



저작자표시-비영리-변경금지 2.0 대한민국

이용자는 아래의 조건을 따르는 경우에 한하여 자유롭게

- 이 저작물을 복제, 배포, 전송, 전시, 공연 및 방송할 수 있습니다.

다음과 같은 조건을 따라야 합니다:



저작자표시. 귀하는 원저작자를 표시하여야 합니다.



비영리. 귀하는 이 저작물을 영리 목적으로 이용할 수 없습니다.



변경금지. 귀하는 이 저작물을 개작, 변형 또는 가공할 수 없습니다.

- 귀하는, 이 저작물의 재이용이나 배포의 경우, 이 저작물에 적용된 이용허락조건을 명확하게 나타내어야 합니다.
- 저작권자로부터 별도의 허가를 받으면 이러한 조건들은 적용되지 않습니다.

저작권법에 따른 이용자의 권리는 위의 내용에 의하여 영향을 받지 않습니다.

이것은 [이용허락규약\(Legal Code\)](#)을 이해하기 쉽게 요약한 것입니다.

[Disclaimer](#)

**Master's Thesis of International Studies  
(International Cooperation)**

**A Study on the Effective Funding of  
Basic Education as a Strategy for  
Enhancing National Development  
(Nigeria Government's Policy on Universal Basic  
Education)**

August 2021

Development Cooperation Policy Program  
Graduate School of International Studies  
Seoul National University

Taiwo Abigail AKANBI

**A Study on the Effective Funding of Basic  
Education as a Strategy for Enhancing  
National Development  
(Nigeria Government's Policy on Universal Basic  
Education)**

A thesis presented

By

Taiwo Abigail AKANBI

A dissertation submitted in partial fulfillment  
of the requirements for the degree of  
Master of International Studies

**Graduate School of International Studies  
Seoul National University  
Seoul, Korea**

# **A Study on the Effective Funding of Basic Education as a Strategy for Enhancing National Development**

(Nigeria Government's Policy on Universal Basic Education)

Professor, Song Jiyeoun

Submitting a master's thesis of International Cooperation

August 2021

Graduate School of International Studies  
Seoul National University  
International Cooperation Major

Taiwo Abigail AKANBI

Confirming the master's thesis written by

Taiwo Abigail AKANBI

August 2021

Chair Professor Kim Chong-Sup

Vice Chair Professor Kim Taekyoon

Examiner Professor Song Jiyeoun

© Copyright by Taiwo Abigail AKANBI 2021

All Rights Reserved

# **ABSTRACT**

## **A Study on the Effective Funding of Basic Education as a Strategy for Enhancing National Development**

(Nigeria Government's Policy on Universal Basic Education)

Taiwo Abigail AKANBI

International Cooperation

Graduate School of International Studies

Seoul National University

Education is a basic fundamental factor of development. It is impossible to achieve sustainable development without ample investment in human capital. The Nigerian government from the initiation of their development plan has not prioritized education as part of its strategy for growth. This has in turn affected the level of poverty, economic and social development of the country. An investment on a quality basic education will

afford children and youths the knowledge and skills needed to face daily life challenges and also to take advantage of economic and long life learning opportunities. To address the need for Universal Basic Education as a strategy for national development, this thesis adopted the use of qualitative and analytical approach in examining the tools that have hindered the adequate funding of basic education as well as its implication on development by exploring government spending on education for the past 12 years. The study revealed that lack of priority by government, insufficient revenue generation, corruption, cultural and religious beliefs are factors that have affected the successful operation of UBE in Nigeria. This study recommended among others that; government should give priority to education as a fundamental tool for development and that Public-Private Partnership would be a good way of generating sufficient funds for UBE in order to achieve national development.

Keywords: Nigeria, Universal Basic Education, National Development

Student Number: 2019-22626

# Table of Contents

CHAPTER ONE .....	1
1. INTRODUCTION .....	1
1.1. Background .....	1
1.2. Purpose of the Study.....	6
1.3. Research Questions.....	7
1.4. Methodology.....	8
1.5. Significance of the Study.....	11
1.6. Organization of the Study .....	11
CHAPTER TWO .....	12
2. LITERATURE REVIEW .....	12
2.1. Theoretical Literature Review.....	12
2.2. Empirical Literature Review .....	15
2.3. Summary of Chapter .....	19
CHAPTER THREE .....	21
3. ANALYSIS, DISCUSSION AND FINDINGS.....	21
3.1. Analysis and Discussion.....	21
3.1.1. Causes of Nigerian Government Inadequate Funding of UBE .....	22
3.1.2. Trend of Budgetary Allocation to Education/ UBE.....	35
3.1.3. Effects of Efficient UBE Funding on National Development in Nigeria .....	40
3.1.4. The Implementation of UBE for Effective Social/National development .....	43
3.2. Findings .....	52
CHAPTER FOUR .....	54
4. CONCLUSION AND RECOMMENDATIONS .....	54
4.1. Conclusion.....	54
4.2. Recommendations .....	55
REFERENCES .....	59

KOREAN ABSTRACT.....64

## **List of Tables**

Table 1: Regional Recurrent Budget in Comparison with Education Recurrent Budget 1954-1966

Table 2: Federal Government's Oil and Non-oil Revenue (N' Billion)

Table 3: Government's Total Budgetary Allocation to the Federal Ministry of Education 2009-2020

Table 4: Ministry of Education Budgetary Allocation to Universal Basic Education Commission 2009-2020

Table 5: Household Head's Education Level

## **List of Figures**

Figure 1: Oil Price Volatility 2000-2020

Figure 2: Out of School Children- Almajiri Child Right Activist

Figure 3: LEA (Local Education Authority) Primary School Utako Abuja

Figure 4: LEA Primary School in Agwan Kwaso Gwagwalada

Figure 5: Number of People Living in Extreme Poverty below \$2 (Nigeria ranks highest)

Figure 6: Distribution of the African Population by Classes

Figure 7: Almajiri Children Begging for Alms

# CHAPTER ONE

## 1. INTRODUCTION

### 1.1. Background

Education is recognized to be one of the intrinsic factors of development. It is impossible to accomplish sustainable development without sufficient investment in Human Capital (Ozturk, 2008). Even though there has been series of development plans to hasten the national growth and improve the way of life of the citizens in Nigeria, the Nigerian government from the inception of their development plans from 1962 till date has not prioritized education as one of its fundamental strategy for growth.

Quality Basic Education will provide children and youths with the knowledge and skills needed to face daily life challenges and also to take advantage of economic and long-life learning opportunities. Education is a crucial component in poverty reduction, achieving gender equality, promoting economic growth and social development. The United Nation captured the importance of education in the Millennium Development Goals (MDGs) item two (achieve Universal Basic Education) and Sustainable Development Goals (SDGs) item four (guarantee comprehensive and fair quality education and advance deep rooted learning opportunities for all) to eradicate poverty in the world.

Nigeria's education sector is structured into three different subdivisions: Basic Education (nine years)- which comprises of six years of elementary school and three years of junior secondary school education, Post-basic education (three years) likewise

known as senior secondary training and tertiary schooling (four to six years) contingent upon the course of study. Education is administered by the federal, state and local government and the Federal Ministry of Education is exclusively liable for the general policy development through Nigerian Educational Research and Development Council (NERDC) and ensuring quality control across the federation.

In September 1999, President Obasanjo's administration launched the Universal Basic Education (UBE) as a result of the Jomtien Conference on Education for All (EFA) in 1990 held in Thailand. Specifically goal one and two that is; growing and improving extensive early childhood care and education particularly for the preeminent defenseless and burdened youngsters; and guaranteeing that by 2015 all kids, especially young ladies, kids in worrisome conditions and individuals associated with ethnic minorities have access to and complete free and mandatory primary education of amazing quality (Akanbi, 2012).

Lateness in launching the Universal Basic Education programme after the 1990 conference might be on the grounds that there was an ongoing Universal Primary Education (UPE) as at that time, since the Universal Basic Education was a modification of the former UPE programme. Another possible cause could be the political regime. When the EFA conference was held in 1990, Nigeria was under a military rule, it was when there was a transition to democratic regime in 1999 that the president launched UBE programme. Although, political regime shouldn't have been an issue to the

implementation of the programme but this is a reflection of the caliber of leaders in Nigeria.

The National Policy on Education 2014 release expresses that "Basic Education is the training given to youngsters of 0-15 years which incorporates the Early Childhood Education (0-4) and ten (10) long stretches of formal tutoring". The strategy likewise noted that Basic Education will be given by the central government and it will be "*free, mandatory, general and subjective*" this is upheld by enactment (The Compulsory, Free Universal Basic Education Act, 2004). The Federal Government instituted UBE with the objectives of:

- a. Developing in the entire citizenry a strong consciousness for education and a strong commitment to its vigorous promotion;*
- b. The provision of compulsory, free and universal basic education for every Nigerian child of school age;*
- c. Reducing the incidence of drop-out from the formal school system through improved relevance, quality and efficiency;*
- d. Catering through appropriate forms of complementary approaches to the promotion of basic education, for the learning needs of young persons, who for one reason or another have to interrupt their schooling: and*
- e. Ensuring the acquisition of the appropriate levels of literacy, numeracy, communicative and life skills, as well as the ethical, moral, security and*

*civic values needed for the laying of a solid foundation for life-long learning. (NPE, 2014)*

Unfortunately, the policy documented by the government has not been fully implemented and the major challenge faced with the UBE has been attributed to paucity of fund. This has resulted into inadequate infrastructural facilities, poor teaching aids like laboratories, computer, projectors and libraries, unqualified teachers and unsafe learning environment. Generally, the overall educational system in Nigeria has deteriorated and it has affected the development of the country. UBE serves as the foundation for every Nigerian child to obtain the minimum level of literacy and the quality of education at this stage serves as the foundation for others (secondary and tertiary education) to build on.

