

**APPLICATION OF THE PRINCIPLES OF DECENTRALIZATION
IN THE IMPLEMENTATION OF UNIVERSAL BASIC EDUCATION
(UBE) PROGRAMME IN NORTH CENTRAL ZONE, NIGERIA**

BY

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DECLARATION

I hereby declare that this thesis has been written by me and it is a report of my research work. It has not been presented in any previous application for the award of Doctor of Philosophy in Educational Administration and Planning. All quotations are indicated and sources of information specifically acknowledged by means of references.

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CERTIFICATION

This thesis on *Application of the Principles of Decentralization on the Implementation of Universal Basic Education (UBE) in North Central geo-political zone, Nigeria* meets the regulations governing the award of Doctor of Philosophy in Educational Administration and Planning of the School of Postgraduate Studies, Nasarawa State University, Keffi, and is approved for its contribution to knowledge.

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DEDICATION

This Thesis is dedicated to grassroots UBE stakeholders who are willing and determined to assume responsibility, take ownership as well as utilize their potentials and resources in providing quality basic education to Nigeria's school age population.

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ABSTRACT

This study, **Application of the principles of decentralization in UBE programme implementation in the North Central Geo-political Zone** was necessitated by concerns over Nigeria's huge investment in the programme implementation, the poor results attained between 2005 and 2017 as well as States and LGAs' inability to assume full responsibility for UBE implementation as specified in Nigeria's 1999 Constitution, as amended. The study used a descriptive survey research design targeting a population of 35,835 UBE system administrators at Federal, State and LGA level in the study area. 2,003 sampled respondents provided insight on decentralization practices in UBE implementation in the geo-political zone through questionnaires and an interview schedule used in collecting data. Frequency counts, percentages and charts as well as Mean and Standard deviation were used to answer the research questions, while Chi-square statistics was used to test the null hypotheses at 0.05 level of significance. Among other things, the findings revealed that there is non-implementation of the principles of decentralization in its full extent. Specific findings included the fact that Federal, State and Local Government Authorities, to a large extent have not applied the principles of decentralization in UBE implementation in the North Central geo-political zone; States, and Local Government Areas have not enjoyed due autonomy in the performance of constitutionally assigned UBE roles and appropriate resources especially funds have not been provided by States and Local Government Areas for successful UBE implementation. These findings prompted the study's recommendation of strict adherence to the principles of decentralization in UBE implementation, creation of an enabling environment for States and Local Government Areas to enjoy due autonomy in the performance of assigned constitutional roles in UBE implementation, provision of adequate resources, especially funds for designated activities under the UBE programme arrangement in the North Central geo-political zone, among others. While acknowledging Federal Government's constitutional right to intervene in critical aspects of UBE implementation, the study however recommended that such interventions should be done in proper consultation with States, reflecting and fully supportive of States' priorities while at the same time reinforcing States' constitutional obligation to lead and own their basic education delivery processes.

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CHAPTER ONE

INTRODUCTION

1.1 Background to the Study

Education is acknowledged as a fundamental instrument of social transformation in the Nigeria society. The priority attention given to education at the national level is in line with its prime importance and the desire to galvanize all national resources and collective efforts of its citizenry in eradicating illiteracy. The aims and objectives of Nigerian education are detailed in the National Policy on Education (FRN, 2013) while the various National Education Action and Strategic Plans for various components of the education sector also provide direction and priority actions for the development and delivery of education in the country (FME, 2008).

Nigeria currently operates a 9-3-4 educational system which provides for four distinct components; 6 years of Primary, 3 years of Junior Secondary, 3 years of Senior Secondary and 4 years of tertiary education. This notwithstanding, government encourages a 2-3 year phase of Early Childhood Development (ECD) as part of the educational system. The responsibility of ensuring functional and quality education in the country is vested in the Federal, State and LGAs in line with the tenets of federalism. In this direction, the three tiers of government though inter-related in their operations are distinct and autonomous (FME, 2008). Nigeria's federalism is akin to the tradition in the United States of America (USA) and implies the division of authority and responsibility among different levels of government; Federal, State and Local Government Areas. Accordingly, the responsibility for educational services is vested in the Federal, State and Local Government Areas as enshrined in the 1999 Constitution, as amended (FME, 2008). This implies that Nigeria operates a decentralized system of education programme

implementation where the responsibility for education delivery is dispersed among its various tiers of government.

