

## **Planning: The Key to Institution Building in Nigeria Analysis of Universal Basic Education Delivery**

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### **Abstract**

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Planning is one of the fundamental functions of management at the same time institution success depend on the proper planning and implementation of government policy and programme, since the launching of universal basic education in Nigeria there are a lot of outcries that the data for planning is not being utilized, as a result it create problems such as inadequate finance, poor management of the institution and lack of commitment of government to the achievement of aims and objectives of the UBE in Nigeria. The paper relied on interviews conducted with the stakeholders as well as newspapers, journals and annual reports of the organization in focus. Atlas ti 7 was used to analyse the data. The findings reveals poor data generation, poor coordination, lack of utilization of the data for planning and the paper recommends improve in data collection, commitment of government, effective coordination and making used of the data.

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**Keywords:** Planning, Institution & Education

### **1.0: Introduction**

Information processing by the actors as a result of the costliness of transacting underlies the formation of institution. Planning is very important in institution building. The success or failure of organization depends on proper planning and adequacy of data for planning.

Since the launching of Universal Basic Education Commission there are a lot of out cries from analyst and enlighten general public on the achievement of education for all by the year 2015 as well as vision 2020 due to poor data generation and poor coordination.

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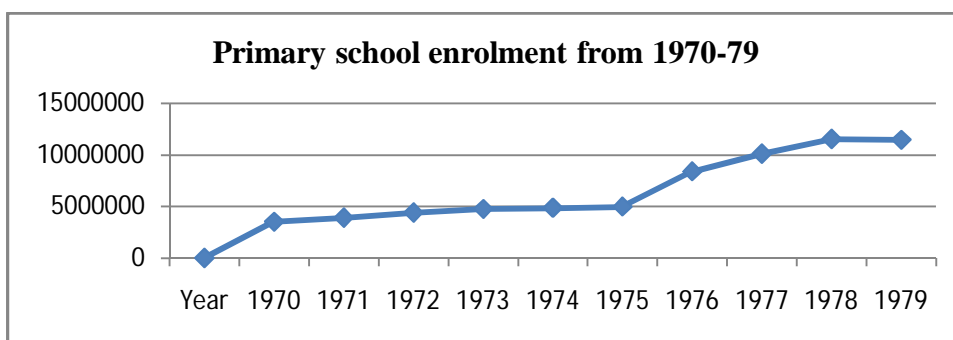
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In 2004, the Nigerian National Planning Commission described the country's education system as 'dysfunctional', due to decaying institutions and ill-prepared graduates. The administration of primary education in Nigeria started during the period of the missionaries, specifically the Roman Catholics, Anglican, etc. Missionaries were the first to introduce western education, but their activities were restricted to major cities of Lagos and Calabar. It took about a century after the initiation of education in the Southern part of Nigeria for it to be brought up to the Northern part of the country.

The coming of colonialism also provided an avenue for Christian missionaries to continue spreading the gospel in collaboration with the colonial masters. The first area of conquest by the colonial masters was Lagos in 1851; Eastern Nigeria became a colonial territory in 1892 and the final conquest of Nigeria was in 1903 when northern Nigeria was brought into submission (Owoyele & Kareem, 2011; Adeyemi, 2011).

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

**Figure 1.0: Primary School Enrolment in Nigeria from 1970-1979**



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

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

**Table 1.0: Expenditure on Education by Federal and Regional Governments in Nigeria 1963 (£)**

<b>EXPENDITURE</b>	<b>FEDERAL</b>	<b>NORTH</b>	<b>WEST</b>	<b>EAST</b>
Recurrent expenditure	5,031	4,699	7,122	6,515
Capital expenditure	2,287	1,331	189	179