According to the United Nations Children's Education Fund (UNICEF), out of the millions of children that are out of school in Nigeria, only 61% aged 6-11 years participate in primary education frequently and only 35.6% of 35-59 months old children receive early childhood education. This figure is even dreary in Northern Nigeria where there is 53% of school net attendance rate and it is almost impossible getting out-of-school children back to school (UNICEF, 2017).

An examination directed by Action Aid distributed in 2003 demonstrated that the expense of tutoring is one reason why kids fail to enroll in primary schools, these costs include admission fees, uniform, registration and examination fee, cost of books and stationery among others (Action Aid, 2003). The opportunity cost for parents that

do not have the luxury to afford these fees sending their youngsters to class is the kid's time that might have been of monetary significance to the family. It has likewise been recorded that at whatever point these schooling costs are annulled, the enlistment rate generally upsurges. Consequently, annulling schooling expenses without a significant expansion in public financing can detrimentally affect the nature of training or education the youngsters get and it is impractical (Igbuzor, 2006).

As reported by the National Bureau of Statistics in the executive summary of 2019 Poverty and Inequality report in Nigeria, 40.1% of the absolute populace were delegated poor, this means that 4 out of 10 individuals in the country live below the poverty line of 137,430 Naira (\$381.75) per year, that means over 82.9 million Nigerians are considered poor by national standards (National Bureau of Statistics, 2019).

It is unfortunate that the families in this category will not be able to afford schooling costs but that was why the Education for All goal stressed the provision of education for the most vulnerable in the society and the National Policy on Education also affirmed that all tiers of government will develop appropriate strategies and programmes to afford them the opportunity to provide fundamental schooling to children of exceptional conditions such as; orphans, children of pastoral nomads, hunters etc., that cannot benefit in the conventional education system (NPE, 2014).

According to the Compulsory Free Universal Basic Education Act 2004, the implementation of UBE was stated to be financed by;

- a) *Federal government block grants of not less than 2% of its Consolidated Revenue Fund;*
- b) *Funds or contributions in form of Federal guaranteed credits; and*
- c) *Local and international donor grants. (UBE Act, 2004)*

It was also documented that the organization and dispensing of cash resources would be through the State Universal Basic Education Board (SUBEB). The implication of this is that the Federal government is the main actor saddled with the responsibility of financing UBE.

Although there has been series of conflicting reports on the stipulated budgetary allocation on education proposed by United Nations Educational, Scientific and Cultural Organization (UNESCO), an interview conducted by Premium Times with a Programme Officer in UNESCO's education sector affirmed that UNESCO's recommendation is 15-20% of government budgetary allocation on education for developing countries (Premium Times, 2017) . The Nigerian government has not been able to achieve this recommendation and factors such as limited source of government revenue, government policy priority on development, corruption through mismanagement of the little investments made on education, as well as the establishment of multiple agencies managing leading educational sector has undermined the provision of adequate funding.

## 1.2. Purpose of the Study

The effect of poor education has an adverse effect on the overall quality of life in Nigeria. There are several worrisome statistics on Nigeria's education, according to

UNICEF one in every five children that are not in school in the world is from Nigeria and even though primary education is formally “free and mandatory” about 10.5 million of children aged 5-14 years are not in school in the country. Despite the federal government ban on child labour, several children of school age are still involved in it. The current insurgency issue has also displaced millions of children from a conducive learning environment.

This thesis seeks to examine how the government has been financing basic education and what other factors have added to the degeneration of basic education in Nigeria and to proffer policy recommendations that can help the government in tackling this problem.

### 1.3. Research Questions

The key research question for this study is:

**Why has the Nigerian government not been able to provide adequate funding for basic education?**

To have a good response to the primary inquiry, this study will discuss the accompanying sub questions;

- **Considering the trend of budgetary allocation to education, what is the possibility of operating a free universal basic education by the Nigerian government?**

- **What effect does effective funding of basic education have on national development in Nigeria?**
- **How can the policy of Universal Basic Education be fully implemented in such a way that irrespective of differences in social class, culture, religious beliefs and gender inequality the country can achieve effective social/national development?**

#### 1.4. Methodology

In this segment, this thesis will attempt to clarify the methodological frameworks employed in carrying out this research and legitimize the decision which will give highlights and ethical thoughts to this research.

**Qualitative and Analytical Research:** This thesis utilized both qualitative and analytical research. On one hand, analytical method is the use of facts and information already available to make a critical evaluation of the research in view. On the other hand, Deborah Talbot who is a researcher and communications expert, highlights qualitative research to be a strategy that gives an exhaustive exploration by utilizing a scope of procedures that targets seeing how individuals think, respond, feel and act the manner in which they do. Since the main idea is to create perceptions, strategies and procedures that guide groups or institutions, the samples used are usually small in qualitative research.

Qualitative research can fit into any research context that doesn't focus too much on "how many". The fact that a researcher doesn't begin with a hypothesis that needs to

be proven makes qualitative approaches very beneficial. To this end, it is an open-ended method that the researcher can modify and alter while the research is progressing and this improves the quality of data and intuitiveness generated.

**Secondary Data:** This is an information that has recently been gathered through essential sources and made effectively available for different analysts to use for their own exploration work. This exploits information gathered by previous researcher for another research to be done. The information may have been gathered for explicit task or general use with no specific exploration reason like on account of National Budget. The advantages of Secondary data are that they are easy to access, inexpensive and time saving. The sources of secondary data this thesis employed are;

- **Books:** These are one of the most classical way of collecting data and when carefully selected, they are an authentic source of authentic data. This thesis used the book publication on Nigeria's National Policy on Education 2014 edition and Universal Basic Education Act 2004 in accessing the government's policy on education.
- **Newspaper:** In most cases, information derived through a newspaper is usually very reliable and this similarly makes it one of the truest wellspring of optional information. Various documented interviews with stakeholders of education in Nigeria was likewise adopted.
- **Websites and Government Records:** Information shared on regulated websites that are government owned or international websites can also give trusted

authentic data. This thesis used this strategy to get 12 years' information from the Budget Office of the Federation site in examining the budgetary allocation to the Ministry of Education and the Universal Basic Education Commission. The data was further sent to the Budget Office for verification before use. This thesis also exploited information through UNESCO and UNICEF websites.

- **Journals and Articles:** These are getting more significant than books these days when information assortment is thought of, this is on the grounds that they are refreshed routinely with new publications and they are normally more explicit with regards to research. This thesis used academic journals and articles for the literature review and in answering the research questions.

**Theoretical Framework:** Several theories are available in understanding the concept of public policy. This thesis utilized Elite Theory, Public Choice Theory and Economic Demographic Theory in analyzing the determining factors that influence Nigeria government's policy on UBE as well as its funding. Empirical literatures were also reviewed based on other researcher observation related to UBE.

## 1.5. Significance of the Study

This research is significant to the policy makers of education both at the federal and state level and other stakeholders in Nigeria. The study will analyze the effect of inadequate funding on basic education and ways of tackling the problem to ensure that all citizen without discrimination of gender, cultural or religious beliefs have access to quality basic education to bring about a better standard of living and sustainable development.

## 1.6. Organization of the Study

This research is designed in 4 Chapters: the first chapter will be the introductory part and it includes the background of the study, the purpose of the study, research questions, methodology, significance of the study, and organization of the study. In the second chapter, theoretical and empirical literature will be reviewed, the third chapter will be the discussion, analysis and findings. Finally, the fourth chapter will be the conclusion and policy recommendation.

## CHAPTER TWO

### 2. LITERATURE REVIEW

This chapter centers around surveying a portion of the current literature on the main topic. Quite a number of theories are worth examining as they serve as a basis to comprehend the factors that determine the policy on education expenditure in the case of Nigeria. Political and social researchers have different theories, models and approaches that are useful in analyzing policy-making. The theories provided in this research, reflect the socio-economic, political and public policy determinants.

#### 2.1. Theoretical Literature Review

Elite Theory in political science and sociology posits that in real life, public policy to a large extent is a reflection of the ruling elite's interest contrary to pluralism belief that recognizes the diversity within a political body, which is seen to allow the peaceful coexistence of various convictions, interests and lifestyles. Vilfredo Pareto, an Italian cofounder of elitism, discussed the presence of two types of elites in a society, namely; governing elites and non-governing elites. The governing elites according to him are the few that have the right to supreme leadership through the possession of exclusive qualities like skills, material riches, cunning and intelligence while the non-governing elites are the majority masses that are destined to be ruled (Pareto, 1935).

Hence, public policy from the perspective of elite theory approach, can be regarded as mirroring the values and desires of the governing elites. The urgent

contention of the elite theory is that public policy isn't driven by the interests and conducts of the majority yet rather by the decision making elites whose inclinations are thought about and conveyed into impact by political authorities and offices (Adam, 2018). The application of this theory into the policy of financing basic education in Nigeria has reflected that the governing elites do not care about the interest of the masses which are the major beneficiary of this policy, the educational system has been deteriorating but they still do not pay attention to it. The masses who rely solely on this policy of free education are been marginalized.

From the viewpoint of Public Choice Theory which was created by James Buchanan and Gordon Tullock while trying to clarify how public choices are made. Political factors play a major role in this theory and based on the neoclassical economics theory, public choice theory presumes that individuals like politicians, bureaucrats and voters act in their self-interest and are profit maximizers (Rowley, 1991). The interactions of the politicians, voters and bureaucrats' self-interest, shapes public policy and expenditure. Although there are quite several models to explain this theory, this thesis will focus on government as special interest groups and the political business cycle model. Under government as a special interest group, politicians and bureaucrats are supposed to be agents of the general public acting in their interest but unless this interest reflects their agenda, politicians and bureaucrats may not act in the interest of the general public.