The Federal Government of Nigeria is responsible for policy formulation as well as strategy management of the entire education process in the country. As Table 1 below indicates, other levels of government; States and LGAs have their prescribed roles in education service delivery. The Fourth Schedule, Section 2(a), Section 22 and 30 of Nigeria's 1999 Constitution mandates States and Local Government Authorities to take responsibility and play expected roles in delivering basic education. Within the responsibility framework and in response to the failure of the education system to attain desired goals after several years of independence, especially at the basic education level, the Federal Government has been accorded the right to intervene and support other tiers of government in critical areas of education service delivery.

Table 1.1: Constitutional Prescription for Sharing Educational Responsibilities in Nigeria

Level of Education	Education responsibility sharing between the 3 tiers of Government		
	<i>Federal</i>	<i>State</i>	<i>Local</i>
Basic education (Early Childhood Care and Education, Primary and Junior Secondary)	i. Policy ii. Allocation of resources through UBEC iii. Maintenance of standards (Inspection and monitoring)	Implementation through SUBEBs	Management of Primary schools
Senior Secondary	i. Policy ii. Curriculum iii. Inspectorate iv. Examinations through WAEC and NECO v. Management of Unity Schools vi. Management of Federal Technical Colleges	i. Policy ii. Implementation iii. Inspectorate iv. Technical Colleges	(No functions prescribed)
Tertiary Education	i. Policy ii. Universities iii. Polytechnics iv. Colleges of Education	i. Universities ii. Polytechnics iii. Colleges of Education	(No functions prescribed)
Adult Education	i. Policy coordination	Implementation	Implementation

Level of Education	Education responsibility sharing between the 3 tiers of Government		
	<i>Federal</i>	<i>State</i>	<i>Local</i>
	ii. Monitoring		
Special Education	Policy	Implementation	Implementation

Source: Federal Ministry of Education 10 year Strategic Plan (2007)

Additionally, education being on the concurrent legislative list enables the intervention of all tiers of government in the various levels of education. As part of its mandate in this regard, the Federal government has responsibility for allocating 2% of its Consolidated Revenue for the funding of UBE programme, provision of appropriate funds for other levels of education as well as setting standards. States and LGAs on their own have responsibility for sensitization and mobilization of the various stakeholders, funding, programme implementation monitoring and coordination of all aspects of education in their domains. In view of the importance of education and as part of the federal mandate, successive administrations at the national level have initiated education reforms both in structure and content in line with the need to ensure improved outcomes. The reforms introduced over time are geared towards meeting the country's developmental and technological needs, improving education delivery, empowering its citizen and fulfilling its commitments to notable international protocols. In this respect, different interventions addressing specific needs of the education sector and focusing on access, quality and inclusiveness have been put in place.

One of the major reforms put in place by the Federal Government in this regard is the Universal Basic Education (UBE) programme which started in 1999. The UBE programme was instituted among other things, to eliminate distortions which hindered the smooth operation and success of previous attempts at universalizing quality basic education delivery in the country. Its introduction was intended to bring significant changes in the operation of the basic education sub-sector. This was expected to be

achieved through the reinforcement of compliance to existing legal, policy and implementation frameworks which had hitherto been neglected. Instituting a paradigm shift from the perception of basic education as Federal Government's responsibility to a proper understanding of same as a people-oriented service anchored by grassroots stakeholders remains one of the fundamental goals of the UBE programme. Empowering the federating units and ensuring a conducive environment for them to play expected roles in the programme implementation are also among its success in-built design.

The Universal Basic Education Commission (UBEC) is the federal agency saddled with the responsibility of coordinating the support interventions of the Federal Government for the implementation of the UBE programme in the country. It is expected to play coordinating and supportive roles to federating structures (States and LGAs) for UBE delivery. This is in line with the general framework enshrined in the constitution decentralizing (prescribing the separation of powers and responsibilities for education service) and specifically giving overriding mandate to lower levels of governance in basic education matters (Onocha, 2013).