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

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

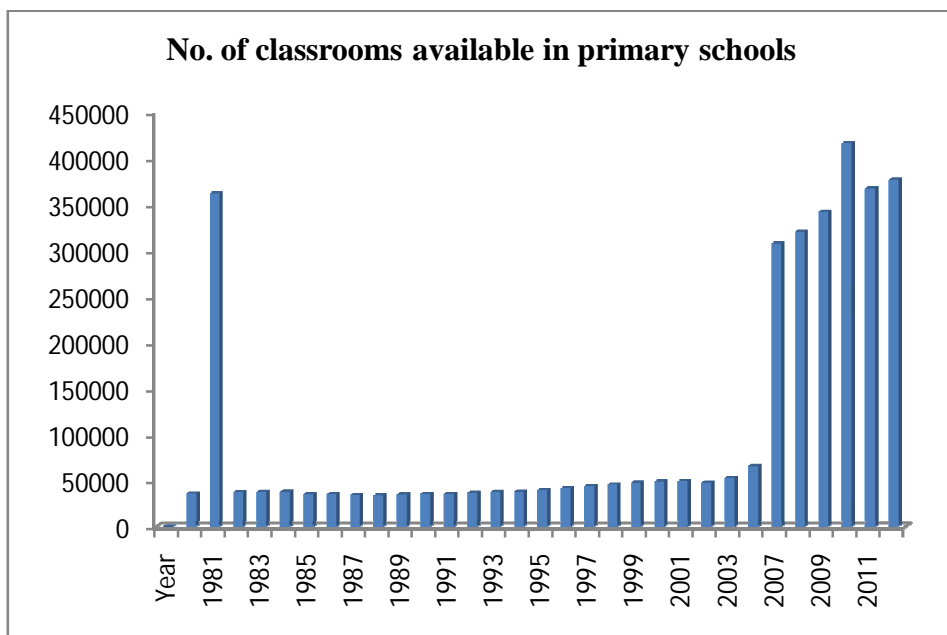
**2.0 Administration of Basic Education in Nigeria**

The importance of education in socio economic development of the nation cannot be over emphasized. Nigeria like many African nations is facing a lot of social, economic and political crises.

In education, the reforms derives from the commitment to the implementation of international treaties such as Education For All (EFA), the Millennium Development Goals Strategies as well as the National Economic Empowerment and Development Strategies (NEEDS). At the UN millennium submit in 2000, the world leaders committed themselves to MDG which aim at eradication of hunger and poverty, reducing infant mortality, improving maternal health, achieving universal primary education, promoting gender and equality, combating infectious diseases, ensuring environmental sustainability and global partnership for development(OECD,2007).

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

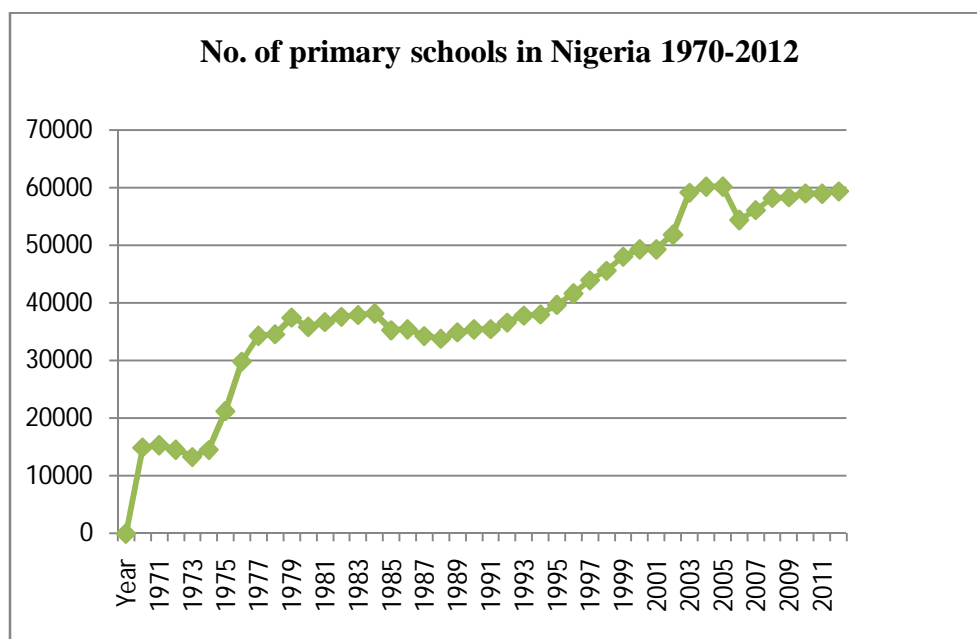
**Figure 2.1: Number of Class Rooms in the Primary Schools from 1980-2012 in Nigeria**



