fighting corruption in Nigeria (Aliyu, 2013).



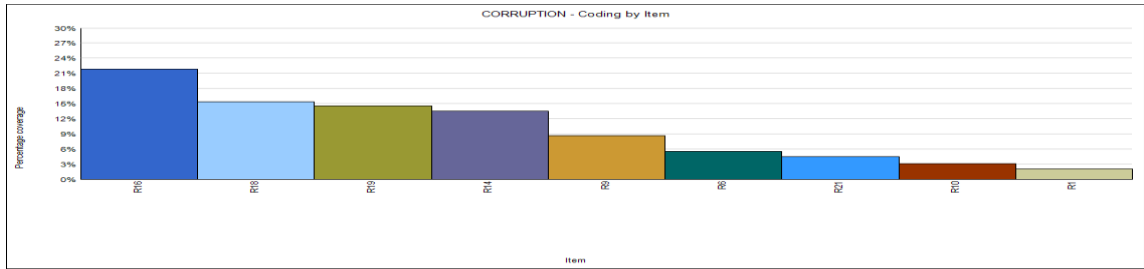


Figure 5.4.22 Informants responses on Corruption

The above figure shows the summary of the interviews on corruption; it also shows that most of the respondents demonstrated that corruption is one of the cankerworms that is killing basic education institutions in Nigeria.

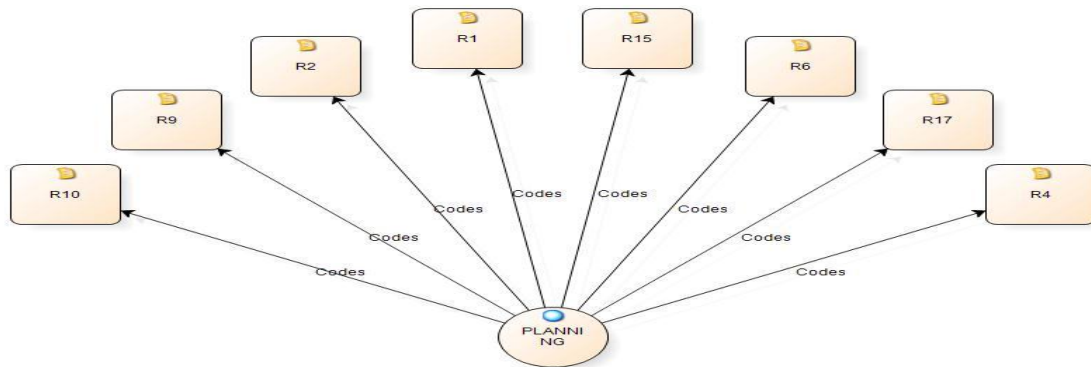


Figure 5.4.23 Sub-theme Planning

Figure 5.4.23 shows the sub-theme of planning and the number of interviewees.

### 5.7.9. Sub theme: Planning

Planning is another factor responsible for low performance of the UBE in Nigeria. The reason for poor planning according to a respondent is that:

The primary education in Kano is facing problem of poor planning, the budget is not based on enrolment and number of pupils but rather on random allocation which is due to the problem of poor statistics and lack of modern statistical software such as the EMIS (R4).

In addition to the above, “the reason for poor planning is because of lack of data for planning due to lack of commitment to the realisation of the objectives of the programme (R15). Also, “the system of intergovernmental relations lacks coordination” (R2).

In addition to the above, an interviewee added that:-

The commission lacks a centralised data base, most of the data are not stored in modern system but manually arranged which sometimes is being subjected to termites and other destruction due to poor storage of the commission (R9).

The commission also lacked personnel who are acquainted with the modern software which negates policy (R6). “There is need to send the personnel for training in application of software so that there will be good record keeping” (R17).

In another development, another respondent observed that:

There is low capacity of research officers in modern day research techniques, sometimes, we do send them for training, but only few of them stay after they have been trained due to poor remuneration, some leave in search of greener pastures (R1).

Another respondent observed that “the attitude of SUBEB as well as LGEA in data generation is very poor, there is underestimation of enrolment, the poor statistics led to the poor funding of the programme” (R10). In addition to the above, the census that provides data for development planning has been politicised. The figures do not represent the actual enrolment, and the lack of proper planning creates funding gap (Okafor & Anaduaka, 2013).

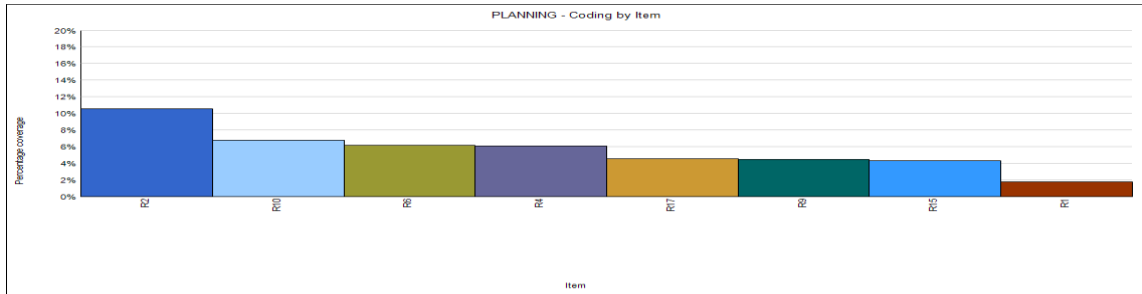


Figure 5.4.24 Informants responses on Planning

From the above figure, it is clear that basic education lacks adequate planning due to shortage of personnel for data management and influx of planning officers in search of greener pastures due to low salary. As a result, the possibility of achieving EFA by the year 2015 is still at stake.

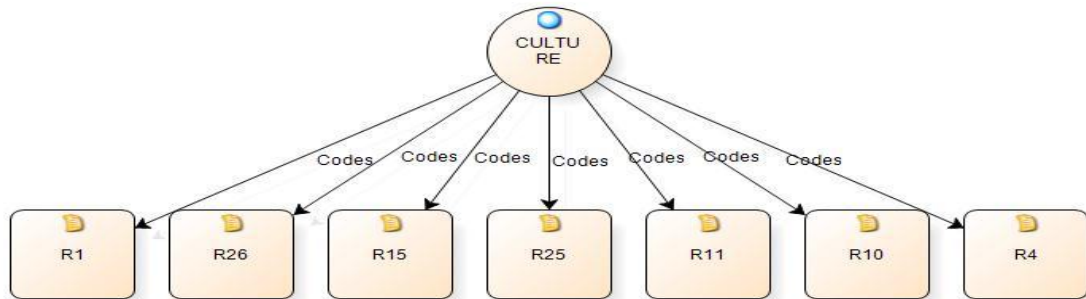


Figure 5.4.25 Sub-theme Cultural factor

### 5.7.10. Sub theme : Cultural factor

Figure 5.4.25 above shows the sub-theme of culture and the number of interviewees. Cultural factor is also a problem to low enrolment of pupils in the schools. The North is mostly dominated by Muslims, and Islam has been their total way of life. One of the interviewees observed that the clash of civilization contributes to poor enrolment. “There is suspicion that western education will affect upbringing of a child, therefore many parents did not send their children to the school” (R11).

A newspaper reported that:-

The people (Kebbi and Kano) perceived western education as conflicting with their traditional way of life especially the girl child education. Also, early marriage affects basic education delivery in Nigeria (Premium Times, 2013).

In support of that, another respondent stated thus:-

Misconception of belief contributes to poor enrolment; you will see people tiring their certificates, due to certain belief especially with regards to religion, some extremists are misinterpreting western education as compares to Islamic education. Some view western education as evil as a result they don't want to enroll their wards in the school (R1).

Another respondent observed that "poverty also is a problem, you will see a child without books and pen to write, sometimes, if a father has six or more children he can only finance two" (R4). Parents are not allowing their children to go school especially during rainy season, "they prefer their children go to farm than going to school" ( R26 ). There is believe that some people do not want their children to go to school, that is why they do not want to enroll their wards as one of the respondents put it:

Another factor that affects educational development is misconception of belief by some fanatics who regard western education as not good that is *Boko Haram* which discourages parents from sending their wards to the school (R15).

The "Muslim parents are afraid of western education and see it as a detriment to their culture and Islamic way of life; as a result, they don't want to send their children to the school which equally affects the enrolment in the north particularly in Kebbi and Kano" (R10). Furthermore, a respondent added that "Due to distrust of western education, parents prefer sending their children to Islamiyya schools because they already trust the institution (R25)".

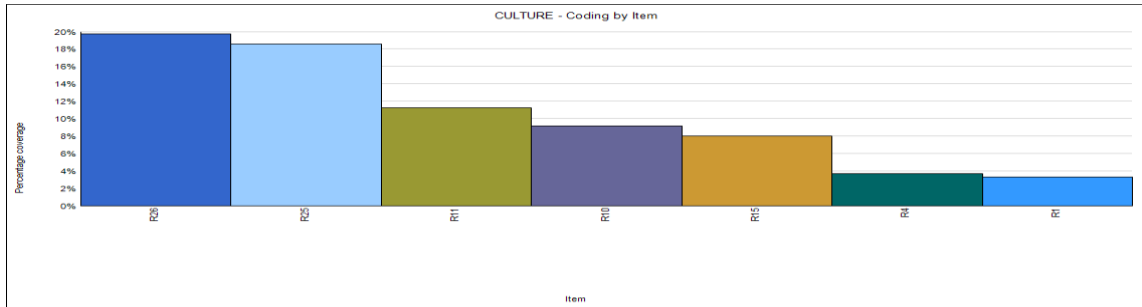


Figure 5.4.26 Informants responses on Culture

The above Figure also shows that the cultural factor and practices affect basic education growth and development. The northern part is mostly dominated by Muslims; they see Islam as fundamental way of life and view western education as encroachment of their culture. As a result, they do not give necessary support to basic education.