Decentralization, as advocated by International Institute for Educational Planning and Administration (IIEP) implies the 'shift in the location of those who govern or control educational processes, the transfer of authority from those in one location or level vis-à-vis education organization, to those in another level' (IIEP, 1999). UNESCO defines decentralization as the transfer of decision making powers from central government to intermediate authorities, local authorities and educational institutions. The significance of the transfer varies, ranging from simple administrative decentralization (deconcentration) to a transfer of regulatory and financial powers of greater scope, to the regional and or local level (UNESCO, 2005).

The various legal and operational guidelines for UBE implementation emanate from and demonstrate the fundamental principles guiding the practice of decentralization in the basic education sub-sector. These principles include but not limited to the distribution of functions for education service delivery among State organs, autonomy of federating units in the performance of assigned roles, availability of resources especially funds at each level for the discharge of given tasks and interference by higher governance organs in the activities of self-governing units only within the boundaries defined in law. As Ekpo (2017) argues, the important consideration regarding these principles is that decentralization becomes effective and successful when the ingredients necessary for its implementation are in place.

The 1999 Constitution, as amended, UBE Act (2004), National Policy on Education FRN (2013), uphold these principles in line with the unique nature of Nigeria's federal system. UBEC, (2005), further affirms the role of Nigeria's Federal Government in UBE implementation to be that of ensuring quality control, maintenance of uniform standards, providing general coordination and supportive incentives to States and LGAs. The UBE Act (2004) maintains that Federal Government's intervention under the Act shall only be an 'assistance to States and Local Governments in Nigeria for the purposes of uniform and qualitative basic education throughout Nigeria'.

Two important factors account for the dispersal or decentralization of education delivery responsibilities among state organs in Nigeria's federative democracy and also underscores its importance in a nation state like Nigeria. First, is the fact that the federal capacity to single-handedly and efficiently administer the effective implementation of such critical social service delivery in a large, socio-culturally diverse and highly populated geographical area like Nigeria would have been very limited. Second is the fact that local authorities and grassroot actors would be far better informed and capable of

mobilizing appropriate resources and other competencies that are required for an all-important developmental programme like basic education delivery. In view of this and since the country operates a federal structure, the implementation of UBE programmes is supposed to be fully decentralized in order to give ample opportunity for the federating units; (States and LGAs) to fully develop and implement education programmes in line with their preferences and peculiarities. Practicalizing the concept would have required that the three tiers of government share responsibilities for Tertiary education, Secondary education and primary education, generate and allocate adequate resources to cater for assigned roles, maintain autonomy in the exercise of such roles and where necessary, intervene in other tier's scope of responsibility only through consultation, consensus and purely supportive as envisaged and prescribed by the constitution.

In specific terms, the principles of decentralization can be applied in UBE delivery through adherence to the constitutional (policy and legal) framework, with LGAs taking full responsibility for elementary and primary education and States taking full responsibility and implementing Secondary education and as the need arises, receiving clearly articulated interventions from higher levels of governance through a participatory process that respects the independence of each arm of government.

Devolving full operational and implementation authority as well as resources to sub-national levels without interference from higher levels would have among other benefits, improved the resource base for UBE programme implementation as Federal resources (human and material) would scarcely satisfy the peculiar needs of each local community, prompted greater interest by grassroots stakeholders and eventual ownership of the basic education process. In this direction the ultimate goal of energizing programme implementation with a robust grassroots stakeholder involvement would have been attained.

In the current circumstance, the established mechanisms for UBE programme implementation in the country suggests that States and LGAs constitutionally saddled with the role of initiating and implementing basic education delivery programmes rather depend largely on the Federal Government and pursue the programme implementation in a manner that is not indigenous to their peculiar needs as envisaged by the principles of decentralization. Firstly in this regard and from its inception, States and LGAs were merely consulted on occasions for their opinion and made very little input to the evolvement of the UBE programme which was established as a federal policy as against the fact that the constitution places absolute responsibility for same on them (Fafunwa, 2004). Secondly and till date, the agency responsible for coordinating federal UBE interventions, UBEC, passes down pre-conceived decisions and implementation mechanisms first to States which in turn also pass same to LGA structures (Obanya, 2011). Thirdly and more importantly, there is evidence of over-reliance of States on the FGN/UBE intervention fund as the major source of funding of critical basic education programmes and near-zero additional allocation to UBE delivery by States and their predominant reliance on federal resources for a service which they are entitled by law to provide using their own resources (Dikko, 2014).