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

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

**Figure 2.2: Number of Primary Schools in Nigeria 1970-2012**

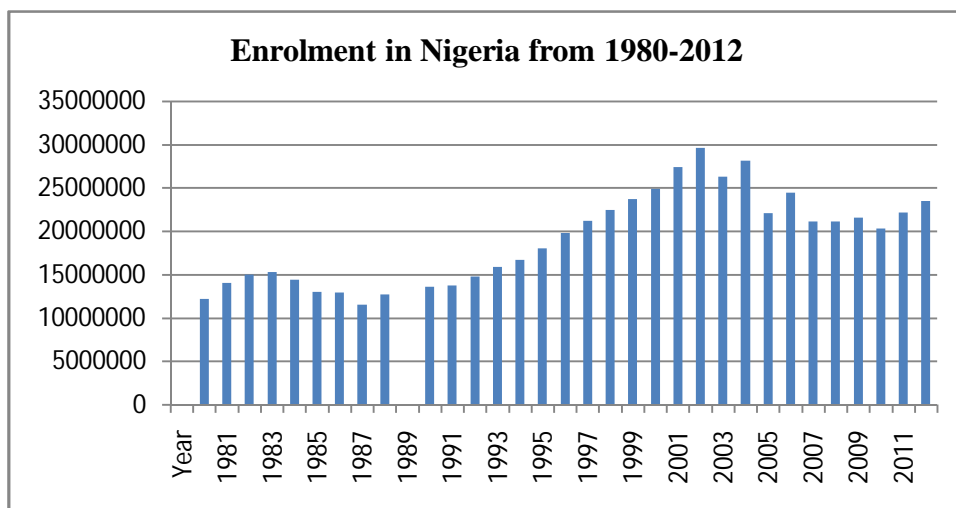


Source: Adenuyi and Out, 2006; FME, 2004; National bureau of statistic, 2009; UBE, 2012

The Figure above shows that there is drastic increase in the number of schools from 14,902 in 1970 to 15,324 in 1971 to 14,902 in 1981 to 60,188 in 2004 and decreased to 59,382 in 2012.

In 1988, the National Primary Education Commission (NPEC) was established under Decree 31 of the Federal Republic of Nigeria, to manage the affairs of primary education. It was later scrapped by the Federal Government under the provision of Decrees 2 and 3 of 1991, which vested full responsibility of the administration of primary education within the jurisdiction of the local government. With the decree No. 96 of 25<sup>th</sup> August 1993, the NPEC was re-established as the State Primary Education Board (SPEB) and Local Government Education Authority (LGEA) and they were once again in control of primary education in Nigeria. The LGEA was assigned the day-to-day administration of primary schools in its area of jurisdiction while the SPEB was charged with administration of primary schools in the state. The local government councils appointed Education Secretaries who then reported directly to the SPEBs; these arrangements have resulted in general conflicting pressures on the Education Secretaries due to the different roles played by the SPEBs and the Local Government Councils (LGC's).

There are also areas of overlap in the functions of different levels of management, which had to be addressed. The NPEC was the overseer of the SPEB of all the states of the Federation, but, the Federal Government supervised this commission. This arrangement shows that the management of primary education is no more a government affair; it involves all tiers of government (Usman, 2005). According to the provision of this decree, the NPEC receives the National Primary Education Fund as established by this decree from the Primary Education Board of each state and the Federal Capital Government Sponsored Special Primary Education Projects in accordance with the formula prescribed in this decree. This has been the condition of primary education funding and administration since 1993 to the time when the newly democratic government came into power on May 29, 1999 (Onwioduokit & Tule, 2003).

**Figure 2.3: Primary School Enrolment in Nigeria from 1980-2012**

Source: Adeniyi and Out, 2006; FME, 2004; National Bureau of Statistic, 2009; UBE, 2012

The Figure above shows enrolment in secondary schools in Nigeria in 1980 to 2012; enrolment was 12,206,291 in 1980; it further increased to 29,575,790 in 2002 and decreased to 23,476,939 in 2012.