Conversely, under the political business model, it is stated that electoral incentives usually control the choices of politicians in formulating macroeconomic policies. That is, economic policies are influenced by politicians' motivation and that politicians as profit maximizers will act in their self-interests (Danuvas, 2013). Relating this policy to this research will help us to understand why politicians will not prioritize or invest in sectors that do not reflect their self-interest, in this case, education. Perhaps, the fact that any investment made on education will not yield an immediate profit could be the reason why there has been a lag in the government expenditure on that sector. This is because the power of education on national development is latent.

Economic-Demographic Theory focuses on the significance of socioeconomics and political environment components in framing public expenditure or public policy (Danuvas, 2013). Economic-Demographic theory is founded on the classical theory of the democratic system, which states that political structure must be susceptible to forces and demands coming from society (Easton, 1965). This implies that what society requires should be the basis of public policy and expenditure implemented by the government. The Nigerian government identified the need of basic education for its populace and came up with a free basic education policy but the policy and expenditure needed for the full implementation of this policy has been faced with several challenges, thereby affecting the real intent why the policy was formed.

## 2.2. Empirical Literature Review

Different research has been conducted and numerous researchers have contended that there are a ton of difficulties confronted with educational system in Nigeria which has thus influenced UBE. The first category of researcher reviewed, highlighted the numerous problems with implementing Universal Basic Education. A study carried out on the difficulties of UBE policy execution in one of the states in Nigeria revealed that the political terrain has not been favourable enough for the full discharge of educational policies since each administration always come up with new development policy while abandoning the previous ones (Aja et al., 2017). Although, this study was carried out in one of the states in Nigeria, it gives a clear perspective to the roles politicians play in ensuring that policy documented are fully implemented. This is one of the present issues with UBE in Nigeria.

An investigation on the problems and achievement of the operation of UBE in Nigeria showed that factors such as poor planning, inadequate funding, lack of qualified teachers, poor implementation among others adversely affect the quality of basic education operated in Nigeria. It was concluded that before the implementation of UBE as an instrument for national development can materialize, the federal government with other stakeholders must look into training and employing qualified teachers, adequate funding, planning and projection as well as monitoring of expenditure on education and checking the incidence of fraud (Amuchie, Asotibe, & Audu, 2015). The researchers failed to highlight the success of UBE but only mentioned the problems that have and

could hinder its full implementation. Be that as it may, inadequate funding has always been the root of every implementation stage.

Omotor in his study examined the central government's spending on education sector from 1977-1998. The researcher used the ordinary least squares technique to test the education expenditure model and found that government income is the main critical determinant of educational expenditure model. He argued that the type of governance either civilian or military has never been an essential factor that determines absolute spending on education in Nigeria but that the statistical irrelevance of the study is an impression of the absence of interest by different government throughout the years towards lack of sufficient resource distribution to the education sector. He affirmed that the series of challenges encountered was because of meager government spending on the sector (Omotor, 2004). This reflects how education has deteriorated to the stage it is now and adequate spending on the sector is needed to revive it.

A study conducted by National Primary Education Commission identified methods of improving primary education administrations and creating future strategy, the investigation showed that the school environments are far from conducive for learning, classroom space are inadequate and there are practically zero fund for upkeep or running expenses. Deficient flexibility of material impeded educator's viability and students learning were discovered to be restricted. The researcher adopted semi-organized interview, focus group discussions, participant observation and questionnaires in fifty-four primary schools across the country. It was additionally noticed that

amazingly low compensation, helpless working conditions and inadequate facilities have unavoidably disintegrated the inspiration and fulfillment of education instructors (National Primary Education Commission, 1999). This study was done the same year UBE was launched to replace the Universal Primary Education (UPE) and the challenges identified in this study still engulfs the adequate functionality of UBE.

Ejere in his research on an assessment of basic issues related with the performance of UBE programme in Nigeria, uncovered that in spite of the fact that the federal government bears the responsibility of setting strategy and financing UBE through transfer to states, the financial obligation of UBE is divided between the State Universal Basic Education Board (SUBEB), and local government (Ejere, 2011). He pointed out that the local government for instance, is charged with the obligation of paying remunerations and allowances of school elementary teachers. Regardless of this burden sharing among the three tiers of government, the issue of paucity of fund is still a challenge.

The second category of literature reviewed are those that posit that if the policy of UBE is well implemented, it will lead to development in Nigeria. Omojimito in the examination of the assumption that conventional education quickens economic growth applied time series econometrics (cointegration and Granger Causality Test) to carry out his analysis using data from 1980-2005 and it was affirmed that there is cointegration between public expenditure on education, primary school enrollment and economic growth (Omojimito, 2010). It was asserted that economic growth can be caused by

increase in absolute public expenditure on education and that improvement on the quality and quantity of manpower in school especially teachers can positively affect economic growth too.

Consequently, another study on Universal Basic Education Programme in Nigeria, suggested that if the UBE programme is well implemented, it would provide such benefit as reduction in child labour, curbing of indiscipline and crime, reduction of gender imbalance in educational attainment and effective monitoring and evaluation among others (Anaduaka & Okafor, 2013). They further noted that any nation that has a strong desire for development must pay a crucial attention to human development through education. This coincides with the work of (Ojo, 2015), which asserted that the need for basic education in Nigeria is to promote gender equality, enhance educational reform, encourage national integration, provide a solid foundation for other stages of education and inculcate the knowledge of literacy and numeracy.

Adebola in his research on perceived impact of Universal Basic Education on national development in Nigeria, discovered that the abandonment of the previous Universal Primary Education (UPE) was a good initiative as UBE has a broader scope. He adopted the descriptive statistics method and used questionnaires as the main source of data collection in carrying out his research focusing on the Oyo State Universal Basic Education Board (SUBEB), students and parents as well as primary school teachers in the state. His study revealed that UBE is an agent of national development because it improved peoples' political awareness, contributed to social harmony, improved

productive capacities, enhanced religious tolerance and improved literacy level in the community (Adebola, 2007). Despite the fact that this research was conducted in one of the 36 states in the country, it shows that if adequate funding and monitoring of the UBE programme can be facilitated, it would be a major factor in Nigeria's development.

Based on the series of literature reviewed, this thesis found out that there has been limited research done on the funding of UBE at the Federal Government level, previous research has either focused on funding of education in general or funding of UBE in a state or few states in the country. Also, the spotlight of previous researchers has been on the general problem in the implementation of the UBE programme. The researcher will be focusing on the funding of basic education at the Federal level by analyzing the budgetary allocation to Universal Basic Education Commission. Another focal point of this research would be persuading and awakening the consciousness of the government to know the implication of UBE on national development by raising enough fund to ensure full implementation of the UBE policy across the nation.

### 2.3. Summary of Chapter

This chapter comprised of the theoretical framework and empirical literature reviewed. The elite's theory, public choice theory and economic-demographic theory provided a basis for this thesis argument that policy makers act in their self-interest when formulating policies in the society and this always affect the disbursement of funds. The several empirical literatures evaluated also pointed out series of factors that has affected

the implementation of UBE in Nigeria. This thesis specified its area of coverage as well as its addition to the body of knowledge.

# CHAPTER THREE

## 3. ANALYSIS, DISCUSSION AND FINDINGS

### 3.1. Analysis and Discussion

This chapter identified the major variables that have affected the funding of UBE in Nigeria alongside other factors that have influenced the implementation of the UBE policy. Lack of priority on the part of the government/politicians, insufficient revenue generation and corruption have significantly affected funding and cultural/religious beliefs are the major factors that have challenged the successful implementation of the UBE policy across the country.

For the researcher to do justice to the subject of discussion, the following research questions were raised:

- Why has the Nigerian government not been able to provide adequate funding for basic education?
- Considering the trend of budgetary allocation to education, what is the possibility of operating a free universal basic education by the Nigerian government?
- What effect does effective funding of basic education have on national development in Nigeria? and
- How can the policy of Universal Basic Education be fully implemented in such a way that irrespective of differences in social class, culture, religious beliefs

and gender inequality the country can achieve effective social/national development?

Therefore, in an attempt to provide answers to these research questions, this thesis will use these questions as a guide to proffer an elaborate analysis on the subject matter. Hence, this chapter will zero in on the analysis, discussion and findings of analysis.

### 3.1.1. Causes of Nigerian Government Inadequate Funding of UBE

Over the years, several factors have been attributed to the powerlessness of the government to provide adequate funding and it is important to note that although there are other minor factors that could have been an accomplice to the deteriorating state of the present issue, this thesis will focus on the major ones. Such major factors are;

- 1. Lack of Priority on Education on the part of politicians:** It is an overall knowledge that the Christian missionary in Nigeria during the colonial period were the pathfinder of western education in Nigeria specifically in the Western region. By the mid-twentieth century the western form of training had been solidly established in Western Nigeria and this was as a result of the joint efforts of the missionaries and the colonial government. Nonetheless, the finite purpose of the pioneers of the western education then, made it impossible for the development of education in Western Nigeria as well as the entire country to adequately meet the requirements of a modern state before 1950. The

missionaries aimed at using education to evangelize Christ while the colonial administrators used the schools as a means to produce diverse type of little functionaries like clerks, inspectors, junior technicians and so on, that will assist them in carrying out their activities.

However, after the changeover from colonial to independent status in the 1950s, the nation embraced a Federal Constitution. The constitution provided democratic election to the regional House of Assembly and the lawmaking body of every area was engaged to make laws for good administration of their district in alignment with specific itemized subjects already provided by the colony's constitution, of which education was one of them. This new development shifted the responsibilities of education on the regional government and consequently brought about the establishment of Ministry of Education in each Region in Nigeria. The regional Ministries were in charge of education in their region, while the Federal Ministry of Education was responsible for education in Lagos (back then Federal Territory) (A. S. Ajayi, 1984).