## 5.8 Impacts of Low Budget to Basic Education in Nigeria

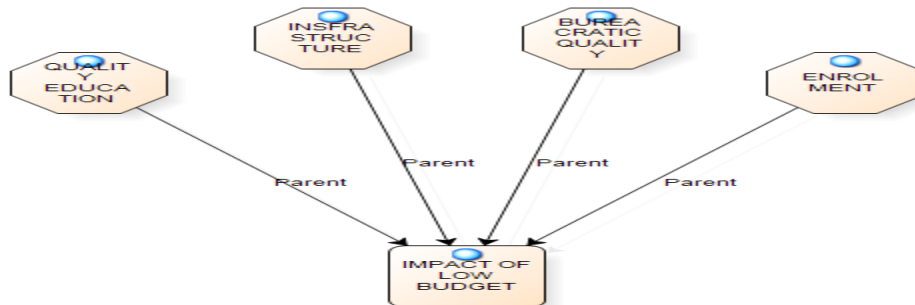


Figure 5.5 The impact of low Budgetary Allocation on Basic Education in Nigeria

Figure 5.5 shows the sub-theme for the impacts of funding primary education in Nigeria which are infrastructure, quality of education, bureaucratic quality and enrolment.

Table 5.6

Coding for research question three

S/n.	Codes	Themes
1	EDU1	Enrolment
2	EDU2	Infrastructure
3	EDU3	Bureaucratic quality
4	EDU4	Quality Education

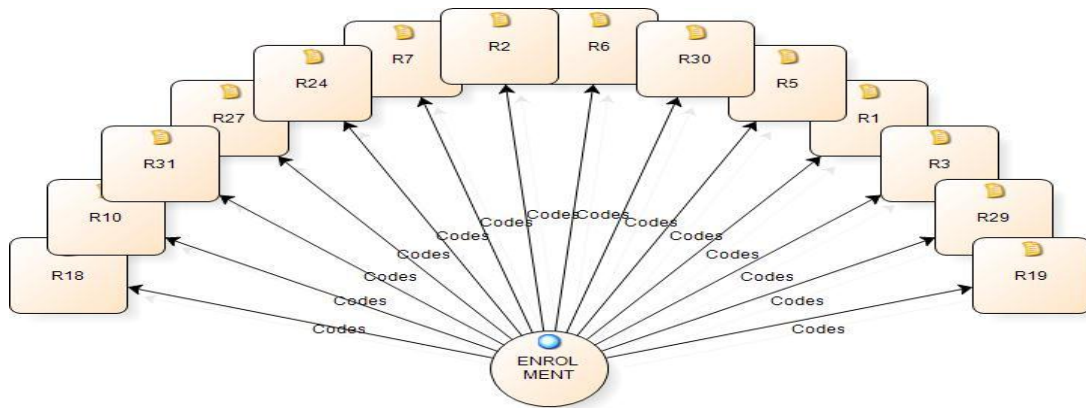


Figure 5.5.1 Sub-theme Enrolment

### 5.8.1. Sub theme: Enrolment

Figure 5.5.1 above shows the sub-theme of enrolment and the interviewees. The increase in enrolment in Nigerian educational system has brought about so many problems, such as shortage of learning facilities, e.g., classrooms, libraries, textbooks, shortage of teachers, inadequate funding and poor implementation, as observed by one of the interviewees:-

Enrolment is increasing without corresponding increase in budgetary allocation to the commission which affects its growth and development from becoming an excellent institution, there is increase in enrolment especially during the yesteryears but as of now, there is drop in enrolment due to proliferation of private schools as well as poverty (R5).

In another development, the introduction of the “feeding programme contributed to increase in enrolment” (R3). In Kebbi state, school feeding programme was introduced during Adamu Aliero’s administration but it was later discarded, “the failure of government to provide feeding in the schools contributed greatly to the dropout of students. Many parents are poor; they could not provide daily meals for their wards and the stoppage of meals contributed to the dropout”(R6). There is improvement in enrolment since the launching of UBE which led to “congestion and children learning under trees” (R18). Due to “neglect of education by the state and leaving the responsibilities of infrastructural development to the federal government” (R31). In support of the above, another respondent observed that:-

The growing number of pupils also affects the existing allocation, government size is large coupled with little available resources; as a result, the government could not cope up with the financial implication of education (R1).

According to ESSPIN (2013):

Kano has population of two million pupils, education is under pressure, average of 90 share a class, there is double shift due to lack of enough classes, one third of the classrooms lack chairs. Almost half of the schools have no drinking water, toilet ratio is 1:200.

The inability of the government to provide infrastructure led to fluctuation in enrolment. Another respondent stated that “The reasons for poor enrolment as often cited include cost of schooling is very high. The parents could not afford those basic things schools needed, some parents could not even afford three square meals per day” (R19).

There are many overcrowded classrooms, because of lack of structures and poor quality of buildings which pose problems to basic education. “School is far from home; pupils have to trek for many kilometers from their home to schools because the schools are not located close to the home, it has led to drop out and truancy from school, also many parents prefer to send their children to go and sell goods and services for them, rather than allowing them to go to school” (R7).

A respondent added that:-

The introduction of UBEC has led to increase in enrolment of pupils without corresponding increase in teachers supply to the scheme, the local government as well as state government always complain of shortage of resources to recruit qualified teachers which led to acute shortage of qualified teachers and resulted in large teachers/ pupils ratios, presence of many unqualified teachers (R10).

Another interviewee observed that:-

The problem bedeviling quality education in Kebbi is large class sizes which is common to all primary schools in the state due to proliferation of enrolment as well as lack of provision of enough classes by government. Also, basic inputs that can enhance education are lacking, such as text books and chalks (R24).

Kano is the second largest state in Nigeria in population, with a population of over nine million people. The state is facing serious challenges especially with the introduction of school feeding programme. “You can find 120 -150 pupils in a class” (R29).

In support of the above, an interviewee stated that:-

The re-introduction of school feeding programme also boosts the enrolment, hither to our coming to power, school feeding was stopped, but since the time we assumed office, the Kano state government in its effort to boost education re-introduced school feeding which helped in boosting our enrolment (R2).

The “allocation is not based on enrolment; the government allocates what it likes, and as a result, contributing to poor education in Nigeria” (R30), as observed by one of the interviewees:

The result is that school environment is not conducive for teaching and learning, there are overcrowded classes, pupils read under the tree due to shortage of classrooms which affect provision of basic education in Nigeria, due to increase in enrolment, the number of classes required are inadequate (R27).



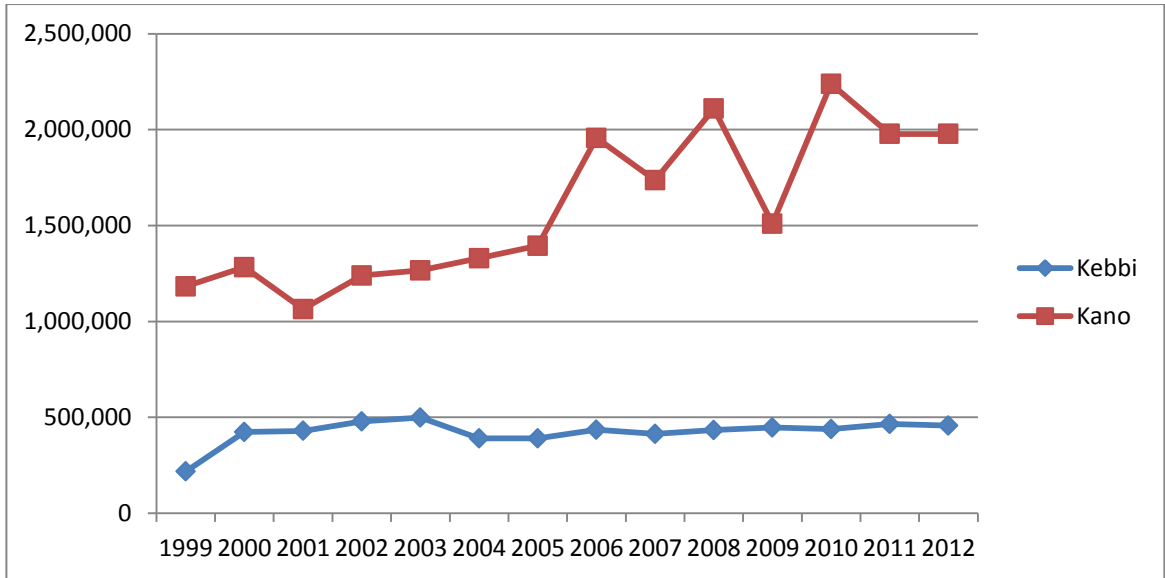


Figure 5.5.2 Primary Schools enrolment in Kebbi and Kano from 1999-2012

Source: UBE, 2012

The above graph shows the enrolment of the two states from 1999 to 2012. In 1999, Kebbi had enrolment of 217,405 while Kano had 1,183,004. Kebbi's enrolment increased to 457,282 while that of Kano increased to 1,977,110 in 2012.