The expenditure of government on education has not been stable since the introduction of SAP in the 1980s, and this has been compounded by the economic recession which affected the budgetary allocation to education. Some of the factors that affect education development in Nigeria include:-

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

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

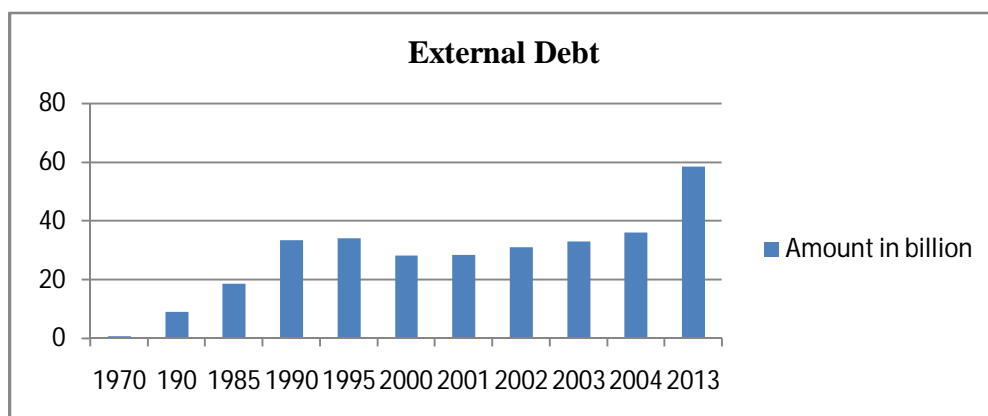
**2.0 Table: Federal Government Expenditure on Education in Nigeria from 1996-2002 %**

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

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

In 1970, Nigeria experienced oil boom but it lasted for only a decade. By 1980, there was oil crisis as a result of deficit financing and devaluation of the value of the Naira, and galloping inflation characterised the economy. This made the administration of primary education to be transferred from one tier of government to another. This decentralisation created many problems for primary education; states introduced fees and some states were able to sustain the standard of education while education collapsed in some other states (Ostrom, 1997; Amaghionyeodiwe et al., 2006). The effect of the SAP was such that it pays emphasis to infrastructure and loan servicing rather than spending on social capital (Garth et al., 2003).

**Figure: 2.4: Nigeria's External Debts**



Source: (Iwela 2013, Garth, et al., 2003)



The Figure above shows Nigerian debt in US Dollars from 0.57 in 1970 to 8.90 in 1980, which further increased to 18.5 in 1985 to 35.9 in 2004 and 58.04 in 2013.

However, when the country returned to civilian rule in 1999, in its effort to further revitalise primary schools, the Federal Government launched UBE which was aimed, among other things, to standardise primary education and make it accessible to all. But since the launching of the programme, there have been many problems facing the scheme which hindered speedy development of primary schools. The UBE Programme is a nine year basic educational programme, which was launched and executed by the government and people of the Federal Republic of Nigeria to eradicate illiteracy, ignorance and poverty as well as stimulate and accelerate national development, political consciousness and national integration. Former President, Olusegun Obasanjo, flagged off the UBE on 30<sup>th</sup> September 1999 in Sokoto, SokotoState. The UBE Programme is Nigeria's strategy for the achievement of EFA by 2015 and the education-related MDGs by 2020(Sabella, 2012).

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

The responsibilities for management of primary education involve the Federal, States and Local governments. The Federal Government's role is to ensure quality control and maintenance of uniform standards and general coordination of the programme; the state governments have constitutional and legislative responsibility to manage the UBEB and get 2 % of the federal consolidated revenue as grant in support of the UBE. The functions of tiers of governments are explained below:- Basic Early Childhood care and development of primary and Junior Secondary School (JSS): The Federal Government formulates policy, allocates resources through UBEC, maintains standard inspection and monitoring.

The state role as far as childhood education is concerned includes policy formulation and inspection services, and implementation through the SUBEB. The local governments are responsible for management of primary schools (UBE, 2012).

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

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

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

Special education: The role of the Federal Government in special education includes policy formulation, while state and local governments implement the policies (National Framework, 2007).