There is ample reason therefore to believe that the over-centralization of UBE programme implementation and the attendant absence of local initiatives and commitment to this fundamental education service may be one of the major causes of seeming failure of the UBE programme implementation. As earlier indicated, the prospect of the successful implementation of the UBE programme has always been hinged on the expectation that grassroot stakeholders, particularly Local Government Education Authorities and school/community level actors will take ownership of the programme and be the major implementers as enshrined in the constitution.

These and other indicators seem to signal a subtle disregard for the bottom-up UBE governance model which suggests an over-bearing influence of the Federal Government on States in UBE programme implementation, negating the decentralization principles regarding UBE implementation. Since there are specified roles for each tier of government under the decentralization framework, the legitimate practice should be for each tier to operate within its constitutional mandates especially where there is commensurate resource allocation for carrying out expected roles. This would have led to a significant level of autonomy particularly of the federating units and checkmated undue interference by higher levels of governance. In this way, full commitment would have been extracted from stakeholders on every social service which they could have owned and the enormous potentials within each level would have been fully harnessed to prompt full realization of development goals.

Upholding these principles, especially in UBE programme implementation as States and LGAs' responsibilities would have provided greater opportunity for grassroots stakeholders to buy in, adopt proactive and productive indigenous mechanisms for addressing UBE programme challenges. They will as well, explore and utilize their resources towards attaining higher success levels of UBE implementation. In this way, the UBE programme objectives, including 100% of UBE schools to have conducive teaching and learning environment and 100% of school age children to enroll, be sustained in and graduate from UBE institutions, possessing globally rated literacy, numeracy and basic life skills, among others, would have been attained.

Contrary to this expectation and after 12 years (2005 – 2017) of UBE programme implementation in Nigeria certain critical indicators suggest a low performance in delivery; suggesting the possibility of missing out on the attainment of programme goals. In spite of the huge resources invested in the sub-sector, there are sub-optimal outcomes

and low return on investments. Indicators in this respect, include the estimated large number of out-school children, currently put at 10.1 million (UBEC, 2019), low learning achievement of 44% and 22% literacy and comprehension rates respectively recorded at the primary school level in public schools as at 2015, (NEDS, 2016) among others. Furthermore, the States' abysmal investment in primary education, huge un-accessed FGN/UBE intervention funds amounting to N77.3b as at December 2017 (UBEC, 2017). This should have been additional funding to States especially in the face of increasing infrastructural and other critical needs at the school level. These suggest that there could be an operational challenge that is making it difficult for States to fully adopt Federal Government's intervention guidelines and framework for UBE implementation.

The foregoing points to the absence of conducive atmosphere for translating the objectives of the UBE programme into concrete actions that can yield expected results. The failure to substantially apply the principles of decentralization in UBE implementation by the three tiers of government especially in the North Central geopolitical zone is one major reference point. Arising from the postulations of Ekpo (2017) that decentralization cannot succeed where the fundamental principles are disregarded, it is reasonable to opine that there could be a relationship between lack of adherence to the principles of decentralization in UBE programme implementation and the achievement of its goals. This may have contributed immensely in inhibiting the efforts made in attaining the full potentials of the UBE programme in spite of the huge financial allocations and resources expended on its implementation.

This study is worried that the prolonged manifestations of this challenge, if not addressed may further impede efforts at achieving UBE programme goals and worsen the country's literacy profile and development credentials. It therefore contends that ensuring effectiveness in UBE programme implementation and the attainment of desired goals

could be hinged on deliberate efforts in the direction of ensuring strict adherence to existing laws and programme implementation guidelines especially its decentralization across the three tiers of government as provided by law. The study aligns itself with Obanya's assertion that adhering to the principles of decentralization specifically requires 'eliminating over-centralization and giving strong political and financial muscle for the management of basic human development needs to Local Government Authorities and State Governments' (Obanya, 2011).