This new adjustment in the constitution gave Chief Obafemi Awolowo who was the leader of the Action Group Party the opportunity to win his first election in 1952 as the first indigenous Premier of Western Nigeria. His government in 1952 has been attributed with the era that began the radical phase in the history of education in Nigeria. Chief Awolowo's administration prioritized education and he made this clear declaration known to his House

members during his first budget speech. Following this announcement, in July 1952 that same year, the Western Region Minister of Education Chief Stephen Oluwole Awokoya proposed a comprehensive education vision for Western Nigeria, the universal free and compulsory basic education popularly referred to as Universal Primary Education was stipulated to take effect by January 1955 (A. S. Ajayi, 1984). Efforts were put in place in preparation for the commencement of the free primary education proposed by the government and by the 17<sup>th</sup> of January 1955, the free education proposal was formally launched.

The government of 1952 did not only propose and implement free primary education, the expenditure and budgetary allocation also showed how they placed top priority on education. In fact, education had the biggest share of the Region's recurrent budget from 1954-1966 and this enhanced the implementation of the education policy. The percentage of budgetary allocation to education between 1958 -1959 which was 41.2% was said to be one of the highest in the world as of that time. Table 1 below is a breakdown of the budgetary allocation during that era:

**Table 1: Regional Recurrent Budget in comparison with Education Recurrent Budget, 1954-1966**

<b>Year</b>	<b>Regional Recurrent Budget (£)</b>	<b>Education Recurrent Budget (£)</b>	<b>Education as % of Regional Budget</b>
1954-1955	9,283,690	3,806,745	41.0
1955-1956	11,366,931	3,873,305	34.0
1956-1957	15,522,128	4,496,201	28.9
1957-1958	14,288,000	5,506,880	38.5
1958-1959	13,604,163	5,616,687	41.2
1959-1960	22,152,351	7,161,303	32.3
1960-1961	22,769,880	8,773,325	38.5
1961-1962	21,798,923	8,548,829	39.2
1962-1963	24,948,913	8,891,921	35.6
1963-1964	18,191,071	6,206,949	34.1
1964-1965	16,946,310	6,554,640	38.6
1965-1966	19,861,290	7,048,530	35.4

**Source:** (A. S. Ajayi, 1984) “The Development of Free Education in Western Nigeria, 1951-1966: An Historical Analysis”.

Unfortunately, when the military took over the government in 1966, the Free Primary Education scheme suffered a major blow and ever since then, no government has been able to successfully implement free education policy. Be that as it may, subsequent government has shown little or no concern at all to prioritize education as an instrument for development. Most politicians attain power to fulfil their own self-interest rather than enhance the development of the people of the country, lack of genuine focus on education has resulted to lackadaisical and unrealistic budgetary allocation (Afolayan, 2014).

Furthermore, majority of the present political class lack adequate educational qualification that can prompt them to see the importance of education as the 1999 Nigeria constitution section 131 (d) supports a minimal level of education that is, Secondary School Leaving Certificate or its equivalent for the presidential post to be held.

Also, unlike the investment on infrastructure as a means of development that can be seen and is beneficial within a brief time frame, the power of investment on education for national development on the contrary is latent. Human capital investment has a long term benefit but the government would rather invest on other initiatives that can bring short term gain, this was what the political class of 1952 never did, they saw how education would bring development to the country and massively invested in it.

**2. Inadequate Sources of Government Revenue Generation:** Nigeria mainly has two sources of revenue generation for its yearly budget which are;

- Oil Revenue and
- Non-Oil Revenue

There has been arguably a third source of revenue which is external borrowing from International Monetary Agencies, foreign aids and other banks but the researcher's focus will be on the two main sources used in budgetary allocation. Between year 2000-2009, the total oil revenue generated by the government was N34.2 trillion while non-oil revenue was N7.3 trillion, this represents 82.36% and 17.64% respectively, it clearly

indicates that Nigeria’s revenue potential is solely dependent on oil revenue despite various adjustments and application of different forms of other sources of revenue (Okwori & Abubakar, 2016).

**Table 2: Federal Government Oil and Non-Oil Revenue (N’Billion)**

<b>Year</b>	<b>Oil Revenue.</b>	<b>Non-oil Revenue</b>
2009	3,191.94	1,652.65
2010	5,396.09	1,907.58
2011	8,878.97	2,237.88
2012	8,025.97	2,628.78
2013	6,809.23	2,950.56
2014	6,793.82	3,275.03
2015	3,830.10	3,082.41
2016	2,693.90	2,922.50
2017	4,109.80	3,335.20
2018	5,545.80	4,006.00
2019	5,536.66	4,725.60
<b>Total</b>	<b>60,812.28</b>	<b>32,724.19</b>

**Source:** Researcher’s computation using data from (CBN, 2019)

<https://www.cbn.gov.ng/documents/annualreports.asp>

Although there has been an attempt to transition to non-oil revenue but table 2 above supports the claim that the country still depends on oil revenue and given the declining oil prices and production challenges in Nigeria, the implication of this is that every fall in the price of oil and crude oil related

goods from the international market always have a negative effect on the budgetary allocation of the federal government. This is because the annual budget is usually prepared using the forecast from revenue the oil and non-oil sector will generate.

Findings from an analysis showed that while oil revenue has a positive statistical significant relationship with economic development and that a one Naira increase in oil revenue would bring about 3.94 units rise in economic development, conversely one Naira increase in non-oil revenue would cause 14.51 units rise in economic development (Aderoju, 2017). The federal government had already realized the limitations of depending solely on oil revenue so when the 2015 budget was presented at the National Assembly in December 2014, the budget was described as the “Transition Budget” in order to focus on the management of revenue challenges so as to protect the most vulnerable while transitioning safely to a broader based non-oil economy. The aim was to boost the non-oil sector of the economy and raise tax revenues.

**Figure 1: Oil Price Volatility 2000-2020**



Source: (OECD, 2020)

Another crucial reason why diversification is necessary is due to the volatility of oil price. The worldwide oil price has become progressively volatile overtime and the current covid-19 pandemic has surged the oil price to an unimaginable decline (see figure 1 above). It is because of unprecedented situations like this that dependency of Nigeria on oil for its export and revenue makes it incredibly defenseless against market volatility. Unless the diversification of the economy takes place, the government will always have allocation of resources challenges when it comes to budgeting and the Ministry of Education will not be left out. This has been a major hindrance in the financing of basic education in Nigeria.

- 3. Misappropriation and Mismanagement of Education Funds:** We might argue that the government has not been able to meet up with the proposed standard of 15-20% of budgetary allocation to education for developing

countries recommended by UNESCO however, the little financial resources that have been provided has been inappropriately mismanaged. Corruption has eaten deep into every circle of Nigeria's economy and the education sector has not been spared from this misfortune. This has added to Nigeria's educational crisis where millions of children are out of school, the picture below depicts a demonstration by such children.

**Figure 2: Out of School Children- Almajiri Child right activist**



**Source:** (Samuel, 2018) "How Corruption is Affecting Basic Education in Nigeria"

In an interview granted by Mohammed Sabo Keana of the Almajiri Child Rights Initiative (ACRI) which is a help and advocacy podium that considers government responsible on the issue of out-of-school children especially for the Northern part of the country, he said that in a large number of the Northern states there are numerous kids who couldn't imagine anything better than to go to class, however the schools are not accessible and even where

there are schools, the infrastructure is bad, the environment are not conducive, there is non-availability of most crucial instructional materials. there are few competent teachers and these teachers are not motivated. He expressed that cash planned to fund development of schools and guarantee the government assistance of educators are being diverted by politicians either through kickbacks or into frivolous projects. Actually, it is not only politicians that divert or misappropriate funds, personnel (such as principals, head teachers, staffs etc.) put in charge of these schools are also culprits in the corruption saga.

Right now in most government schools in Nigeria, there are dilapidated structures, inconducive environment, lack of basic amenities, no qualified teachers and the whole education system seems to be in a state of chaos. Figure 3 and 4 below is an example of some of the ramshackle structure in schools across the country.

**Figure 3: LEA (Local Education Authority) Primary School Utako Abuja**



This image shows the entrance of one of the government schools in the Federal Capital Territory (FCT). Image downloaded from <https://iaccseries.org/blog/how-corruption-is-affecting-basic-education-in-nigeria/#>

**Figure 4: LEA Primary School in Agwan Kwaso Gwagwalada**



A picture of a school built out of Zinc with limited furniture and congested class room in another government school. Image downloaded from <https://www.nairaland.com/5180542/lea-primary-school-abuja-where>

The list of schools that have terrible infrastructure and uncondusive environment are enormous and this has deterred the provision of quality education. In September 2018, Anum Iho the previous administrator of States Universal Basic Education Board (SUBEB) in Benue State was condemned to 12 years' imprisonment for misappropriating the money allotted to educator's

training in the region. From the proof shown to the court, he was seen as blameworthy of criminal trick and theft of the amount of Ninety-One Million, Five Hundred Thousand (91,5000,0000) Naira allocated for educator's training and for accepting hush money of Fourteen Million, Nine Hundred Thousand (14,900,000) Naira from a constructor. A SUBEB official Donald Anageende was also sentenced to 7 years' imprisonment alongside with the former Chairman (Punch News, 2018). This is just an example of a rare case of the corrupt officials that get apprehended, others have gotten away with their misconduct.

Transparency International and Socio-Economic Rights and Accountability Project (SERAP) during the 2013 media launch of the Global Corruption Report on Education emphasized that corrupt practices have been identified in the Nigeria education sector and that the impact of corruption has a destructive effect on developing countries especially Africa, this has hindered the realization of the MDGs and endangered social and economic development. The Executive Director of SERAP Adetokunbo Mumuni additionally expressed that malfeasance has been in the elementary phase of education in Nigeria and it is discouraging that corruption was seen at the essential training level of Nigerian kids where massive funds amounting to billions of Naira has been embezzled and misappropriated (SERAP, 2013)

According to Punch News on September 28, 2020 the Chairman of Independent Corrupt Practices and Related Offences Commission (ICPC), Professor Bolaji Owasanoye during the second national summit on diminishing corruption in the public sector, disclosed that the agency discovered the payment

of N2.67 billion made to some federal colleges during the covid-19 lockdown when schools were closed for school feeding programme was diverted to private accounts. The chairman reported that the agency had commenced investigation into the issue. Misappropriation, mismanagement and diversion of funds is still a huge challenge that has undermine the effectiveness of finances disbursed into the education sector.