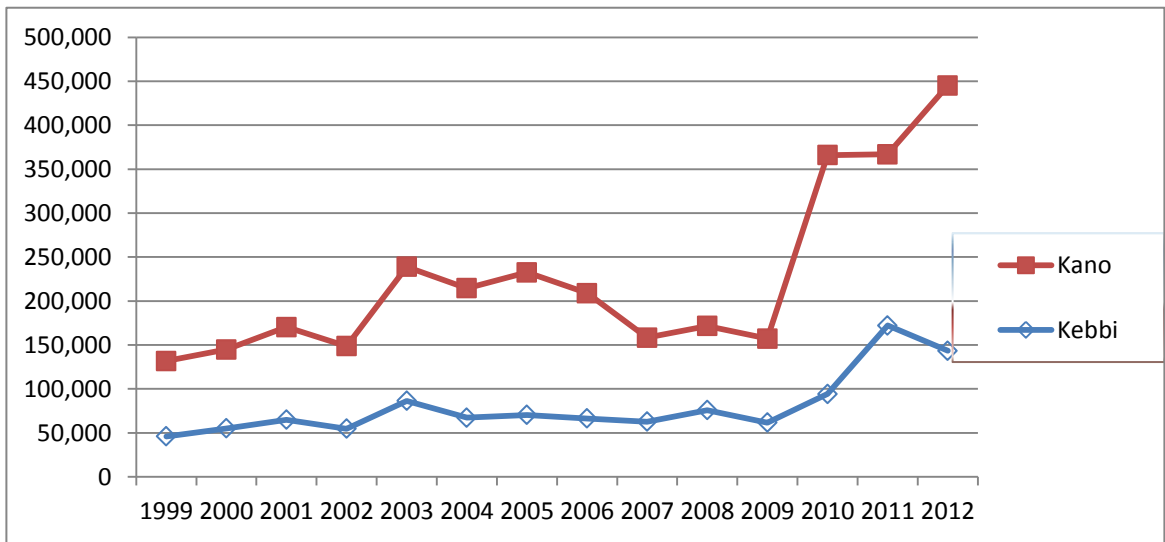


Figure 5.5.3 The JSS enrolment of the two sample states from 1999-2012.

Source: UBE, 2012

A wide disparity also exists between the expected and actual enrolments. For example, the expected enrolment in primary schools was 34.92 million but the actual was 24.42 million leaving 10.5 million out of school; in junior secondary education, the expected enrolment was 9.27 million but the actual was 3.27 million, leaving 6.0 million un-enrolled. Other challenges are inadequate and inaccurate data as well as poverty (Roadmap for UBE, 2012).

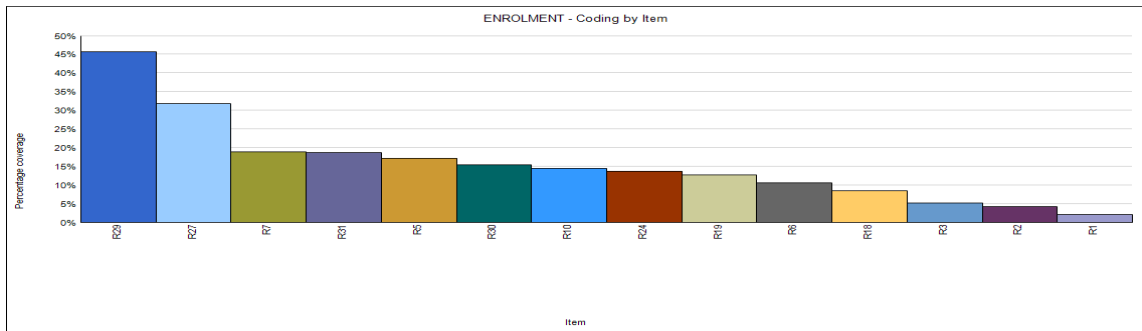


Figure 5.5.4 Informants responses on the Enrolment

From the figure above, it is clear that enrolment is fluctuating as the interviewees observed from the above statements which render the programme ineffective.

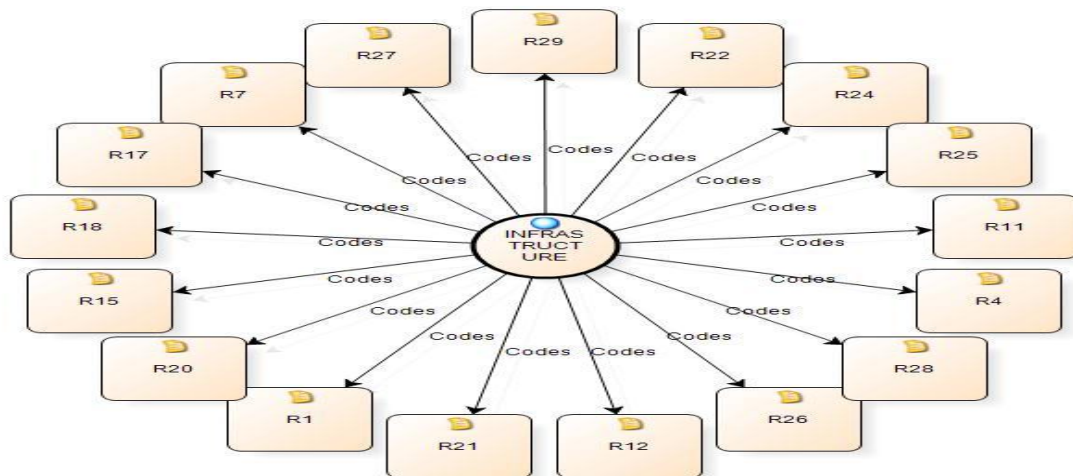


Figure 5.5.5 Sub-theme Infrastructures

### 5.8.2. Sub theme: Infrastructure

The above Figure 5.5.5 shows the sub-theme of infrastructure and the number of interviewees. The committee of experts that studied the problems of basic education in Nigeria showed that:-

- Over 444,985 primary school classrooms serving 16 million pupils were dilapidated without windows, doors, furniture or roofs;
- Over 80% of primary schools have no libraries; and
- The available text books are either antiquities or short in supply (UBE, 2012).

In an interview conducted, a respondent said that:-

The available classrooms are either dilapidated or overcrowded, this development doesn't augur well for provision of basic education in Nigeria, government as well as stake holders are left behind in provision of basic education, the instructional materials that aid teaching and learning are not available in virtually all our primary school in Kebbi. Such materials include chalks, ruler, and teaching aids, and so on (R24).

The condition in which students are learning do not promote quality education, "basic instructional materials are lacking such as chalks, some classes are without black board, some are inadequate or even absent" ( R11). Another interviewee opined:-

Decay of infrastructure affects basic education, which is as a result of neglect of education sector by past administration, there is increase in enrolment without corresponding increase in infrastructure, there is decadence of infrastructure, such as dilapidated building, lack of toilet, inadequate water supply, and poor sanitary conditions, inadequate supply of chairs (R1).



Figure 5.5.6 Classroom in Kebbi Primary School  
Source: Author computation, 2014

A visit to our primary schools in Nigeria shows that the “infrastructural facilities are not in abundant supply, such as buildings, chairs and toilets as a result of high population in the classes” (R27). Also “the federal government provides funds that are used for infrastructural development of the schools such as purchase of textbooks, furniture and building but the available resources are far from adequate” (R25). As observed by another interviewee “Many schools in Kano lack recreational facilities as well as laboratories, no computer and ICT facilities to promote teaching and learning” (R17).

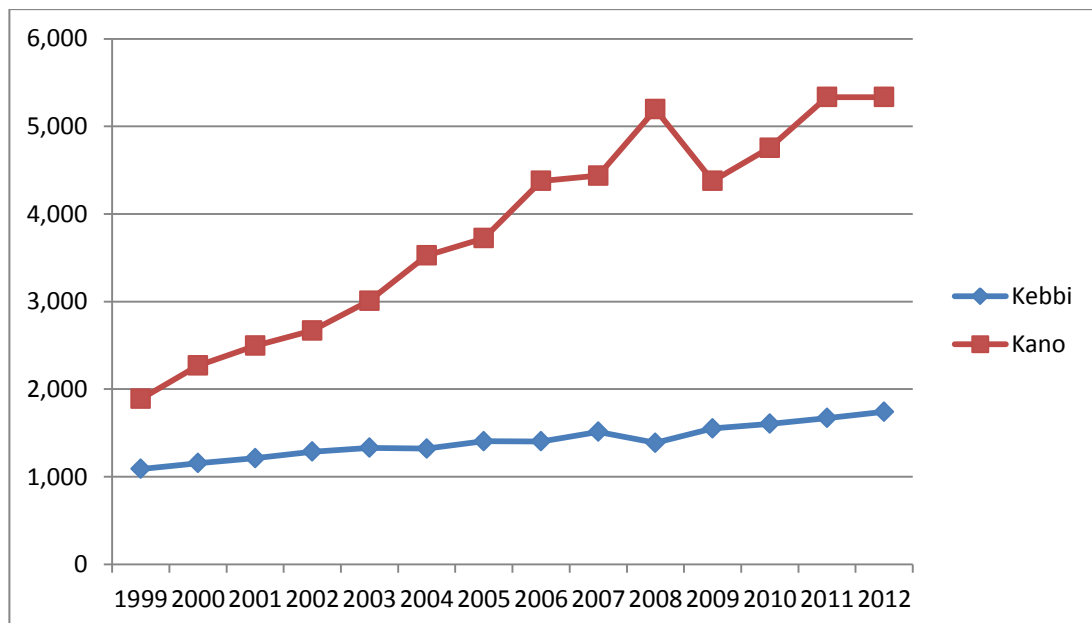


Figure 5.5.7 Number of Schools in both Kebbi and Kano  
Source: UBE, 2012

The above graph shows the number of schools in both Kebbi and Kano. In 1999, the number of schools stood at 1,090 and 1,889 in both states respectively, while in 2012, it increased to 1,742 and 5,335 respectively. The increase in number of schools without corresponding increase in funding rendered the schools ineffective.

Olusola, Ayodele & Osiki (2011) observed that there are many problems which hinder the growth and development of UBE, as follows:-

- a. Almost half of the schools in Nigeria lack structures;
- b. Only one fifth of the schools have facilities both in quantity and quality;
- c. Over 60% of the schools lack electricity supply;
- d. over 50% lack water supply; and
- e. 80% are without supply of transportation system, such as buses.