The above concerns prompted the enquiry into the Application of the Principles of Decentralization in UBE implementation in the North Central Geo-political Zone as the research agenda. States in this zone have diverse experiences in UBE programme implementation, varying geo-political and socio-economic indicators, abundance of both cosmopolitan, urban, semi-urban and rural populations especially the multicultural and diverse nature of household peculiarities of the Federal Capital territory are among the various indicators that informed the choice of the North Central geo-political zone as the preferred area for the study. It was envisaged that undertaking a study of this nature will identify possible gaps underlying the decentralization practice and also proffer solutions.

1.2 Statement of the Problem

States and LGAs are mandated by Nigeria's constitution to provide basic education (ECCDE, Primary and Junior Secondary education), in line with democratic tenets of decentralization. However, these grassroots organs seem not to have fully discharged this obligation. Low priority and investments in basic education, deteriorating UBE infrastructure, over 10 million out of school children, States' apathy in providing the expected counterpart fund in order to access the Federal Government allocation for UBE delivery in their domains are among the major indicators of the fact that those saddled with this responsibility have not discharged their duties justifiably.

Along the same line, Federal Government's direct involvement in UBE programme implementation especially its investment of over ₦773b within a twelve-year period (2005 – 2017) seem to have further fueled States' apathy in providing expected resources, assuming total responsibility and driving the process as enshrined in the constitution. The top-bottom approach to the implementation of the UBE programme as an intervention administered centrally at the national level by the Federal Government seemed to have placed States and LGAs at the receiving end of a service for which they have constitutional responsibility for. Apart from subtly jeopardizing States and LGAs' independence, this to a large extent seemed to have suppressed their influence in UBE delivery, indicating a non-adherence to the principles of decentralization. This might have further created an unhealthy atmosphere in which grassroot organs are unable to fulfill obligations placed on them or at most adopt passive approach to this very important obligation.

Grassroot organs' dereliction of duty and Federal Government's overbearing influence on a social service which it is only mandated to support, has created a major gap in identifying and harnessing local ingenuity, resources and goodwill upon which the success of the UBE programme was expected to be hinged on. This anomaly might have led to the loss of valuable national resources as achievements made in UBE programme implementation are not in any way commensurate with the human, financial and material investments made in that regard. There would be severe consequences on the future of Nigeria's education sector and the country's socio-economic development at large if the challenges that bedevil the critical foundation of life-long learning (basic education) are not tackled and effectively addressed.

This study therefore considered the seeming over-centralization of UBE programme implementation administration and the low level of devolution of powers to federating

units in critical aspects of UBE implementation as practices that have robbed the UBE process of the required goodwill and support of school level actors, local community resources, initiatives and commitment which could have, in the long run, paved way for grassroot ownership of the UBE programme implementation and eventual attainment of optimal results as envisaged by the 1999 Constitution. This study is persuaded that faulty programme implementation mechanisms like ineffective decentralization practices could be among the major factors responsible for the failure to effectively harness other governance principles and eventual attainment of the desired goals of the UBE programme. Would the country have attained higher success rates if the Federal Government, States and Local Government Areas ensured strict adherence to the application of the principles of decentralization in UBE programme implementation?

This concern prompted the researcher's interest in probing into the application of the principles of decentralization; effective distribution of functions among the tiers of government, total and practical devolution of authority, availability of appropriate resources at all governance levels, non-interference by higher levels of authority, among others, in UBE implementation in the North Central geo-political zone.

1.3 Research Questions

In order to provide the guide for the conduct of the study, the following research questions were framed:

1. To what extent has the Federal Government, States and Local Government Areas applied the Principles of Decentralization; distribution of education service delivery among State organs (Federal, State and Local Governments), autonomy of federating units in presiding over assigned constitutional roles, availability of adequate resources especially funds at all levels for the discharge of given tasks

and non-interference by higher levels of governance in the affairs of lower levels of governance in UBE implementation, in the North Central geo-political zone?

2. Do States and Local Government Areas in the North Central geo-political zone enjoy due autonomy in the performance of assigned constitutional roles in UBE delivery?
3. Have States and Local Government Areas provided appropriate resources such as funds for UBE programme implementation in the North Central geo-political zone?
4. To what extent do Federal interventions in States' UBE implementation activities and States' intervention in Local Government Areas' UBE implementation activities in the North Central geo-political zone fall within the boundaries provided in the 1999 Constitution?
5. What are the constraints faced by States and Local Government Areas in the Application of the Principles of Decentralization in UBE implementation in the North Central geo-political zone?
6. What are the steps that could be taken by Federal Government, States and Local Government Areas towards enhancing the application of decentralization in UBE implementation in the North Central geo-political zone?