The UBE programme was designed as a Federal Government policy in defiance of the provision of the 1999 constitution that assigned responsibility of primary education to state, federal and local governments (Ademalokun, 2013).

**Table 2.2: Management of Education in Nigeria**

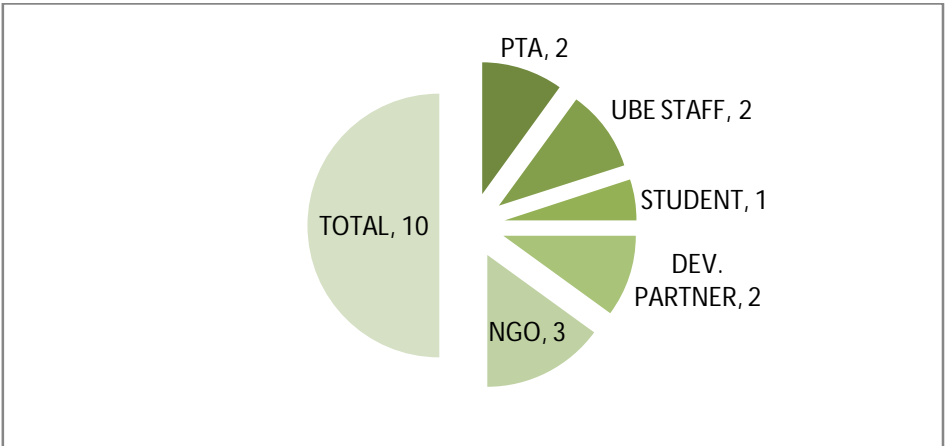
<b>YEAR</b>	<b>FUNDING/MANAGEMENT</b>
1960-1975	Local Government Council
1976-79	Fed/State/Local Government
1980-1988	Local Government Council
1989-1990	Fed/State/Local Government
1991-1993	Local Government Council
1994-2002	Fed/ Local Government Council
May 2004-Date	Fed/State/Local Government

Source: [www.inep.gov.br/download/international/encontro-tecnico/DES-service-2012](http://www.inep.gov.br/download/international/encontro-tecnico/DES-service-2012)

### 3.0 Methods of Data Collection

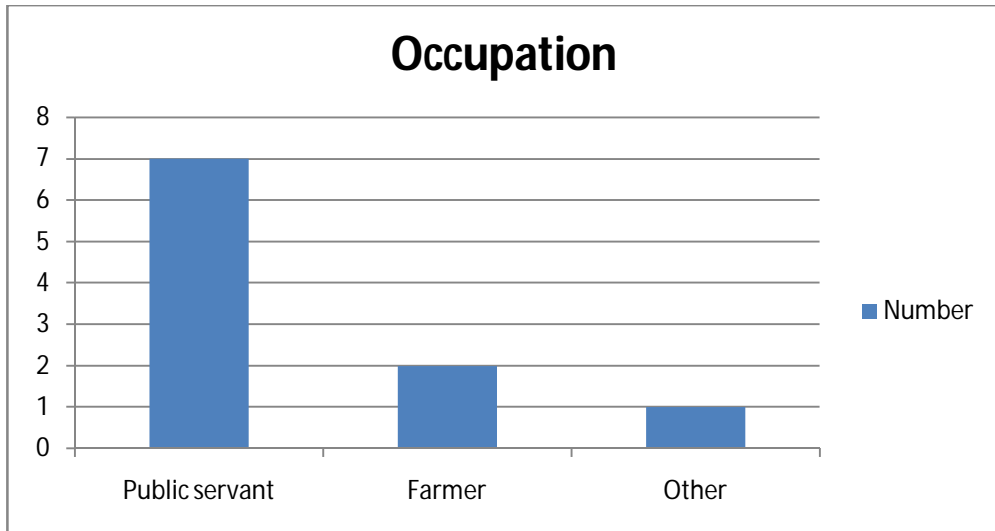
The data were source through interviews. Interviews were conducted with the staff of UBE, as well as the Parent teachers association, Non-governmental organizations, Nigerian union of teachers numbering ten. In order to validate the findings the study also reviewed past literatures such as text books, journals and newspapers. Atlas Ti 7 was used to analyse the data.