The problems arise due to politicisation of award of infrastructural supply, in which only the party members benefit from such kinds of contract and supply low quality infrastructure that could not last even for a year. Evidence from the interview conducted also shows that the classrooms are not enough in almost all the primary schools in both Kebbi and Kano, especially at the urban centres. In Kano, an interview conducted showed that:-

There is shortage of class rooms; this could be as a result of increase in enrolment, enrolment is increasing without corresponding increase in supply of classes, there are many dilapidated classrooms due to impact of wind and rain storm and were abandoned for several years and are not conducive for learning and teaching (R21).



Figure 5.5.8 Primary school in Kano Nigeria

Source: Author computation 2013

As a result of inadequate classrooms “many schools in Kebbi have implemented shift system whereby boys will come in the afternoon and girls in the morning which is not conducive for teaching and learning (R25)”.

Coupled with the above problems, another problem militating against the progress of primary education in Nigeria is inadequate textbooks as said by one interviewee:

The books supplied by the contractors are inadequate and sometimes irrelevant to the curriculum which affects the quality of basic education, though the federal government intervenes in provision of such text books especially on core subjects but due to increase in enrolment, it renders the books inadequate(R4).

The instructional materials are inadequate, “text books are not enough, sometimes, we have to even group students like one book per five students which is not helping” (R26). Also, another interviewee observed that in Kebbi, “there is congestion of schools in urban centres, teachers prefer to teach in urban centres due to availability of infrastructure such as water supply and electricity but in the rural areas, teachers are lacking” (R1). The reason given is that “politicians and senior government officials whose wives are teachers like to be posted to the urban centres” (R22).



Figure 5.5.9 Primary School in Kebbi Nigeria  
Source: Author computation (2013)

The “equipment especially in sciences are lacking to facilitate teaching and learning especially for the conduct of practicals” (R20). “Sometimes, you will see a class with only two to three chairs while the remaining pupils are sitting on the ground. School facilities are inadequate to meet the required numbers especially the provision of teachers, computers and library” (R29). Most of the structures were constructed long ago, “winds and thunder storm affected them and are not being taken care of by the schools due to inadequate funding” (R12).

There is problem of structures; the state has not provided enough classes for day-to-day running of the school, “student population is growing ranging from 120 -150 pupils in the class” (R15). There is problem of library, “the school also does not even have one single laboratory which is another problem bedeviling the progress of education” (R7) as stated by a teacher:

Also the numbers of classes are not enough, we combined 2-3 classes together, because government did not provide enough, especially in the urban centres. In addition the schools are not fenced which allows truancy of pupils, if the schools are fenced, to some extent, it will help in alleviating problems of student truancy (R18).

For instance, in Kano, there are many classrooms without chairs; children sit on the floor due to non-availability of chairs which are in short supply as stated by a respondent:-

Pupils are seated on the bare floor; not even seats for them due to lack of infrastructure, even if the government supplies, it could not go round to cater for the needs of the pupils which affect their output. Majority of the classes are congested, in a class for 40, sometimes, you find 120, so the issue of class control is not really there (R28).

The effect of it is that “there are no teaching aids such as chalks, textbooks, computers, black board as well as laboratory in the school”. Schools have to look for internal ways of generating money, “that is why many schools impose certain percentage to parents to ensure supply of instructional materials in the schools” (R29). Instructional materials, such as black boards, chairs, chalks are not available in some of the classes. Schools

have to generate money to buy the instructional materials as observed by another respondent:-

Schools need intervention from the state, because it is the responsibility of the state to provide the infrastructure, not only to provide the infrastructure but making sure that the infrastructure reaches the destination, in other words, the infrastructure reach the beneficiaries (R25).

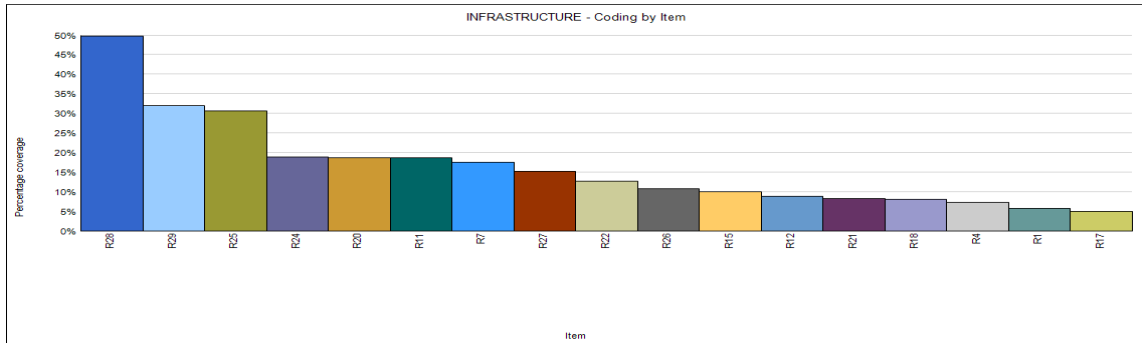


Figure 5.5.10 Informants responses on the Infrastructures

From the figure above, infrastructure in the schools is inadequate in both two states of the selected sample (Kebbi and Kano); the reasons often cited are that the organisation in focus is inadequately funded which affects the institution.

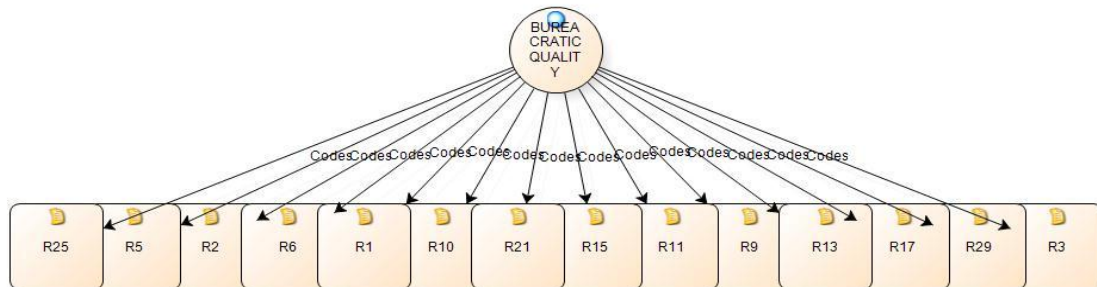


Figure 5.5.11 Sub-theme: Bureaucratic Quality



### 5.8.3. Sub theme : Bureaucratic Quality

Figure 5.5.11 above shows the sub-theme of bureaucratic quality and the number of interviewees. The problems of basic education are politicisation of education, “appointment of unqualified and incompetent personnel in some SUBEBS which affect the rate of education delivery in Kebbi as well as Nigeria; as a result, parents lose confidence in quality of education” (R6). The interview conducted revealed that:-

Lack of qualified teachers, the number of qualified teachers range from 20-25% in this circumstance, you cannot have quality education which creates problems to basic education, in addition to that, there is also dearth of teachers, the number of teachers are inadequate, there is influx of teachers from teaching profession in search of greener pastures due to poor motivation; for instance, the salary of teachers is nothing to talk about, training is not provided as and when due and the environment is not conducive for teaching and learning (R9).

The numbers of teachers in the schools is not enough, as teaching profession is the last resort, “most of the qualified teachers are always running away from teaching profession in search of better jobs due to low salaries of teachers” (R25). In support of the above, another respondent added that:-

The salary of teachers is nothing to talk about, teachers are poorly paid that is why the qualified teachers, whenever they have the opportunities of getting another job, they will leave because the salaries of private organisations are better, local government that is responsible for the payment of teachers’ salary always complains of inadequate funds to recruit more teachers which affects the growth and development of basic education, sometimes 2-3 teachers will manage the whole school, promotion has not been done for several years, even if it is done, there is no financial backing; also the salary is not forthcoming at the end of the month, there is also problem of under payment which is not encouraging (R1).

Table 5.7

Primary School Teachers in two selected States from 2008-2012

Quali	Kano	Kebbi	Kano	Kebbi	Kano	Kebbi	Kano	Kebbi
	2008		2009		2010		2011	
NCE	19,182	3,389	12,142	3,631	11,763	5227	11763	6006
DIP	304	26						
HND	22	58	217	39	-	124	-	160
BSC	195	100	226	48	524	28	524	46
B.ED	491	146	641	68	1056	85	1056	111
PGD	47	2	-	-	-	-	149	5
E								
PGD	3	2	-	-	-	-	54	0
MSC	2	-	100	22	-	2	0	2
M	13	1	122	12	203	28	-	-
ED								
PHD	-	-	-	-	-	-	-	-
TCII	8,270	6,072	5,777	3,854	11,539	3550	11539	4818
OND		-	1,273	533	-	456	-	607
TCII	207	-	13,235	4,635	-	569	-	463
REF								
SSCE	1,658	1,965	-	-	26999	4744	26999	4149
OTH	655	1,450	-	-	-	-	-	-
ERS								
ACE/ ACIE /EQU I	-	-	449	134		176	-	303
DIP	-	-	6,465	281	14,398	251	14,398	215
IN EDU							8	
HND WTQ			125	20	635	59	635	114
	31,049	13,211	40,772	13,277	67,117	15,299	67117	16999

Source: UBE, 2012

Some years back “federal government recommended increment of 12.5% for their teachers; some states implemented it but the Kebbi state government is yet to implement it” (R21). There are many promotions without implementation, “some teachers are in

grade level 15 but collecting salary of level 12 which has still not been addressed by the board (R15).

In Kano, there is problem of dearth of teachers; teachers are not enough due to abolition of teachers' colleges as observed by another interviewee:

Manpower is inadequate in some schools; more than hundred pupils are handled by one teacher, worse still is that many teachers are not qualified, the state promised 80% increment but they ended up giving only 15% which affect teaching and learning(R13).

Inadequate teachers constitute a big problem to education as a teacher put it:

Educators are not appointed as education managers, in a situation where you have somebody who is not an educationist managing schools, the tendency of performing toward the expectation of the masses is not there. Teachers are inadequate, inadequacy of teachers is the biggest problem we are having in Kebbi state, there are many schools where one teacher is teaching six subjects (R21).