1.4 Objectives of the Study

The main objective of this research work was to determine the extent of the application of the principles of decentralization in UBE programme implementation in the North Central geo-political zone of Nigeria. Specifically, this study sought among other things to:

1. determine the extent to which the Federal Government, States and Local Government Areas have applied the Principles of Decentralization in UBE implementation in the North Central geo-political zone.
2. determine the extent to which State and Local Government Areas in the North Central geo-political zone have enjoyed due autonomy in the performance of assigned constitutional roles in UBE implementation.
3. determine the extent of availability of appropriate resources especially funds for the implementation of UBE programmes at State and Local Government levels in the North Central geo-political zone.
4. ascertain if Federal interventions in States' UBE implementation and States' interventions in Local Government Areas' UBE implementation in the North Central geo-political zone are within the boundaries stipulated in the 1999 Constitution.
5. identify possible constraints faced by States and Local Government Areas in the application of the Principles of Decentralization in UBE implementation in the North Central geo-political zone.
6. identify steps that could be taken by the Federal Government, States and Local Government Areas towards enhancing the application of the Principles of Decentralization in UBE implementation in the North Central geo-political zone.

1.5 Statement of the Hypotheses

The following null hypotheses, tested at 0.05 level of significance were formulated to guide the study:

Ho1: The Federal Government, States and Local Government Areas have not significantly applied the principles of decentralization (as enshrined in the 1999 Constitution) in UBE implementation in the North Central geo-political zone.

- Ho2: State and Local Government Areas have not significantly enjoyed the due autonomy in the performance of assigned constitutional roles in UBE implementation in the North Central geo-political zone.
- Ho3: Appropriate resources especially funds have not been significantly provided for UBE implementation by States and Local Government Areas in the North Central geo-political zone.
- Ho4: Federal and State interventions in States or Local Government UBE implementation activities respectively in the North Central geo-political zone are not significantly within the boundaries stipulated in the 1999 Constitution.
- Ho5: The Federal Government, States and Local Government Areas have not significantly encounter any constraint in the application of the principles of decentralization in UBE implementation in the North Central geo-political zone.
- Ho6: Nothing significant can be done by the Federal Government, States and Local Government Areas in enhancing the application of the Principles of Decentralization in UBE implementation in the North Central geo-political zone.

1.6 Significance of the Study

The findings from this study might be significant to education stakeholders in Nigeria and beyond including UBEC, Federal Ministry of Education (FME), State Ministries of Education (SME), State Universal Basic Education Boards (SUBEBs), Local Government Education Authorities (LGEAs), school level actors, policy makers at Federal and State levels, Civil Society Groups, the Federal Government of Nigeria, State Governments and Local Government Authorities as it will serve as formative evaluation of the management and administrative procedures for UBE programme implementation

after over 17 years of existence. Additionally, the study could be of immense benefit to education stakeholders especially educational planners, school heads (principals and head teachers), teachers, students and researchers in the field of education.

Through this study, FME might be able to identify strengths and weaknesses in the application of the decentralization mechanisms in education service delivery and thus work towards instituting reforms that will empower States and LGAs to play more active roles and eventually assume ownership of the UBE programme. The results of the study will further strengthen the call for more resource allocation to States and LGAs, increased autonomy in UBE administration and higher level interventions only within the ambit of law. The study might assist the FME in researching into and seeking new levels of knowledge that could enhance the prospects of deploying the decentralization process in supporting improved participation of State level and local actors in critical aspects of UBE delivery towards improving effectiveness of the intervention.

The study may enable UBEC to identify gaps in UBE programme implementation and in response fashion out a more effective approach to ensuring that States and LGAs own the UBE programme implementation, receive and allocate appropriate resources for programme implementation.

SMoEs and SUBEBs might benefit from the result of this study as it will highlight State mandates and role profiles in terms of UBE programme implementation, encourage them to fulfill their constitutional roles in critical aspects of UBE delivery especially in setting up structures for indigenous policy development, planning and implementation of the UBE programme as well as taking ownership of same. This will in turn inform on priority decisions and investments to be made towards bolstering State involvement in UBE delivery.