**Figure 3.1: Interviewees**



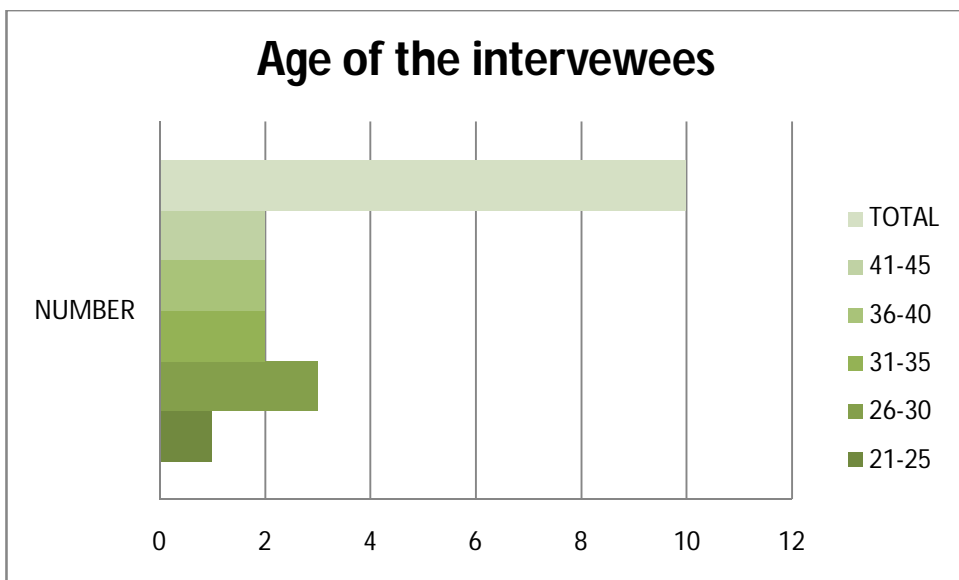
From the figure above, PTA has (2), UBE staff (2), student (1) Development partners (2) and the NGO (3).

**Figure 3.2: Occupational Distribution of Interviewees**



From the table above Public servant has the highest with (7), Farmer has (2) and other has 1.