No qualified teachers, "which is as a result of low motivation" (R11). The motivation is not there. "Teaching is regarded as last resort, which hinders the growth and development of basic education in Kano (R29)". Another respondent observed:-

Problem of teachers both in numbers and quality, the number of teacher/student ratio as prescribed by national policy on education is 1:40 but such is not the case in Nigeria, the student teacher ratio differs from place to place, in some schools especially in the urban centres, it is 1:150 - a situation that is not conducive to teaching and learning (R2).

Teachers are not motivated; in many schools, there is no accommodation for teachers, salary is still low; that is why there is influx of teachers to other pastures as indicated by another respondent:

In Kano state for instance, the state recruited unqualified teachers, many of our teachers do not possess teaching qualification, they are not professional teachers, in fact most of them do not have basic qualification for teaching which is national certificate in education (NCE) (R6).

The motivation factor is the major problem facing education in Nigeria, a situation whereby primary school teachers are neglected, since the level of motivation is zero, “before the primary school teachers get their salaries, it takes like 2-3 months and the salary is nothing to talk about” (R10). In addition, another respondent stated that. “We have some subjects that have not even a single teacher to handle them such as civics, etc. Something needs to be done to improve the quality of teachers in order to enhance their activities” (R17).

Under-staffing of the schools, lack of teachers and auxiliary staff, teachers are not given entitlement, the more teachers are given entitlement the more he or she will fill comfortable, which affect their morale, sometimes “there is delay in payment of their salary due to verification here and there which affects teaching profession” (R3). Teaching aids such as text books, rulers, and computers are not available, sometimes, even book supply is outdated.

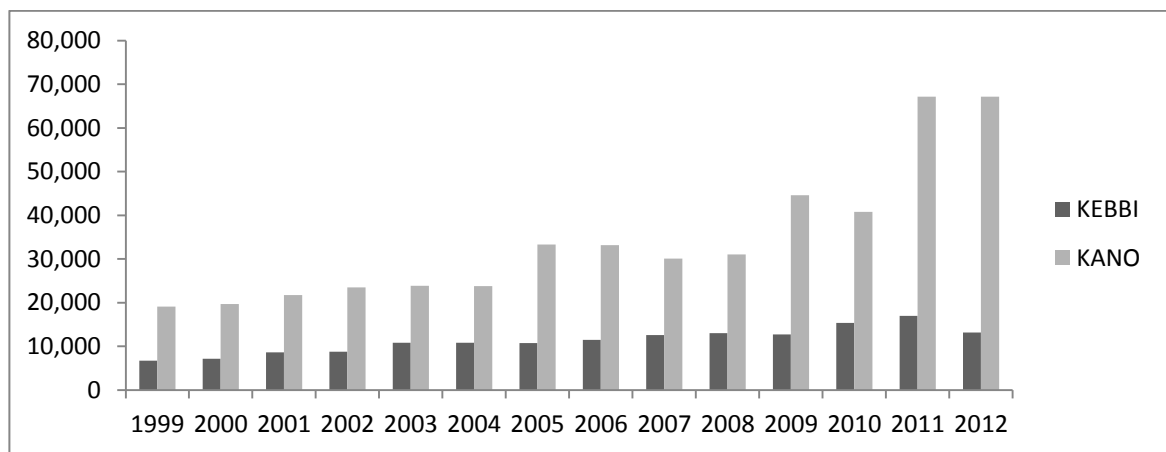


Figure 5.5.12 Provision of Teachers from Kebbi and Kano from 1999-2012

Source: UBE, 2012

The analysis of audit conducted by UBE revealed that in the North West (Kebbi and Kano), 66% of the teachers are not qualified (UBE, 2012). No education system can rise above the quality of its teachers as the standard of teachers invariably affects the performance of the pupils and students. The major challenges include inadequate

number of qualified teachers, uneven distribution of teachers between the rural and urban centres, low teacher support due to poor remuneration and lack of teachers’ commitment (Roadmap for UBE, 2012). In order to address the problem of teachers, the federal government introduced the teachers’ service scheme. One interviewee observed that “the federal teachers service scheme is not a permanent appointment; it is based on contract for 2 years after which the state left them on their own without absorbing them; as a result of that, there was shortage of teachers” (R5).

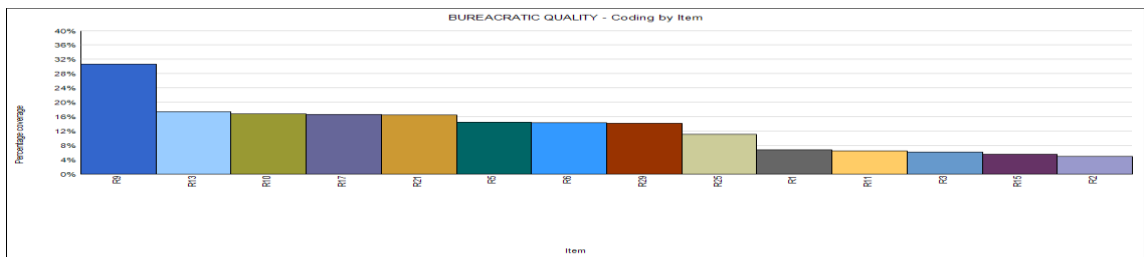


Figure 5.5.13 Informants responses on the Bureaucratic Quality

From the Figure above, it is clear that the organisation in focus has inadequate staffing; the qualified ones are running away from the institution due to low salary, leaving it to so many categories of people to teach.

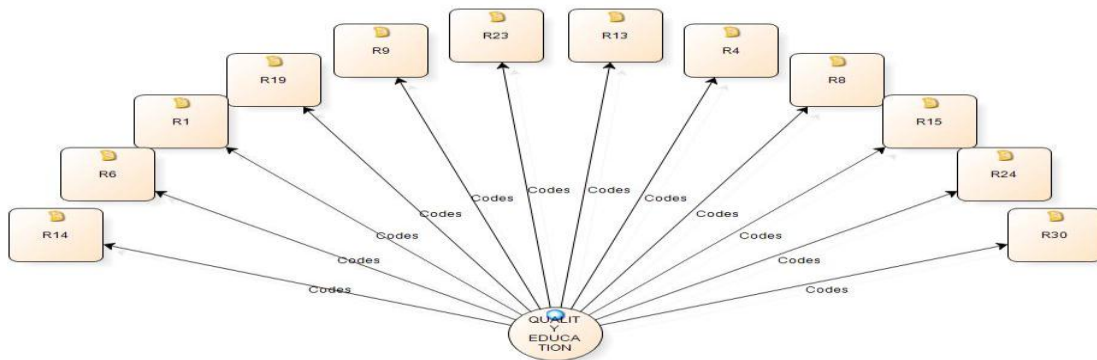


Figure 5.5.14 Sub-theme: Quality Education

#### **5.8.4. Sub theme: Quality Education**

The above Figure 5.5.14 shows the sub-theme of quality education and the number of interviewees. The problem of inadequate funding has generated so many problems, such as overcrowded classrooms and influx of teachers in search of another job as observed by an interviewee. “The quality of education is very low, the pupils could neither read nor write which affect the entire education system” (R1).

This could be as a result of “reduction in public spending of primary education in Nigeria” (R14), and “increase in poverty in which parents could not afford education input, such as text books, uniform and transportation” (R15). In addition to that, another interviewee observed that the effect of underfunding of the school has led to many well to do parents to transfer their pupils to the private schools as observed by one of the interviewees “many parents prefer enrolling their wards in private schools especially the well to do parents which is more of mushroom schools and profit oriented than good quality education schools” (R9).

There is also problem of high drop out of pupils from the schools as another interviewee put it. “There are many pupils out of school, the number of children out of school is increasing, some immediately after attending the first or second year, they withdraw” (R19). The reason for high drop out of pupils in the school is that the “cost of schooling is very high and parents could not afford it” (R4, R6 & R8).

In another development “lack of interest by the pupils in the school due to dilapidated nature of the school” (R24 & P13). In addition, the “schools are far away from home” (R30 & 23). The literacy rate in the North West is 39.7% for the males and 23.2% for

the females. For both sexes, the average literacy rate is 31.7% (National Office of Statistics, 2010).

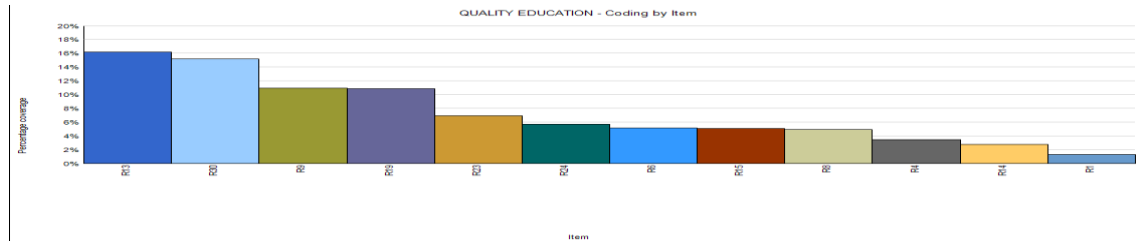


Figure 5.5.15 Informants responses on the Quality of Basic Education in Nigeria

From the figure above, it shows that the organisation lacks quality education, the standard of basic education is falling, pupils could not demonstrate any sign of literacy, therefore affecting the realisation of EFA by year 2015 as well as vision 2020.