### 3.1.2. Trend of Budgetary Allocation to Education/ UBE

In an attempt to achieve Education for All, the first step for any country would be prioritizing free and compulsory basic education which is a fundamental human right that cannot be jeopardized. Yet the concept of what is free, what is a cost, what defines the cost and who is to bear the cost can easily be misunderstood. Education expenses are numerous; uniforms, school fees, books, instructional and writing materials could turn out to be onerous. Nonetheless, with ample political will and appropriation of funds, government and international organization can meet the demands of these schooling costs thereby making basic education free of charge for the child. Having looked into the main causes of insufficient fund, it is crucial to access the budgetary allocation to Education and UBE.

Approaching this issue of funding according to the National Policy on Education Act, 2014 which states that the government will bear the cost of education throughout the period of the first 10 years of schooling, it is pertinent to examine if the budgetary

allocation is sufficient enough to foster the implementation of free basic education policy. This thesis choose data that are available from 2009-2020 in analyzing the financial allocation trend.

First off, it is important to look at the government budgetary allocation to the Ministry of Education for the past twelve years because they are the first recipient of allocation before it is disbursed to other educational Ministries, Departments and Agencies (MDAs) which Universal Basic Education Commission (UBEC) is part of. The amount of allocation the Ministry of Education gets determines how the financial resources will be distributed among the MDAs.

**Table 3: Government’s Total Budgetary Allocation to the Federal Ministry of Education 2009-2020**

<b>Year</b>	<b>Total Budget in Trillion</b>	<b>Ministry of Education in Billion</b>	<b>% of Total Budget</b>
<b>2009</b>	2,670,000,000,000	224,677,000,000	8.41%
<b>2010</b>	4,079,654,724,257	249,086,254,059	6.11%
<b>2011</b>	4,484,736,648,992	356,495,828,145	7.95%
<b>2012</b>	4,648,849,156,932	342,727,781,936	7.37%
<b>2013</b>	4,924,604,000,000	427,515,707,889	8.68%
<b>2014</b>	4,695,190,000,000	495,283,130,268	10.55%
<b>2015</b>	4,493,363,957,158	483,183,784,654	10.75%
<b>2016</b>	6,060,677,358,227	480,278,214,688	7.92%
<b>2017</b>	7,441,175,486,758	398,686,819,418	5.36%
<b>2018</b>	9,120,334,988,225	605,795,857,907	6.64%
<b>2019</b>	8,826,636,578,915	634,557,159,877	7.19%
<b>2020</b>	10,509,654,033,053	479,568,158,460	4.56%

**Source:** Researcher’s computation using data from Budget Office of the Federation <https://budgetoffice.gov.ng/>

Table 3 above shows the amount allocated to the Ministry of Education as well as the percentage share of the total budget the Ministry gets. Firstly, it was noticed that the allocation to the Ministry has been fluctuating. An increase in the annual budget does not necessitate an increase in the budgetary allocation to the Ministry. One would think that probably as the annual budget increases, the expenditure on education would also increase but this is not true in this case. Even though an increase in the annual budget does not affect the Ministry's allocation, there could have been a consistent increase in the allocation the ministry gets over the years.

Secondly, it was also discovered that the federal government has not been able to meet up with the UNESCO recommendation of 15-20% budgetary allocation on education for developing countries. It was observed that the percentage for the year 2014 and 2015 are the closest to UNESCO's recommendation. The reason for this could probably be as a result of the upcoming election during those years, because there was no significant increase in the annual budget yet the Ministry had 10.55 and 10.75% for 2014 and 2015 respectively. In an attempt to solicit for the votes of the citizens, the government must have increased the Ministry of Education expenditure for 2014 and 2015 this is due to the outcry of education professionals on how the government is not investing and focusing on the education of its citizens. After the election in 2015, subsequent percentage of total budget began to decline despite an increase in the annual budget.

Thirdly, during the course of the research, there was an observation that there are other ministries that get high budgetary allocation such as Ministry of Defense, Ministry of Power Works and Housing, Ministry of Agriculture and others. We cannot say these ministries should be neglected or not apportioned an extensive allocation that can help them in carrying out their activities for the good of all but the government should endeavour to allocate financial resources in a more efficient way that will benefit the Ministry of Education more in an attempt to provide education for all.

Having assessed the budgetary allocation to the Ministry of Education, we need to consider how much is allotted to the Universal Basic Education Commission. Table 4 below gives a breakdown of the allocation.

**Table 4: Ministry of Education Budgetary Allocation to Universal Basic Education Commission 2009-2020**

<b>Year</b>	<b>Ministry of Education</b>	<b>Universal Basic Education</b>	<b>% of Budget Allocation</b>
<b>2009</b>	224,677,000,000	5,786,000,000	2.58%
<b>2010</b>	249,086,254,059	5,000,000,000	2.01%
<b>2011</b>	356,495,828,145	5,389,982,954	1.51%
<b>2012</b>	342,727,781,936	6,916,000,000	2.02%
<b>2013</b>	427,515,707,889	4,443,811,000	1.04%
<b>2014</b>	495,283,130,268	75,822,000,000	15.31%
<b>2015</b>	483,183,784,654	71,636,000,000	14.83%
<b>2016</b>	480,278,214,688	79,038,271,348	16.46%
<b>2017</b>	398,686,819,418	8,626,414,385	2.16%
<b>2018</b>	605,795,857,907	113,732,201,395	18.77%
<b>2019</b>	634,557,159,877	121,924,903,544	19.21%
<b>2020</b>	479,568,158,460	51,120,202,624	10.66%

**Data Source:** Researcher's computation using data from Budget Office of the Federation <https://budgetoffice.gov.ng/>

Usually, the budget of Universal Basic Education Commission (UBEC) is from the total budget of the Ministry of Education. Automatically the effect of high or low expenditure on the total education budget will affect disbursement to other MDAs. Although it was documented in the Compulsory Universal Basic Education Act, 2004 that the government will contribute a block grant of not less than 2% of its consolidated revenue fund as part of financing the UBEC but there is no data to reflect the adherence to that policy.

However, from the assessment of the data, it was discovered that an increase in the budgetary allocation to the Ministry of Education has a positive effect in the allocation to UBEC. This is true for year 2014, 2015, 2016, 2018 and 2019 where the UBEC had a percentage of 15.31%, 14.83%, 16.46%, 18.77% and 19.21% respectively. Year 2020 would have had a favourable allocation but the overall effect of the coronavirus pandemic made the federal government cut down the budgetary allocation to all MDAs.

observing the trend of government expenditure on education for the past twelve (12) years, the question now is can the government provide Free Universal Basic Education to all its citizens? The possibility of a free education at this stage is inconceivable but if strategies are put in place to focus on the vulnerable or less privileged children in the society, there would be a positive achievement in the nearest future.

### 3.1.3. Effects of Efficient UBE Funding on National Development in Nigeria

This thesis focus is not limited to just analyzing the government's funding on universal basic education but ensuring that these funding makes the implementation of free universal basic education effective in order to bring about reduction or eradication of out-of-school children. Ultimately these finances will eventually have a positive effect that can bring sustainable development in the long run. Education is a key tool to lifting people out of poverty, it changes the way people think because it enables people in poverty to increase their value and efficiency.

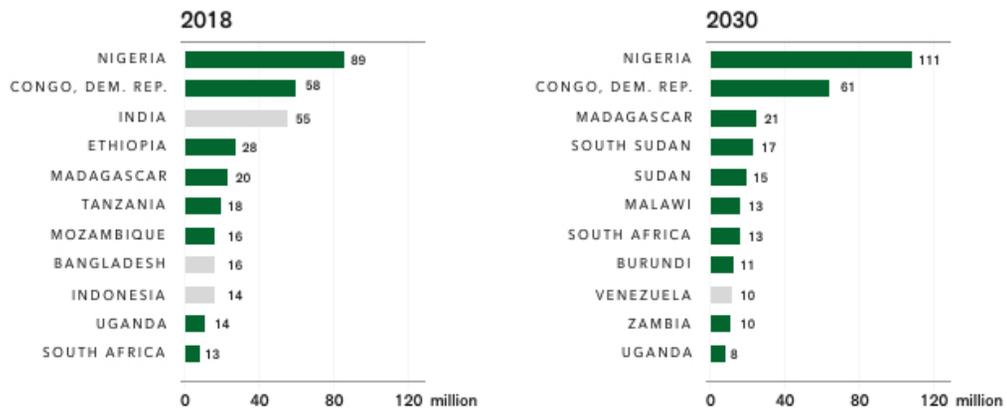
Funding of UBE should not be seen as an investment in education but rather as an investment in human capital, probably this is what the government need to be aware of before education can get the adequate recognition as a factor for development. The position of human resource composition in economic advancement alongside social improvement has for some time been perceived in the literature. People are the dynamic specialists who amass capital, exploits God given resources, fabricate political, economic and social associations and convey national development onward. Human resources are the wealth of the nation.

Consequently, any country that cannot build the knowledge and skills of its citizen and utilize it successfully for the development of the country's economy will be incompetent to create whatever else, no wonder Nigeria is still struggling in its developmental stage. Education either formal or informal adds to securing intelligence.

While informal or casual education commences at the family unit level, formal education on the other hand is such an investment in people which enables them to obtain abilities. Such abilities will empower individual to life a better life at least at the peripheral stage.