**Figure 3.3: Age Distribution of the Interviewees**

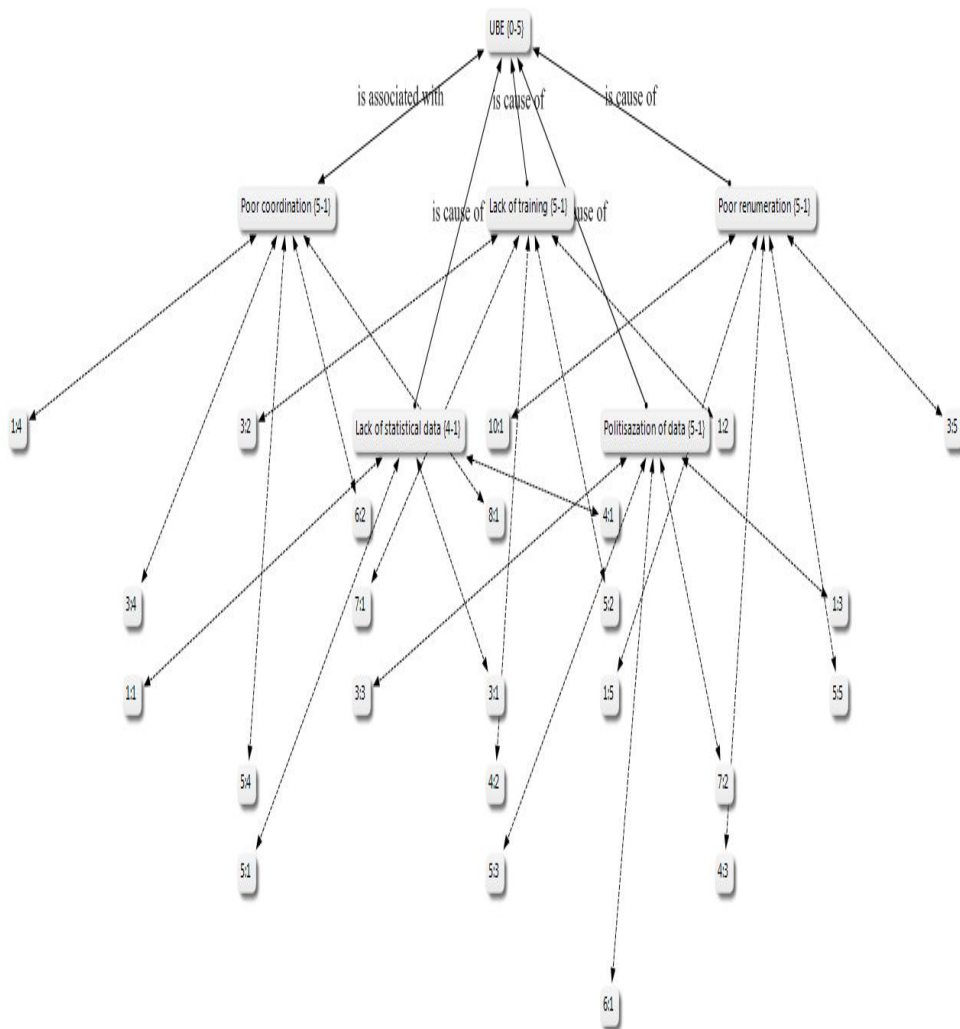


From the table above 41-45 (2), 36-40 (2), 31-35 (2), 26-30 (3) and 21-25(1).

### 4.0 The Findings

Planning is a factor responsible for low performance of the UBE in Nigeria. The reasons for poor planning according to some respondents are as follows:-

**Figure 4.1: Showing the Sub-Theme and the Interviewees**



**Lack of statistical data:** The primary education face problem of poor planning, the budget is not based on enrolment and number of pupils but rather on random allocation which is due to the problem of poor statistics and lack of modern statistical software such as the EMIS (1.1,5.1). In addition to the above, the reason for poor planning is because of lack data for planning due to lack of commitment to the realisation of the objectives of the programme( 3.1). Also, the system of intergovernmental relations lacks coordination (7.1).

**Poor coordination:** In addition to the above, the interviewees added that the commission lacks a centralised data base (1.4 & 3.4). Most of the data are not stored in modern system but manually arranged which sometimes is being subjected to termites and other destruction due to poor storage of the commission (6.2 & 8.1). There is no proper collaboration between state, federal and local government (5.4).

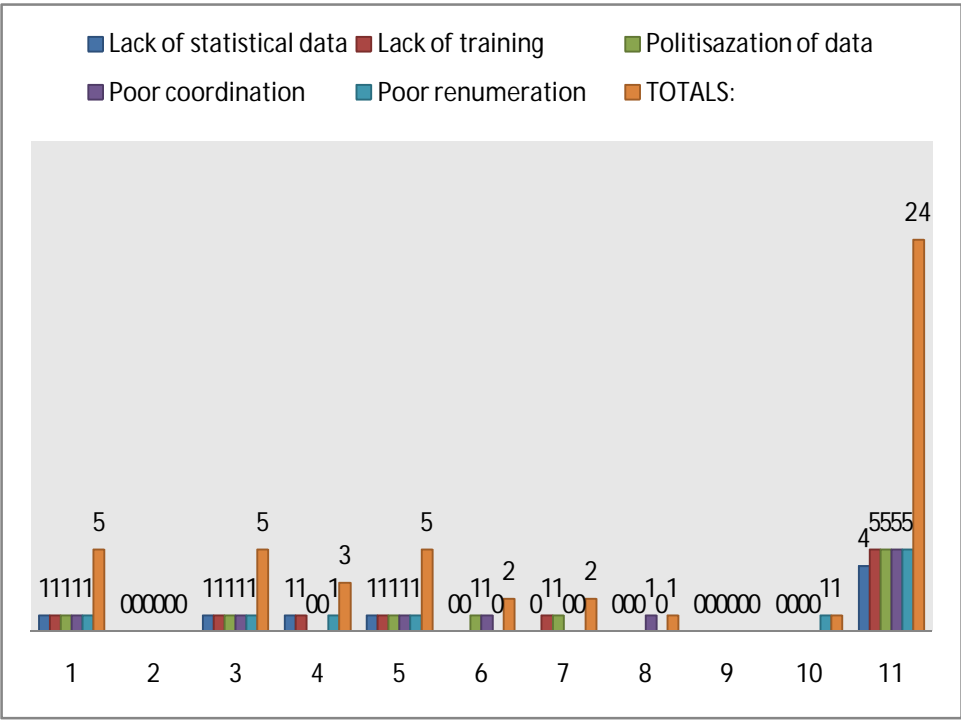
**Lack of training:** The commission also lacked personnel that are acquainted with the modern software which negates the attainment of policy objectives (3.2, 7.1 & 4.2). There is need to send the personnel for training in application of software so that there will be good record keeping (5.2 & 1.2).