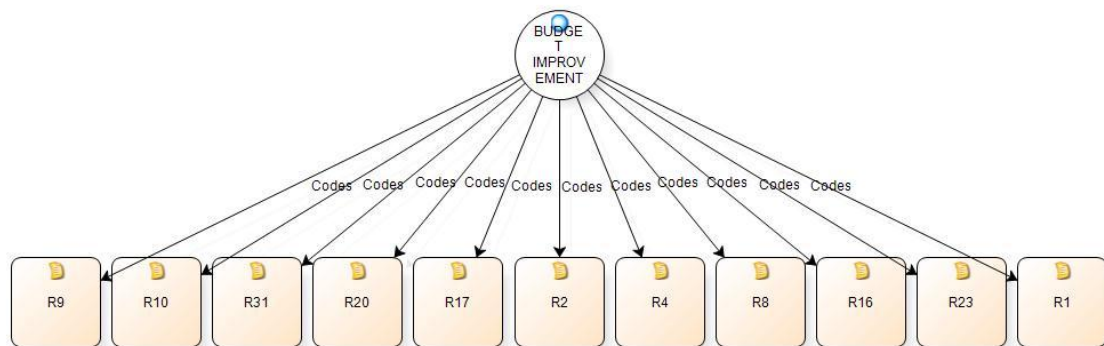


Figure 5.5.16 Theme four: Budget improvement to basic education in Nigeria

### 5.8.5. Budget improvement

Proper funding that is “allocation to education should be improved based on UNESCO’s recommendation of 26 %”( P17). A respondent observed that; “the government should try as a matter of urgency to increase allocation to the education sector in order to promote the development of education in Nigeria” (R8). Countries that have achieved

stability and reduction of inequality are the countries that have invested greatly in education. In another development, a respondent observed that:-

Education is a public good, in other words, it is the state that must provide such kind of goods and services; as a result, governments (federal, state and local governments) need to double their efforts in order to achieve goals and objectives for which the programme was established (R10).

The provision of basic education is not the responsibility of the government alone; therefore the government should join hands with other private sectors to ensure sustainability of basic education in Nigeria.

Both the NGOS, International development partners, alumni, well to do individuals as well as the private sector have a role to play in delivery of basic education. Government therefore should join hands with the stakeholders to ensure sustainable education in Nigeria (R4).

In addition to the above, another interviewee observed that “higher percentage of the budget should be allocated to the basic education instead of the lowest allocated as before” (R9). UBE should be adequately planned, including planning the enrolment, required number of teachers, and infrastructural facilities needed. Allocation should be based on reliable data.

The issue affecting basic education in Nigeria is failure of the state to embark on adequate planning especially poor enrolment projection; as a result, it affected the funding of the UBE, therefore the success of the UBE in Nigeria depends on good estimate of the enrolment (R1).

Poor enrolment is as a result of “ineffective sensitisation of parents and stakeholders in basic education delivery” (R31) Therefore, parents, as well as well to do individuals need to be properly sensitised as another respondent put it, “the stakeholders have a role in delivery of basic education in Nigeria, they need to be sensitised to know their role and responsibility in basic education delivery” (R4). Another respondent observed that “the community and NGOS need to go from time to time for advocacy to influence government to allocate more resources to the sector” (R17). The reason for “advocacy is



to influence the decision makers to commit themselves toward the implementation of the programme (UBE) because the main problem of UBE is inadequate funding” (R23).

However, proper monitoring of the little resources allocated to basic education is necessary to ensure transparency and accountability, as another respondent put it. “Government should ensure proper monitoring of the resources devoted to the education and recommendations submitted by those assigned to monitor the activities should be utilized” (R2).

Another respondent observed that:-

Part of the problem the education system is facing in Nigeria is corruption; resources are not reaching schools; as a result the little input provided, government should ensure that it reaches the destination which could be achieved through proper supervision (R16).

Another area that needs involvement and attention of the stakeholders of education is public-private partnership, which could be used to enhance education delivery in Nigeria as an interviewee put it. “Government should join hands with the private partners especially the private sector to provide basic education in Nigeria such as NGOs, international development partners and community” (R20).

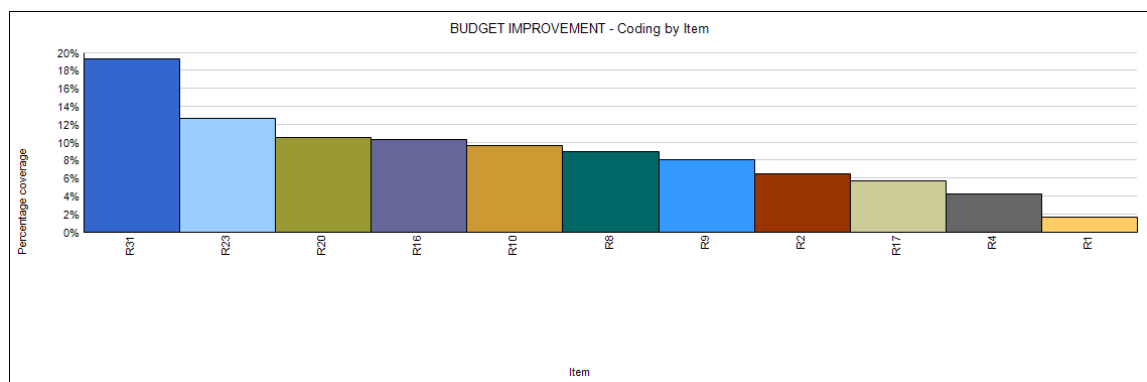


Figure 5.5.17 Budget Improvement

The above figure shows the responses on budgetary improvement of UBE in Nigeria.

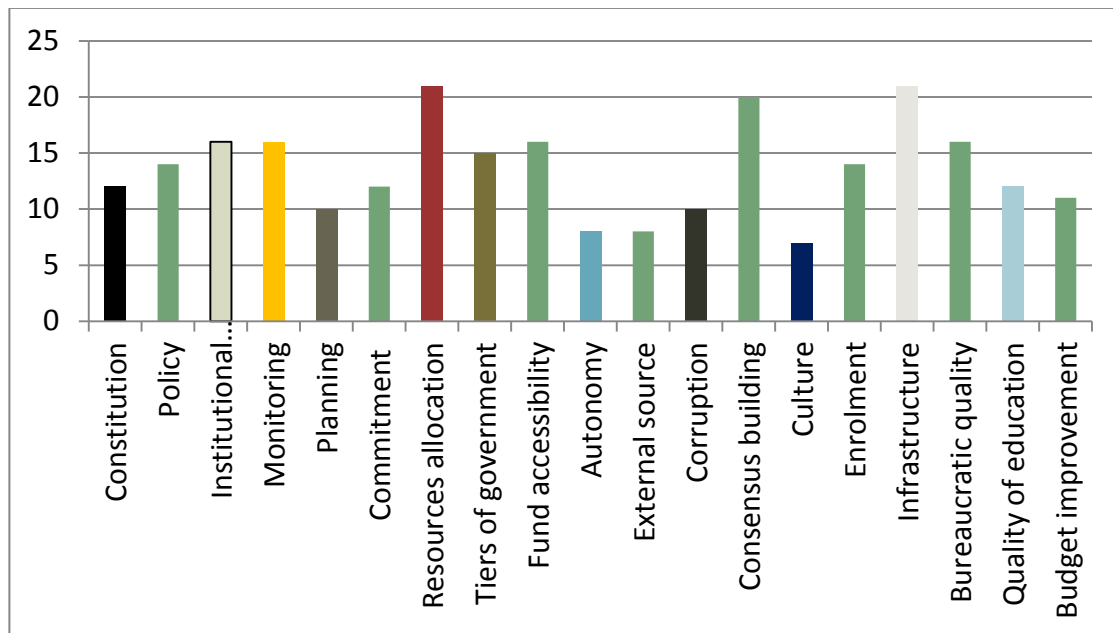


Figure 5.5.18 Summary of the Interviews

## 5.9: Conclusion

This chapter discussed the data presentation and analysis, it answered research questions formed in chapter one. The responsibility of primary education finance was categories under four sub-themes that is Constitution, Monitoring, Institutional arrangement and Policy. The second research question is discussed in ten sub- themes that is Resources allocation, Autonomy, Tiers of government, Consensus building, Planning, Commitment, Fund Accessibility, Corruption, External sources and Culture and the Last research question is discussed under four sub-themes that is Infrastructure, Enrolment, Quality Education and Bureaucratic Quality.

## **CHAPTER SIX**

### **DISCUSSION ON FINDINGS**

#### **6.1 Introduction**

In the previous chapter, the researcher answered research questions one, two, three and four through data collected from interviews, secondary data and observation. The responses were analysed using thematic method. This chapter discusses the findings of the research in order to provide overall picture of the phenomenon based on the interviews conducted. From the beginning of this research, the researcher developed four research questions that is:-

- i. Who has the constitutional responsibility for financing primary education in Nigeria?
- ii. Why is the budget for primary education below UNESCO's recommendation in Nigeria?
- iii. What has been the consequence of low budgetary allocation for education in Nigeria?
- iv. How can the budget or resource allocation for primary education be improved in Nigeria?

Responsibility of primary education in Nigeria is arranged in four sub- themes as follows:-

## **6.2 Responsibility of primary education finance**

### **6.2.1 Constitution**

The constitution assigned the responsibility of financing primary education to the three tiers of governments: federal, state and local governments. Part II, item 30 of the second schedule of the Constitution, 1999, states that the federal, state and local governments are responsible for primary education financing. The results of the interview conducted show that due to the complex nature of the intergovernmental relations between the funding tiers, it creates problems for the financing of primary education in Nigeria. The federal government deals with policy matters as well as maintaining standards and supervising the success of the UBE in Nigeria. State governments perform the duty of developing, designing and delivering the service, while the local governments carry the full burden of day-to-day running of primary education. The finding reveals also that there is structural deviation among the funding tiers.

Besides the three tiers of governments that are responsible for the financing of primary education, international partners, such as United states Agency for International Development (USAID), Japan International Cooperation Agency (JICA), Department for International Development (DFID), UNESCO and NGOs, Parents and philanthropists also play a vital role toward financing of primary education but the role and responsibility among the three tiers of government which affect the financing of primary education in Nigeria are unclear. The processes of primary education finance remains a challenge for the achievement of EFA (Deepika, 2010).