The LGEAs will find this study useful as it may prompt concerted efforts towards assumption of constitutional obligations for UBE delivery, establishment of critical organs and setting up of structures that can enable independent initiatives in policy, programme implementation as well as quality assurance. This might further provide basis for improved bottom-up approach to policy and implementation mechanisms for effective UBE implementation.

The study might assist policy makers at federal and state levels in unearthing the decentralization challenges and policy gaps that may have contributed to the ineffectiveness of the UBE programme and proffer solutions which when adopted and implemented will guarantee greater success and effectiveness of the UBE programme.

The Federal and State governments may find the study useful as its result may highlight structural and administrative best practices that ought to be instituted line with the enabling law towards ensuring effectiveness and efficiency in social service delivery situations, especially education. They may also benefit from the insight provided through the elaborate literature on decentralization practices in other federal systems. Furthermore, education and other collaborating partners at the federal level and those with oversight functions would have been appropriately informed of policy challenges and further needs for reform towards improving on the overall effectiveness of the UBE programme.

Civil Society groups interested in education, opinion leaders and other stakeholders at all levels might benefit from this study as the unveiling of the responsibility profiles in UBE implementation in a decentralized federal structure will suggest and inform non-public stakeholders about actors and institutions for which accountability should be demanded if the programme fails to meet expected targets.

The study will provide yet another reference material for researchers in this or related field as this would serve as a reliable source of information and basis for comparison of decentralization practices in Nigeria and beyond.

Education planners may find this study useful as it could provide reasonable direction on priority administrative and managerial processes that could be factored into education planning at all levels.

School heads (Principals and head teachers), and teachers may find this study useful as a reference on major school level administrative initiatives that could support the bottom-up approach to education system administration, ensure functional linkages between school heads and local education authorities and lead to improved school governance.

Students, especially at the secondary and higher education level, may find this study useful as a reference material and rich resource that could provide useful background on the concept of education decentralization as well as proper understanding of best practices in this respect.

Finally, the study might be useful to social service delivery policy formulators and implementation experts especially Nigeria education stakeholders as it will avail them of information regarding the effectiveness or otherwise of the policy framework for the UBE programme and also provide the basis for further corrective measures. Results of the study might proffer further suggestions on strategies for eliminating bottlenecks in the decentralization mechanisms in order to actualize 100% literacy level and attainment of Education for All (EFA) as well as education-related Sustainable Development Goals (SDGs) and other objectives of the UBE programme.

1.7 Scope of the Study

This study is delimited to the consideration of the compliance to enabling laws by UBE delivery agencies at Federal, State and LGA levels; UBEC, SUBEBs, LGEAs relating to the delineation of roles in the implementation of UBE programmes. In particular, the study limits itself to the consideration of the extent to the allocation of authority for and distribution of education service delivery roles among State organs, autonomy of federating units in presiding over assigned roles, availability of funds for the discharge of given tasks and non-interference by higher levels of governance in the affairs of lower levels of governance in UBE implementation in the North Central geo-political zone in Nigeria. This comprises six States; Benue, Kogi, Kwara, Nasarawa, Niger, Plateau and Federal Capital Territory. The 12-year time frame for the assessment of these principles is between 2005 – 2017.

1.8 Operational Definition of Terms and Acronyms

The following terms were operationally defined in the context of this study:

Application: This refers to the practical use or deployment of an idea, thing or device in fulfilling or carrying out its intended purpose.

Decentralization refers to the spread, dispersion, redistribution of administrative power, authority and responsibility for the organization and delivery of public functions from a central government to sub-national local authorities (States and LGAs).

Principles of Decentralization: In this study, *Principles of decentralization* refer to the essential features and considerations underlying the process of redistributing authority and responsibility between federating structures in Nigeria, such as the distribution of service delivery responsibilities among state organs (Federal, State and Local Governments), autonomy of federating units in presiding over assigned constitutional

roles, availability of adequate resources especially funds at all levels for the discharge of given tasks and non-interference by higher levels of governance in the activities of self-governing units.

UBE Programme: In the context of this study, *UBE Programme* is the nine (9) year free, compulsory and continuous basic educational intervention which was launched in 1999 and has been implemented since then by Nigeria's Federal Government to eradicate illiteracy and stimulate the provision of quality primary and junior secondary education, howbeit, supposedly in collaboration with States and LGEAs.