**Poor remuneration:** In another development, some respondents observed that, there is low capacity of research officers in modern day research techniques due to poor motivation(10.1 & 1.5). Sometimes, we do send them for training, but only few of them stay after they have been trained due to poor remuneration, some leave in search of greener pastures(4.3, 5.5 & 3.5).

**Politisazation of planning:** Also some respondents observed that the attitude of SUBEB as well as LGEA in data generation is very poor, there is underestimation of enrolment, the poor statistics led to the poor funding of the programme (3.3, 5.3, & 6.1).

In addition to the above, the census that provides data for development planning has been politicized. The figures do not represent the actual enrolment, and the lack of proper planning creates funding gap(7.2 & 1.3).

Figure4.2: Summary of the Interviews



From the above table, it could be deduced that the problems of basic education provision ranges from lack of statistical data, lack of training, politicization of data, poor coordination and poor remuneration.

5.0 Discussion

From the interviews conducted it was discovered that one of the problems affecting the institution is lack of statistical data. There is no enough data for planning as a result it led to poor funding and consequently affect the quality of basic education in Nigeria.

The interviews also revealed that there is poor coordination of basic education especially the stake holders which invariably affect the quality of education. The stake holders are not mobilize to know the importance of education, as a result there is no adequate collaboration between the government, private sector and informal organizations which affect the growth and development of education in Nigeria.

In addition to the above, poor coordination affects the implementation of the programme. This is as a result of poor enlightenment and lack of commitment of the state to basic education provision.

In addition to the problems enumerated above, the organization also faces the problems of lack of training due to inadequate funding of the organization under review. Poor motivation also constitutes part of the problem, because some of the staff after sending them for training they will leaves the organization in search for greener pasture due to poor motivation.

Finally, the attitude of SUBEB as well as LGEA in data generation is very poor, education has been politicized, there is underestimation of enrolment, the poor statistics led to the poor funding of the programme.

## **6.0 Conclusion**

The problem under investigation is state and planning inbasic education delivery in Nigeria, primary education being the bedrock of the educational system is beset with many problems which include lack of statistics, poor coordination, lack of training, poor remuneration and politicization of education. As a result it created problems such as pupils drop out and decrease in quality of education which is fueling insecurity of lives and properties and emergency of militancy and other groups such as Boko Haram, Niger Delta militancy, prostitution, armed robbery and kidnapping in Nigeria.

## **7.0 Recommendations**

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

1. Increase in budgetary allocation to the education: Government should increase the budgetary allocation to education to enable the sector achieve the aims and objectives of education for all by the 2015.
2. Proper coordination of the programme: The government should collaborate with the state and local government in order to enhance data generation for planning.
3. Provision of equipments and learning materials to the schools: Government should as a matter of urgency commit to provision of instruction material that will promote culture of learning in order to achieve basic education.



4. Increase in collaboration: Government should spread her tentacle and increase collaboration with Nongovernmental organizations, International non-governmental organizations, faith based organization, civil society groups and stake holders.
5. Public management system: That is better financial system, strengthening financial management through use of Medium Term Expenditure Framework (MTEFs), budget transparency, improve in electronic system and auditing.
6. Increase in transparency and accountability: Through anti corruption education, advocacy and awareness raising are some of the way to education reform process.
7. Capacity development: Training, organizational reform and capacity building as part of large or specific technical assistance projects complementing donor sector support and education for all fast track initiative funds. Training of parliamentarians on education budgeting and among parents and school management committee on basic budgeting and school management procedures are deemed useful.

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