### **6.2.2 Education Policy**

Based on the interviews conducted, it was discovered that there is ineffective policy which hinders the achievement of the goals and objectives for which the programme was set up; due to the type of democracy, the government served the interest of the elite but

not the interest of the electorate. In support of that, Nick, Anthea, Suleiman, Felicia & Keith (2009) opined that there is no proper structure in place to make sure that state and local governments abide by the federal government's plans.

Political stability also plays a crucial role in achievement of policy in Nigeria. The problem of political stability in Nigeria is affected by frequent change of government which distorts education policy in Nigeria. The moment there is change of government, instead of continuing with the policy of the predecessors, the new government will abandon the policies of the former due to politics and improper planning and formulate another policy which affects the running of UBE in Nigeria.

In addition to the above, Deepika (2010) opined that the processes of primary education finance across the state, federal and local governments is a great problem to basic education. Another public affairs analyst attributed the policy summersault to syndrome attitude of government especially the politicisation of educational policy through style of take of celebration that will attract much crowd and publicity and later abandoned (Jaiyeoba & Atanda, 2005).

### **6.2.3 Institutional Arrangement**

The institutional arrangement involves federal, state and local governments. The federal government is responsible for capital cost, which is released to the UBEC through the state ministry of education after fulfilling the requirements for the matching grant; the local governments contribute immensely toward payment of the teachers' salaries.

The state relies on the federal and local governments for the provision of basic education in Nigeria, and as a result, is not willing to support education provision in Nigeria. That is why there are many outcries from local governments on the issue of hijack of their subvention from federation account due to joint account, thus affecting the functioning of basic education in Nigeria.

The institutional arrangement is hindered by three main issues, i.e., problem of participation by the three tiers of government in education provision; lack of effective communication between the federal, state and local governments; and lack of clarity on devaluation of functions among the three tiers of government (Hinchliffe, 2002).

#### **6.2.4 Monitoring**

From the interview conducted, it was discovered that the present supervision system is not effective because both at the headquarters and at the state levels, the inspection officers complained that there is no accommodation, no transportation especially vehicles to go round the schools, and the system fails to provide motivation to the officers; as a result, monitoring UBE is not effective. Problems of lack of effective supervision arise as a result of inadequate funding; the board as well as UBEC are not financially vibrant to go round the schools.

The respondents explained that the monitoring problems arise due to untimely release of funds; the inadequate finance to monitor the input as well as achievements of basic education add to the problem and lack of executive commitment is also a hindrance. The consequence is that it leads to ineffective implementation.

### **6.3 Question two: Budget allocated to primary education in Nigeria**

#### **6.3.1 Commitment of government**

The commitment of the state to the achievement of the aims and objectives of UBE in Nigeria is still very low. The federal government provides resources for education development but the problems lies with the state and local governments. Primary

education is not the priority of state government; the state government has left education unattended for several years as demonstrated by the findings of the research. For instance, in Kano, the matching grant from federal allocation was not accessed due to inability of the state to pay the counter funding (Share of the allocation).

Also, the interviewees stated that in some states, there is diversion of the matching grant to other projects such as roads, and electioneering campaign rather than to projects which the money was meant for. In addition to the above, the analysis showed that the three tiers of government are not committed towards the realisation of the aims and objectives of the UBE. Based on the budgetary allocation to education, the Minister of Education (Rufai, 2013) said that there is financing gap as far as basic education is concerned in Nigeria.

### **6.3.2 Resource Allocation**

The resources allocated to basic education are not commensurate with the enrolment on the ground; there is increased enrolment year by year, while the resources or money on the ground is not commensurate with the needed amount for development of primary education. UNESCO, for instance, recommended 26%, but in Nigeria, since the country returned to civilian rule, has not allocated half of what UNESCO recommended. A newspaper report indicated that the country needs to budget substantial amount of its revenue to education development and ensure collaboration with well to do individuals as well as NGOs (Premium, 2013).

The resources allocated to primary education in Nigeria are inadequate to move education forward. That is why there are many dilapidated structures, falling standards and high student drop out rates. At the same time, the bureaucratic quality is still low. The interviews conducted with some respondents show that government expenditure in

education is very low; for instance, from 1970 to date, the highest allocation was 14%. The research has shown that there is correlation between investment in education and quality of education. Also, looking at the high achieving states, research shows that such states devoted substantial amount of their resource to education development (Hinchliffe, 2013).

### **6.3.3 Relationship between three Tiers of Government**

The findings of the study also show that the biggest problem of primary education in Nigeria is the relationship between the three tiers of government. The local government makes the highest contribution toward primary education financing in Nigeria but the revenue sharing formulae allocates only 20% from the federal account to the local government. The states, especially Kano, is also lagging behind in financial allocation to primary education. All these constitute hindrance to the development of primary education in Nigeria.

The interviews conducted also revealed that the state-local government joint account, creates problems especially in the running of local governments. State governments heavily rely on local government money to run the state; as a result, it creates problems for education provision in Kebbi. The interview also demonstrated that the states are lagging behind especially in terms of contribution toward the development of primary education in both Kebbi and Kano. For instance, in Kano, the State Executive Secretary observed that state has problems in the realisation of the objectives of the scheme because after being given the counter fund, the Governor will come and recollect the counter fund and use it for other purposes which it was not meant for.

In addition, the challenge of the federal system in Nigeria is with federal-state relationships. Since return to civilian rule in 1999, the federal government always



complains of failure of the state to adhere to federal government initiatives, while the state sees the initiative of federal government as a way of imposition of certain policies on them. The state also views the federal government as receiving the highest allocation from the revenue allocation and local governments as being side-lined from the intergovernmental relations. The government's spending on education is below 10% of its overall spending; the problem has to do with fiscal relations that create vertical and horizontal imbalances (Hinchliffe, 2010).

#### **6.3.4 Fund Accessibility**

The accessibility of funds, especially the federal matching grant depends on the counter fund. Although in Kebbi, the state was able to access all the matching grant since its introduction, Kano state failed to access it in 2009; the reason given by the respondents was the inability of some state Governors to provide the 50/50 matching grant which led to the failure of the state to access the fund.

In another development, a respondent also stated that the state governor was new, likewise the UBE boss. So, they knew nothing about the modalities involved in fund accessibility. The frequent change of the Executive of the board was mentioned as part of the problem of lack of accessibility to the funds meant for basic education in Nigeria.

According to the findings, some respondents also stated that education is not the priority of the state government; the priority is in other things like road construction and satisfaction of the elite group that brought them to power. As a result, the money is often diverted for projects other than UBE.

### **6.3.5 Building Consensus**

With regards to building consensus with the parents, NGOs and well to do individuals, the findings show that the relationship is not cordial. Some parents accused the authorities concerned of seizing their lands and building schools without adequate compensation. When asked, the Executive Secretary stated that the board does compensate them whenever the government needs land for school development in the form of coins or cash, but the community always demands for more compensation. The findings also revealed that a school management committee was formed to address the problems of community-government relations but only few schools are in such kind of relationship. Many parents are not aware of the development; as a result, both Kebbi and Kano are still lagging behind in education development.

The interview conducted also revealed that it is obligatory for each and every parent to enroll their child in school, but there is no enlightenment to ensure that the law is being abided. The Executive Secretary was also asked the reason why there was not much enlightenment; the interviewee complained of inadequate funds to carry out such campaign.

The research revealed that the community, especially parents, contributes money to the development of the schools via parents-teachers association; they contribute an amount of about ₦100, but some parents also complained that poverty affects enrolment of their children; some parents cannot afford to send their children to school.

### **6.3.6 Autonomy of the Institution**

UBE has no autonomy, since politics has intervened. The board submits action plan but it is the political head who determines the amount allocated to the commission, the

connection of individuals determines recruitment, posting and loyalty to the organisation.

The findings from the interview show that schools are not constructed in the areas that need schools, while the areas that do not need schools are provided with schools; the result is that children read under the trees due to insufficient classrooms, especially in the village. Besides, the decision of UBE in Nigeria is a top down approach rather than bottom up approach, and the schools are not playing any vital role in the decision making process.

### **6.3.7 External Sources**

In terms of cooperation with international development partners, the findings revealed that there is partnership with some international partners like UNICEF which contributes both cash and kind for education enhancement. The JICA also contributes to training, especially for Mathematics teachers. UNESCO and many others also contribute but much is still needed for the achievement of aims and objectives of UBE in Nigeria. Their activities have been hindered by limited resources at their disposal as well as failure to account for their past disbursement.

The NGOs also play a vital role in education development but their activities are limited due to inadequate finance, especially the local NGOs. Many of these NGOs have turned to sole proprietorship due to lack of support from the well to do individuals as well as philanthropists. Most of the areas of NGOs involvement in UBE are in advocacy and community mobilisation as revealed by the interview conducted.

### **6.3.8 Corruption**

Corruption is another factor that affects education delivery in Nigeria. The officials charged with the responsibility of managing education finance are corrupt; the few resources accrued to education are mismanaged. The interview conducted revealed that favouritism is another factor that affects primary education delivery in Nigeria. The greed of the executive is another issue of concern; the executives will put all the names of their family into vouchers of the schools; many of them are ‘ghost workers’ who only come to collect salary without doing any work.

The findings also revealed that lack of motivation and delay in payment of salaries increase corruption within UBE. There is also lack of transparency; the Transparency International (2013) ranked Nigeria as the eighth most corrupt country in the world. The highest rate of corruption is by the public officials.

### **6.3.9. Planning**

The interviews conducted also showed that there is poor planning in the conduct of day-to-day affairs of the commission. The budget is not based on enrolment, and the data are not used for planning but random allocation of resources to the board. The attitude of the tiers of government in data generation for planning is also ineffective. There are inadequate staff especially in the area of data gathering for planning purposes. Also, there is influx of teaching profession staff in search of other jobs due to the fact that the salary is not encouraging. Lack of personnel that are acquainted with modern software for data generation also constitutes part of the problem.