According to United Nations, if the world doesn't take measures to advance health and education by 2030, 167 million youngsters will live in outrageous destitution. If Nigeria does not rise to use education as one of its means to eradicate poverty, the number of children living in extreme poverty in the country by 2030 would be outrageous. Presently, Nigeria has been tagged the poverty capital of the world and the projection into 2030 is not favourable either. See figure 5 below.

**Figure 5: Number of People Living in Extreme Poverty below \$2 (Nigeria ranks highest)**



**Source:** World Data Lab Projections

**Note:** Rankings end 2018 and projection end 2030

While some of the countries featured in the above chart have on-going projects channeled towards poverty reduction, Sub-Saharan countries seems to be off-track in implementing measures to end extreme poverty. It is overwhelming that Nigeria still tops the chart among the nine (9) Sub-Saharan countries that resurfaced for 2030 poverty projection. It cannot be categorically stated that the Nigerian government have a blueprint on ground on how extreme poverty will be eradicated from the “Giant of Africa”.

During the Carita seminar on the United Nations Sustainable Development Goals and Post-2015 Development Agenda 2014, Norad Villa Kulid who is the Director General of Carita disclosed that the lowest income earners in any society are the marginalized families. These families have reduced life span, occurrence of higher medical conditions which include increase in number of maternal deaths and they are also more malnourished than the remainder of the populace.

In spite of these struggles, parents in the poverty-stricken region of the world often wish to invest in the education of their children and this is their main priority when asked what is generally essential to them. The government of these societies which Nigeria is part of will do well to provide schools and quality education that respond to the expectation of these parents. It is with this note this thesis is positive that investment in human capital would be a good start to eradicating poverty in Nigeria in order to reverse the projection of the country being the world poverty capital in 2030.

### 3.1.4. The Implementation of UBE for Effective Social/National development

In spite of policies documented on Universal Basic Education, the implementation has been partial since its establishment. The social class of the Nigerian population, their cultural beliefs and religious beliefs together with gender inequality are some of the underlining issues that have affected the full implementation of the Compulsory Universal Basic Education across the nation. This thesis will therefore analyze some of the ways these factors have impeded the full implementation of the UBE programme.

#### 1. Social Class

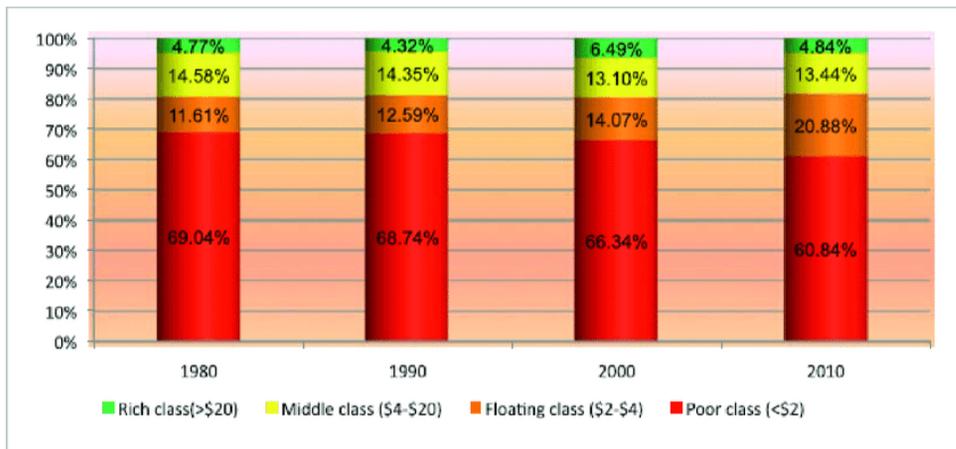
In as much as people have always longed for an egalitarian society where all individuals are equal, such a society has never existed because all human societies from the least complex to the most complex have some form of social imbalance. Most especially power and influence are unequally dispersed among people, social gatherings and in numerous social orders, there are also additional contrasts in the level of wealth, capability and profession of a given societal class (T. Ajayi, 2013). Society class is an exceptional element of each human culture.

Although there is no legal definition of what social classes are in Nigeria but education, wealth (influence and power) and occupation are the three most prominent factors that determine a particular social class or the group an individual belongs. In the Nigerian context, this thesis will identify the generally

acceptable social classification, that is; the upper class (the elites who have wealth, power and influence), the middle class and the lower class. The upper class sometimes in Nigeria might not necessarily be those of a higher educational background but as a virtue of their work, influence and power they enjoy the luxuries of life which is being envied or wished for by others.

The middle class are those who mostly have the educational qualifications even up to the doctorate degree level but do not have power or influence unlike the elites, this category of people can afford the basic life necessities like education, shelter, food and health care and they may even own a property but the lower class are those that cannot afford the basic live necessities, they are less privileged, marginalized and live below the poverty line of \$2 per day.

**Figure 6: Distribution of the African Population by classes**



**Source:** (African Development Bank, 2011) The Middle of the Pyramid: Dynamics of the Middle Class in Africa

**Note:** The middle class in this research is characterized by both middle class and floating class from the chart i.e \$2-\$20 per day.

In as much as the figure above depicts the social class distribution in the entire African context, it is a graphical representation of how the upper class, middle class and lower class are distributed in Nigeria; where the upper class are the very few minorities in the society, the middle class are just few percentages lesser than the lower class who are usually of the highest percentage among the three social class.

While the upper class and the middle class can afford the cost of education for themselves and their children either by schooling abroad or in a private school in the country, the lower class are left to live off the wealth and privileges they can acquire from others especially in a society where the government is oppressing the poor.

The upper and the middle class are not affected in any way by the policies or implementation of the free compulsory Universal Basic Education but the lower class who depend on the state and federal facilities are. Without the government bearing it in mind that these policies are targeted towards a particular category of people in the society, its actualization will be undermined.

## **2. Cultural Beliefs**

Culturally, Nigeria is a multi-faceted nation that have in excess Five Hundred (500) languages, over One Thousand One Hundred and Fifty (1150) dialects and more than Two Hundred and Fifty (250) ethnic groups. Each

ethnicity is defined by their norms, beliefs, values and customs which affect their way of life. Culture can be seen as an arrangement of prescriptions and forbiddances on what is achievable by individuals of that society. Cultural tendencies sway the manner in which children participate in education.

An example is the cultural belief that girls should not be trained in school because it is a waste of time and money since every girl will eventually be married into another family where her role as a woman ends in the kitchen in her husband's house. The importance that some cultures place on a male child rather than a female child is also a hindering factor. Female children are seen as not capable of carrying on the family name and any investment on them would be wasted. Girls in this category are usually encouraged to learn trade while the male enjoy formal education. Although this perception seems to be changing gradually but it is still practiced in some cultures in Nigeria.

Another example is the Hausa-Fulani tribe in Northern Nigeria. These are nomadic herders that do not have a fixed habitation. They are always on the move searching for greener pastures for their flocks. While the boys are initiated into herding lifestyle, their female counterpart milk the cows to produce dairy products. This culture of moving around has been passed on from generation to generation and any attempt to change this way of life always prove abortive. The government had introduced a mobile learning platform in the past but it was soon abandoned and has never been reestablished.

Additionally, the culture of child marriage is common in the North West and North East Nigeria where parents see absolutely nothing wrong in marrying off their daughters to older men. Girls as young as 9 years are married off and this absurd culture is justified by their mothers who say they had the same experience too. An estimation of 44% of girls in Nigeria are involved in child marriage (marriage before 18 years of age). Except all these cultural anomalies are dealt with from the grass root, the implementation of UBE will be extremely difficult.

### **3. Religious Beliefs**

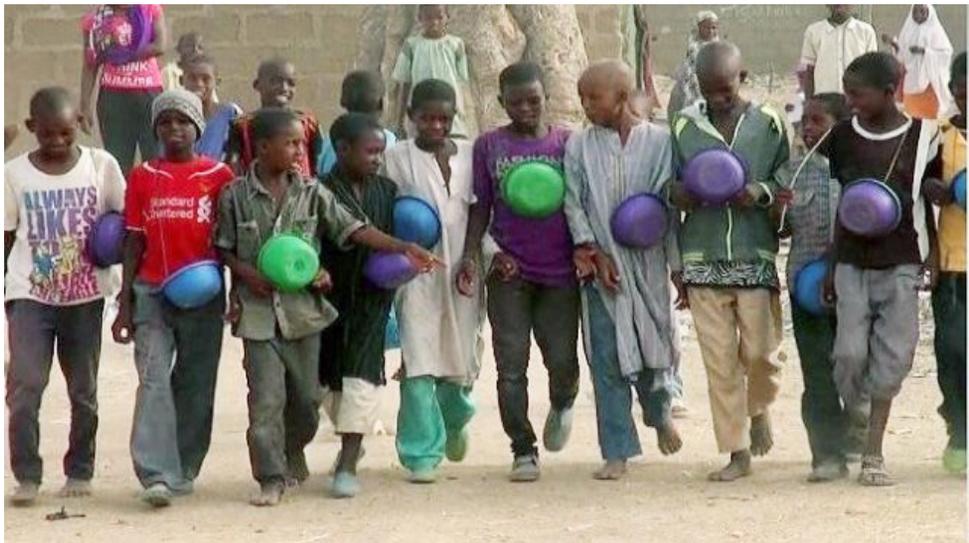
The history of western education in Nigeria as discussed earlier in this research was as a result of the advent of Christian missionaries who came into Nigeria for the purpose of evangelizing Christ and while the western and Eastern part of the country accepted the new development, western education was met with suspicion in Northern Nigeria who are predominantly Muslims, they perceived western education as a force to fight against, considering it a threat to their religious belief.

Their perception of the whole idea behind the western education has created a wide gap that is yet to be filled in the country since the most educated are from Southern Nigeria (predominantly Christians) and the least educated in the society are from Northern Nigeria (mostly Muslims) (Akanbi, 2017). Their rejection of formal education based on their religious belief birthed the Almajiris.