### **6.3.10 Cultural**

The Northern part of Nigeria (Kebbi and Kano) is dominated by Muslims; they see western education as an attempt to pollute their culture. As a result, they do not want to enroll their children in school. They see education as encroachment of their culture, creating immorality in the society, and therefore do not enroll their children in the schools which has led to many out of school children in the country. Newspaper reports also indicate that some ideological blind see western education as a threat to socio-political culture; therefore, they do not want western education. This affects the enrolment and sometimes leads to closure of the schools (Premium, 2013).

## **6.4 Question Three : The Impact of low Budget on Primary Education in Nigeria**

### **6.4.1 Enrolment**

The enrolment in the two selected states is increasing especially with the introduction of the feeding programme to motivate students to stay in school. Increased enrolment affects the allocation to the board. The result of the interview also shows that the budgetary allocation to the board is not commensurate with the enrolment. There is congestion and overcrowded classrooms. The analysis also shows that in a class especially in the urban centres, there are over 120-150 pupils per class.

### **6.4.2 Infrastructure**

Infrastructural facilities are inadequate; almost all the schools visited and the interviews conducted demonstrated no chairs; children are seating on the ground, instructional

materials like chalks, rulers and black board are lacking in some schools with 120-150 pupils in a class.

In both Kebbi and Kano, the available data show that the school has no recreation centres and also lacks modern school facilities, such as ICT, computers and laboratories.

It is also in line with what Oneyesa (2008) observed that most schools lack infrastructure with no electricity and water supply. Available evidence also shows that classrooms are not enough. Books supplied are not commensurate with the number of students as revealed by a student interview; sometimes 5-10 students share a book, and the majority of the books supplied are outdated.

### **6.4.3 Bureaucratic Quality**

In terms of teachers, many are leaving the teaching profession in search of another job as the salary is not attractive, with no promotion for several years. Even if there is promotion, the advancement does not tally with their qualification and experience. All these constitute problems towards education especially at the primary level, both in Kebbi and Kano.

Previous studies also show that teachers who are not motivated go in search of greener pastures, leading to recruitment of unqualified teachers, which in turn leads to low quality of education.

Analysis of the interview conducted shows that the salary of teachers in Nigeria is very low. It does not boost their morale and encourages them to remain in their humble profession; the salary is nothing to talk about - that is why there is influx of teachers in search of greener pastures. The societal values also constitute hindrance to the

development of education in Nigeria. Teachers have low esteem in the society without any recognition, and are regarded as third class citizens.

#### **6.4.4 Quality Education**

From the interviews conducted, it is discovered that inadequate funding has led to many problems, such as overcrowded classrooms and influx of teachers in search of another job, which equally affects the quality of education, where pupils could neither read nor write. The reason for this state of affairs is due to inadequate funding of education; poverty also is another obstacle to basic education delivery. Parents cannot afford books and education input; as a result, pupils drop out of school. This is further evidenced by the National Office of Statistics (2010) that the literacy rate in the North West is 39.7% for males and 23.2% for females. For both sexes, the average literacy rate is 31.7%.

#### **6.5 Conclusion**

This chapter discusses the qualitative research findings on the role of the state in the institution development in Nigeria using UBE as a unit of analysis; the result of the interviews conducted are analysed. The last chapter discusses the conclusion and recommendations.

## **CHAPTER SEVEN**

### **RECOMMENDATIONS AND CONCLUSION**

#### **7.1 Introduction**

This study discusses the theoretical as well as methodological contributions of the role of State in institution development using UBEC as case study, and the policy implications to public management and the community in general. The study also highlights the limitations of the study, and recommendations are also provided on how to ensure institution building in Nigeria and the entire globe at large.

#### **7.2 The Research Contributions and Implications**

The research contributes in both theory and practice to public management as shown from the analysis of data collected. The theoretical and methodological contributions of this research are as follows:-



### **7.2.1 Theoretical Contributions**

Previous studies conducted concentrated mainly on management aspect without taking into cognizance the institutional aspect. Therefore, the institutional aspect is the major contribution of this thesis for Nigeria. Empirically, the study contributes to the better understanding of the role of the state in institution building using UBEC as the unit of analysis. The researcher used in-depth interview in the process of data gathering and the findings of this research are likely to provide ideas on the issue of institution development in Nigeria and the world at large.

Looking at the role of the state in institution building in Nigeria, in this research, new institution theory was used as theoretical framework of analysis. It is discovered that the system lacks commitment on the part of the stakeholders that could enhance basic education transformation in Nigeria. The finding is also in line with the work of Eusebius (2008); Phillippus (2009) & Vincent (2006).

The study also discovered that the issue associated with the transaction cost, i.e., budget allocated to education is not enough to yield institution transformation. The budget allocated to education over the years has declined which has equally affected education development in Nigeria, in line with what Neil (2011) & Sacha (2010) highlighted.

Another area of the theoretical contribution is with regards to the players, both the federal, the states and local governments in basic education, but they are not in tandem with each other. Sometimes, the federal government will give money and the states are not willing to give support; likewise, the local governments. As a result, it has affected the delivery of basic education in Nigeria, which is in line with the work of Vincent (2006).

Also, as part of the theoretical contribution, the research discovered that rule setting and monitoring play a vital role in institution development; however, in Nigeria, failure to abide by the rules and lack of monitoring affect the realisation of UBE's objectives. This also affects the productivity of the UBEC in Nigeria, all of which are in line with what Vincent (2006) stated in his research.

The findings of the study also confirm that the constitutional sharing of responsibility of primary education in Nigeria has an effect on the overall institutional development in Nigeria. The result further rhymes with the work of Kim (2004); Neil (2011) and Sacha (2010). Another contribution of the thesis is that the researcher found out that corruption hinders the development of basic education in Nigeria, resulting in the poor performance of the programme.

Another contribution of the research is that the interviews conducted revealed that the system lacks autonomy, especially in the area of decision making and budgetary allocation. In addition, recruitment is not based on merit but rather on ascriptions.

In addition to the above, the system lacks effective planning; data for planning is not utilised for the right purpose which is another theoretical contribution. Finally, the theoretical contribution of this thesis is that there is no networking among the players; as a result, it affects the running of the organisation in focus.

### **7.2.2 Methodological Contributions**

The methodological contributions of this study are that the researcher used qualitative method to explain the role of the state in institution development in Nigeria using UBE as the unit of analysis. The data were collected using different sources, such as through in-depth interviews, observation and secondary data. A sample of 31 respondents were interviewed; most previous studies used quantitative method. Hence, the researchers embarked on pure qualitative method in order to bridge the gap.

### **7.3 Implications for Policy and Practice**

The findings of this thesis could be used to address the problems facing human capital development using institutional approach in both developing and developed world. The study will be useful for policy makers and public sector in general on how to enhance institutional development in Nigeria.

The study identified the transaction cost as one of the major issues militating against institution building in Nigeria. The budgetary allocation to the commission over the years is not encouraging; therefore, the study will be of immense benefit to the government and policy makers to create avenues through which the problems of underfunding of the institution could be addressed.

From the research conducted, the study also discovered that the three tiers of governments (the federal, state and local governments) are responsible for financing primary education in Nigeria. However, the role assigned is not clearly spelt out in the constitution, and as a result, it has created a gap among the three tiers of government. The policy implication of the study is that the government should amend the laws with

regards to the constitutional responsibility of primary education in order to ensure smooth running of the commission.

The study also shows that the level of monitoring and supervision is still very low, and as a result, it has created several problems to the institution. The essence of monitoring is to ensure that the resources provided reach the destination, and at the same time, ensure that teachers carry out their duties diligently. The policy implication is that the policy makers should come out with new laws that will ensure proper monitoring and supervision.

The research finding also shows that the policy of the government is just a mere pronouncement without any action. The government is not very serious in ensuring proper implementation of the policy which affects institutional development in Nigeria. The implication is that policy makers need to be vigilant and demonstrate their zeal and action towards attainment of the aims and objectives of the UBE in Nigeria.

The study also revealed that there is no autonomy in the UBEC, in terms of recruitment, budgetary allocation and day-to-day running of the commission. This has contributed towards inability of the commission to achieve the aims for which the organisation was established. The policy implication is that the government should provide the institution with autonomy in order to achieve the aims and objectives of the organisation.

The research also finds that the cultural factor plays a vital role in the achievements of the aims and objectives of the organisation in focus. Northern Nigeria (Kebbi and Kano) are mainly dominated by Muslims; Islam constitutes their basic way of life. As a result, they see western education as polluting their culture. The policy implication is that the government should come out with a policy that will address the problem of this cultural

practice in Nigeria. Finally, the institutional arrangement is very cumbersome for the achievement of the aims of the organisation. The policy implication is that the government should come out with a new policy to address the issue of institutional arrangement.

#### **7.4 Implication for further Research**

This study is on the role of the state in the development of the institution in Nigeria using UBE as the unit of analysis. The researcher used new institution theory to analyse the input of basic education delivery in Nigeria. For quality institutions in Nigeria and the third world in general, future researchers need to explore variables, such as the girl child education, and focus their attention on this aspect.

Another area of suggestion for further research is that future researchers should focus on mixed method, i.e., combining qualitative and quantitative methods so as to get rich and empirical data. In addition to the above, future researchers should look into private basic education provision because this study only covers public primary schools.

#### **7.5 Limitation of this Study**

Part of the limitation of this study is that most of the northern states are engulfed by crises resulting from the activities of Boko Haram. The study is therefore restricted to only two states, i.e., Kebbi and Kano.

## **7.6 Conclusion**

The study provides a picture of the role of the state in institution development in Nigeria using UBE as a unit of analysis. The findings support the theoretical proposition that is the new institution theory and also answer all the questions raised in the previous chapter. Thirty-one interviews were conducted with the stakeholders of UBE in Nigeria.

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