The Hausa phrase “**Almajiri**” is gotten from the Arabic word "المهاجر" "al-Muhajirun," which mean a person who left his abode seeking Islamic philosophy.

Under the Almajiri System, parents send their male children mostly 4-12 years to faraway places to acquire Qur’anic education which does not include formal reading or writing (UNICEF, 2020). Unfortunately, their teachers popularly known as ‘mallam’ turn these children to beggars loitering the streets. See the picture below.

**Figure 7: Almajiri Children Begging for Alms**



**Source:** (Premium Times, 2018) Northern Nigeria and the Falsehood of Educational ‘Disadvantage’

According to UNICEF, the Almajiri children have been estimated to be about 10 million or 81% of 10.5 million out of school children in Nigeria. The Almajiri menace has overwhelm Northern Nigeria causing education backwardness. There is no gainsaying that the current insurgency in the North caused by Boko Haram was not as a result of this Almajiri system. Consequently, the North has become the most underdeveloped and unsecured part of Nigeria.

The former administration led by Goodluck Jonathan identified these problems and launched the building of 400 Almajiri schools in April 2012. By the end of his administration, he had succeeded in establishing 165 Almajiri schools that were operational across the country. Unfortunately, the present administration has abandoned the policy of completing the 400 Almajiri schools and most of these schools have also been abandoned and the children have returned to their destitute lifestyle. Hence, religion can and has affected the achievement of universal education in Nigeria.

#### **4. Gender Inequality**

Discrepancies between male and female access to school, rate of school completion and limited access to education have plagued most girls in Nigeria. Some of the causes of this gender inequality in relation to female participation in education has been discussed earlier when analyzing the effect of religion and cultural beliefs on education. Culture and religious beliefs of how female are inferior to their male counterpart and early child marriage are potent factors hindering girls from acquiring formal education.

Similarly, the Boko Haram insurgency in Northern Nigeria that led to the abduction of more than 200 girls in Chibok Borno State has negatively affect enrollment of girls of school age in that region, while the battle with child marriage is still ongoing, insecurity issues across the country has deprived girls the opportunity to acquire literacy skills. Poverty and the cost of schooling also can make parents face the decision of choosing the opportunity cost between training a male or a female child in school and if faced with that decision, the male child will have a better privilege. These are the major hindrance to gender equity at the basic education level.

**Table 5: Household Head’s Education Level**

<b>Urban Nigeria</b>	<b>Male</b>	<b>Female</b>
Primary Education	19.35	19.16
Secondary Education	11.2	12.97
Post-Secondary Education	3.42	8.86
<b>Rural Nigeria</b>	<b>Male</b>	<b>Female</b>
Primary Education	50.33	32.74
Secondary Education	35.87	18.96
Post-Secondary Education	31.2	10.15

**Source:** Researcher’s Computation using data from Nation Bureau of Statistics (2019)

The table shown above is the educational qualification of household heads in Urban and rural Nigeria. Generally, men are more educated at the

primary, secondary and post-secondary level than women, this gap shows the gender inequality in literacy level. While there is a little difference between the male and female education participation in the urban area, the rural area is still lagging behind. The effect of female participation in education cannot be overemphasized as educating girls leads to both social and economic development in a nation.

The question now is how can the government provide basic education so that all these factors highlighted will not prevent the full implementation of basic education? Firstly, the government needs to be aware who the policy of compulsory basic education is directed to, is it to the elites, the middle class or the lower class in the society? The realization of the people that are really impoverished and vulnerable will make the policy more effective.

Secondly, unless the issue of cultural beliefs and religion are addressed from the grass root, it will always be a stumbling block to realizing education for all. Formal school does not interfere with religion, Northern children of school age can attend formal school in the morning and Qur'anic school in the evening. The aim is making sure they can read and write in English which is the official language of the country. Nigeria is too diversified not to have its population communicate in its official language "English".

Thirdly, the issues of insurgencies that has displaced millions of children should be handled rigidly and while this is ongoing, schools should be provided at the Internally Displaced People's (IDP) camp so that children can catch up on schooling activities

rather than abandoning them to roam the streets. Lastly, the government cannot continue to make policies that won't be implemented. The implementation phase should be given top priority; policies should always be revised in order to accommodate what is attainable.

### 3.2. Findings

This chapter has elaborated the various reasons why the Nigerian government has not been able to adequately finance Basic Education and other issues that have affected the achievement of Universal Basic Education in Nigeria. This thesis proposition is that government needs to recognize education as the most important factor that can help Nigeria to achieve national development and the policy of UBE needs to be fully implemented by providing adequate funding at the federal government level and except properly financed, it will be impossible to attain Universal Basic Education in the country. After the analysis and discussion, it was discovered that;

1. At the federal level, lack of priority on education has been one of the major reasons why UBE is not properly funded. The government has never in any of its development plan consider the inclusion of education for all as a strategy for growth. They have always focused on other infrastructure and generation of income rather than invest in human capital.
2. The revenue generation in Nigeria is insufficient to adequately cater for budgetary allocations to Ministries, Departments and Agencies (MDAs). Just as specified earlier, oil and crude oil related goods remains the highest source of

revenue generation since oil was discovered in Nigeria in the 1970s. Cocoa, limestone, natural gas and others natural resources that could have been explored to provide adequate revenue sources are being undermined.

3. Corruption in form of misappropriation and embezzlement are major threats to the little funds available. Government official have and are still misappropriating government funds and most of them are usually not apprehended. Funds allocated to capital projects for schools are often mismanaged and diverted to either the official's private account or to a totally different project other than what it was meant for.
4. Disparity between the upper class and lower class in Nigeria is huge and the number of people living in extreme poverty has made it very difficult for the school attendance rate to increase. There is no way people living below \$2 per day will be able to access education and except education is indeed free, there will be no improvement.
5. Cultural and religious beliefs have hindered the importance of education in the society especially in Northern Nigeria and this is also linked to gender inequality in school attendance rate. This issue is predominantly with the Muslims in Northern Nigeria who feel Arabic or Quranic education is the best and supersedes any western education children can acquire.

These findings are interlinked and none can be isolated in addressing the full implementation of Universal Basic Education in Nigeria in order to achieve education for all and increase the literacy level in the country.

## CHAPTER FOUR

### 4. CONCLUSION AND RECOMMENDATIONS

#### 4.1. Conclusion

Education for all is the first step to realizing development in any given society. Nigeria has been tagged the poverty capital of the world and also one of the countries with the highest number of out-of-school children in the world. It was impossible to achieve Millennium Development Goals (MDGs) item two; achieving universal primary education which was established by the United Nations for year 2000-2015. Five years into the Sustainable Development Goals (SDGs) the road to quality education looks even bleaker.

It has already been projected that Nigeria would still remain the poverty capital of the world by 2030 if stringent actions are not taken. The consciousness of the government towards realizing that no developed country in the world neglected human capital development is imperative for the success of Universal Basic Education in Nigeria. As this has been in the forefront of every other challenge UBE faced and is currently facing in Nigeria. There is a strong relationship between education and eradication of poverty hence, education cannot be underestimated.

Findings from the research showed that the federal government has not given preference to education as this has reflected in its insufficient budgetary allocation over

the years. Corruption has plagued every corner of the Nigerian economy and this has made even the little fund available to be misappropriated, embezzled and reallocated into other irrelevant projects or for personal use by personnel who are supposed to be held accountable for transparency and accountability. Consequently, other factors like cultural and religious beliefs, inequality in the society and gender inequality have contributed negatively to the attainment of Universal Basic Education in Nigeria.

This research focused on the financing of basic education in Nigeria alongside other factors that have hindered the implementation of the Universal Basic Education policy but notwithstanding, there were some limitations encountered while carrying out the study. The limited time did not afford the researcher enough room for extensive research. The unavailability of relevant data from Nigeria data base was one of the challenges encountered while carrying out this research. It was difficult to get figures of number of children in school, boys and girls attendance rate and number of out of school children in the country.

## 4.2. Recommendations

After the analysis and discoveries, the researcher therefore recommends that;

1. Essentially before proper funding of UBE can take effect, the government needs to realize the importance of prioritizing education above all other factors of development. There has been lack of commitment to ensuring human capital development in Nigeria.

Government has over the years weaponized illiteracy for their political ambition and this is detrimental to our democracy as well as national development. Therefore, government should give preference to education as a prerequisite for development. Focus on education should consistently be in the country's development plan until everyone is literate.

2. Having realized the importance of education, adequate finance should be provided by;
  - a) Diversification of the economy to reduce heavy reliance on crude oil and crude related goods. For the effective funding of UBE, there is an urgent need to diversify the economy because every fall in crude oil from the international market usually affect government revenue which in turn influences budgetary allocation. Diversification of the economy to have streams of revenue can help to tackle this challenge of insufficient revenue.
  - b) The government should consider Public Private Partnership. More funding can be achieved through public-private partnership initiative in financing basic education, this would be beneficial to the most vulnerable in the society. Collaboration between government (federal, State and local) and private sector (NGOs, international organization and private individuals) can be a channel through which schools can be built, uniforms can be provided,

learning tools can be purchased as well as other equipment that would make learning conducive for children. This partnership can be sustained till the government can solely finance the UBE without any assistance.

3. Accountability and transparency is crucial to the management of funds disbursed to schools through State Universal Basic Education Board (SUBEB). This is also a necessity for the implementation of the UBE policy. Every stakeholder involved in UBE should be held accountable for the management of funds and if at all there are defaulters and there are cases of embezzlement or misappropriation of funds, adequate punishment should be served to perpetrators.
4. Parents should take full responsibility to ensure the enrollment, participation and attendance of their ward in school and any parent that refuses to enroll his or her child should be sanctioned especially in the Northern region of the country where there are millions of out-of-school children particularly the Almajiris roaming the streets. There was a policy to this effect in the past in an attempt to curb the number of out-of-school children but it has since been abandoned.
5. The government needs to stop making unrealistic policies. Policies can be reviewed, amended, and should be flexible in adaptation to the needs of the members of the society. There are several issues with the National Policy on Education in Nigeria which needs to be fixed before proper

implementation of those policies can be actualized. There should be a monitoring team that would go round the federation to ensure strict compliance to the set policies as well as feedbacks for things to be in the right perspective.

6. Apart from the recorded case of free education scheme in the 1980s in Western Nigeria, there has not been any successful documented case of the Universal Basic Education since its establishment in any region of the country. Hence, for the successful implementation of the UBE programme, all tiers of government (federal, state and local) must work together by ensuring there is at least one standard fully equipped school in each local government of the country for easy access to school. The number of schools available should be in proportion to the number of population of each local government to avoid schools being overcrowded.
7. Continuity in governance is a culture that should and must be adopted by every political party. The development of the nation is more crucial than differences that might be among politicians and their various parties. Projects have often been abandoned if pioneered by opposition party. An example is the building of schools for the Almajiris that was abandoned by the present administration. Efforts should be made to complete projects and continue policies that can help national development of the country.

## REFERENCES

- Action Aid. (2003). *Global Education Review*. London, International Education Unit, Action Aid.
- Adam, A. A. (2018). An Overview of Approaches to the Study of Public Policy. *International Journal of Political Science*, 4(1). doi:10.20431/2454-9452.0401002
- Adebola, O. J. (2007). Perceived Impact Of Universal Basic Education On National Development In Nigeria. *International Journal of African & African American Studies Vol. VI, No. 1, .*
- Aderoju, B. R. (2017). An Empirical Analysis of Oil Revenue, Non-Oil Revenue and Economic Development in Nigeria. *Research on Humanities and Social Sciences ISSN 2224-5766 (Paper) ISSN 2225-0484 (Online) Vol.7 No.24 2017*
- Afolayan, F. O. (2014). A Holistic Review of Public Funding of Primary Education in Nigeria. *IOSR Journal of Research & Method in Education (IOSR-JRME) e-ISSN: 2320–7388,p-ISSN: 2320–737X Volume 4, Issue 6 Ver. III (Nov - Dec. 2014), PP 68-74*
- African Development Bank. (2011). *The Middle of the Pyramid: Dynamics of the Middle Class in Africa*. Retrieved from [https://www.afdb.org/sites/default/files/documents/publications/the\\_middle\\_of\\_the\\_pyramid\\_the\\_middle\\_of\\_the\\_pyramid.pdf](https://www.afdb.org/sites/default/files/documents/publications/the_middle_of_the_pyramid_the_middle_of_the_pyramid.pdf) accessed 10/10/2020

- Aja, S. N., Egwu, S. O., Aja-Okorie U, Ani T, Amuta N. C., & (2017). Universal basic education (UBE) policy implementation challenges: The dilemma of junior secondary schools administrators in Nigeria *International Journal of Educational Administration and Policy Studies* doi:10.5897/IJEAPS2017.0511
- Ajayi, A. S. (1984). The Development of Free Primary Education Scheme in Western Nigeria, 1952-1966: An Historical Analysis.
- Ajayi, T. (2013). Language, Social Class and Education in Nigeria: The Bridge Hypothesis.
- Akanbi, G. O. (2012). Political dispensation and its effects on the early childhood and primary education in Nigeria. . *Journal of Sociological Research*, 3(1), 357-375. (A journal of Macrothink Institute Inc. <http://www.macrothink.org/jsr>).
- Akanbi, G. O. (2017). Changing bodies, degenerating output: phases of Basic Education in Nigeria from 1914 to 2014. *Education History Notebooks*, 16(1) 180-195. (A Publication of the Federal University of Uberlandia, Brazil. <http://www.seer.ufu.br/index.php/che/>)
- Amuchie, A. A., Asotibe, N. P., & Audu, C. T. (2015). An Appraisal of the Universal Basic Education in Nigeria. *Journal of Poverty, Investment and Development*, ISSN 2422-846X An International Peer-reviewed Journal Vol.8, 2015.

- Anaduaka, S. U., & Okafor, F. C. (2013). The Universal Basic Education (UBE) Programme in Nigeria: Problems and Prospects *Basic Research Journal of Education Research and Review*
- CBN. (2019). Statistical Bulletin: Public Finance Statistics. Retrieved from <https://www.cbn.gov.ng/documents/annualreports.asp> accessed 18/09/2020
- Danuvras, S. (2013). An Analysis of the Determinants of Education Expenditure in Thailand.
- Easton, D. (1965). A Systems Analysis of Political Life. *New York: John Wiley & Sons.*
- Ejere, E. I. (2011). An Examination of Critical Problems Associated with the Implementation of the Universal Basic Education (UBE) Programme in Nigeria.
- National Bureau of Statistics. (2019). Poverty and Inequality in Nigeria: Executive Summary.
- National Primary Education Commission. (1999). Nigeria : Consultations for Improved Primary Education.
- NPE. (2014). National Policy on Education. Published by Nigerian Education Research and Development Council (NERDC).
- OECD. (2020). The impact of Coronavirus (Covid-19) and the global oil price shock on the fiscal position of oil-exporting developing countries. Retrieved from <https://www.oecd.org/coronavirus/policy-responses/the-impact-of-coronavirus-covid-19-and-the-global-oil-price-shock-on-the-fiscal-position-of-oil-exporting-developing-countries-8bafbd95/> accessed 05/11/2020

- Ojo, O. A. (2015). Examining Universal Basic Education System in Nigeria. *International Journal of Education and Evaluation ISSN 2489-0073 Vol. 1 No.8, 2015* [www.iiardpub.org](http://www.iiardpub.org).
- Okwori, J., & Abubakar, S. (2016). Revenue Sources and Economic Growth in Nigeria: An Appraisal *Journal of Economics and Sustainable Development ISSN 2222-1700 (Paper) ISSN 2222-2855 (Online) Vol.7, No.8, 2016*
- Omojimito, B. U. (2010). Education and Economic Growth in Nigeria: A Granger Causality Analysis *An International Multi-Disciplinary Journal, Ethiopia*
- Omotor, D. G. (2004). An Analysis of Federal Government Expenditure in the Education Sector of Nigeria: Implications for National Development.
- Ozturk, I. (2008). The Role of Education in Economic Development: A Theoretical Perspective. *SSRN Electronic Journal*. doi:10.2139/ssrn.1137541
- Pareto, V. (1935). *The Mind and Society Volume IV, New York, Harcourt Brace Company*
- Premium Times. (2017). Fact Check: Did UNESCO Ever Recommend 26 per cent Budgetary Allocation to Education? Retrieved from <https://www.premiumtimesng.com/news/headlines/251927-fact-check-unesco-ever-recommend-26-per-cent-budgetary-allocation-education.html> accessed 29/6/2020
- Premium Times. (2018). Northern Nigeria and the Falsehood of Educational ‘Disadvantage’. Retrieved from

<https://opinion.premiumtimesng.com/2018/10/18/northern-nigeria-is-not-educationally-disadvantaged-by-majeed-dahiru/> accessed 5/10/2020

Punch News. (2018). Benue SUBEB Ex-boss Jailed for 12 Years for Embezzlement. Retrieved from <https://punchng.com/benue-subeb-ex-boss-jailed-12-years-for-embezzlement/> accessed 3/11/2020

Rowley, C. K. (1991). Gordon Tullock: Entrepreneur of public choice.

Samuel, G. O. (2018). How Corruption is Affecting Basic Education in Nigeria. International Anti-Corruption Conference News. Retrieved from <https://iaccseries.org/blog/how-corruption-is-affecting-basic-education-in-nigeria/#> accessed 11/1/2020

SERAP. (2013). Socio-Economic Rights and Accountability Project.

UBE Act. (2004). Compulsory Free Universal Basic Education Act.

UNICEF. (2017). Education in Nigeria. Retrieved from <https://www.unicef.org/nigeria/education> accessed 18/3/2020

UNICEF. (2020). Children Adjust to Life Outside Nigeria's Almajiri System. Retrieved from <https://www.unicef.org/nigeria/stories/children-adjust-life-outside-nigerias-almajiri-system> accessed 16/10/2020

## 국문 초록

교육은 개발을 위한 기본적인 요소입니다. 인적 자본에 대한 충분한 투자 없이는 지속 가능한 발전을 이룰 수 없습니다. 나이지리아 정부는 개발 계획을 시작할 때부터 성장 전략의 일환으로 교육을 우선순위에 두지 않았습니다. 교육의 부재는 국가의 빈곤, 경제 및 사회 발전 수준에 영향을 미쳤습니다. 양질의 기본 교육을 위한 투자는 어린이와 청소년에게 일상 생활 문제에 직면하고 경제적 및 평생 학습 기회를 활용하는 데 필요한 지식과 기술을 제공할 것입니다. 본 논문은 국가 발전을 위한 전략으로서 보편적 기본 교육의 필요성을 다루기 위해 질적 및 분석적 접근 방식을 채택하여 지난 12 년간의 정부의 교육에 대한 지출을 탐구함으로써 개발에 대한 의미 뿐 만 아니라 기본 교육에 대한 적절한 자금 지원을 방해하는 도구를 조사하였다. 이 연구는 정부의 우선 순위 부족, 불충분한 수익 창출, 부패, 문화 및 종교적 신념이 나이지리아에서 UBE 가 성공적으로 운영되는 데 영향을 미치는 요인임을 밝혀 냈습니다. 이 연구는 다음과 같은 사항을 권장합니다. 정부는 개발을 위한 기본 도구로서 교육을 우선시해야 하며 민관 파트너십은 국가 발전을 이룩하기 위해 UBE 에 대한 충분한 자금을 창출하는 좋은 방법이 될 것입니다.

주제어: 나이지리아, 보편적 기초 교육, 국가 개발