Application of the Principles of Decentralization in UBE Programme: This study considers *Application of the principles of decentralization* to mean distribution of education service delivery among State organs (Federal, State and Local Governments), autonomy of federating units in presiding over assigned constitutional roles, availability of adequate resources especially funds at all levels for the discharge of given tasks and non-interference by higher levels of governance in the affairs of lower levels of governance in UBE implementation in the study area.

North Central (Geo-political) Zone: Under this study, the *North Central Geo-political Zone* comprises the 7 federating entities and states of the central region of Nigeria including the FCT, Benue State, Kogi State, Kwara State, Nasarawa State, Niger State and Plateau State. *North Central States* also used in the study is a reference to the North Central Geo-political Zone.

List of Acronyms

ADEA	Association for the Development of Education in Africa
AMAC	Abuja Municipal Area Council

APDUPIN	Application of the Principles of Decentralization in UBE Programme Implementation in North Central geo-political zone
ECCDE	Early Childhood Care and Development Education
EFA	Education for All
FAO	Food and Agricultural Organization
FCT UBEB	FCT Universal Basic Education Board
FCT	Federal Capital Territory
FGN	Federal Government of Nigeria
FME	Federal Ministry of Education
FRN	Federal Republic of Nigeria
ICE	International Conference on Education
IIEP	International Institute for Educational Planning and Administration
JSS	Junior Secondary School
LGA	Local Government Area
LGEA	Local Government Education Authority
NECO	National Examination Council
NGO	Non-Governmental Organization
NPE	National Policy on Education
NPEC	National Primary Education Commission
OAU	Organization for African Unity
OECD	Organization for Economic Cooperation and Development
PTA	Parents Teachers Association
SBMC	School Based Management Committees
SDG	Sustainable Development Goals
SMoE	State Ministries of Education

SUBEB	State Universal Basic Education Board
UBE	Universal Basic Education
UBEC	Universal Basic Education Commission
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children Education Fund
UPE	Universal Primary Education
USA	United States of America
USAID	United States Agency for International Development
WAEC	West African Examination Council
WCEFA	World Conference on Education for All

CHAPTER TWO

LITERATURE REVIEW

This chapter reviewed the related literature in the area of study; application of the principles of decentralization in the implementation of the UBE programme in the North Central geo-political zone in Nigeria. The literature review was carried out under the following sub-headings: Conceptual framework, empirical review, theoretical framework and summary.

2.1 Conceptual Framework

This section examined the concepts of Universal Basic Education, decentralization in education service delivery, the decentralization of UBE implementation in the North Central geo-political zone and other variables which are key to this study.

2.1.1 Concept of Decentralization in Education

Decentralization in practical terms involves a significant shift or a perception of a shift in power or authority for influencing the processes that are crucial to the operation of school and educational services. Falleti (2004) defines decentralization as a process and ‘a set of policy reforms aimed at transferring responsibilities, resources, or authority from higher to lower levels of government. He further attributes the emergence of reforms leading to decentralization to the collapse of the ‘developmental state’ and the move toward free-market economies that characterized the last quarter of the twentieth century.

Okoli (2013) opines that decentralization allows for local authorities to apply discretions in matters close to them allowing for the articulation of local preferences into the decision making and implementation process. Elaborating further, Okoli identifies two broad categories of decentralization to include Areal and Functional decentralization. Areal decentralization also referred to as political decentralization is akin to political decentralization where authority is conferred on different levels of government with each

level exercising a degree of constitutional autonomy. Functional decentralization, also called administrative decentralization Okoli maintains focuses on the establishment of functional levels of governance to ensure that services are rendered in a more efficient manner.

Table 2.1: Definitions and further Explanation of Concepts Associated with Decentralization

Concept	Definition
Centralized power	This designates the centralized organization of political and administrative decision-making, responsibility and management in a country where the executive and legislative powers are structured within the framework of a State.
Centralization	In some countries, and in some historical contexts, the centralization of political and administrative decision-making, responsibility and management forms part of the process of the consolidation of the State and its unity. It may thus meet the need to organize and strengthen executive power and the other institutions that ensure the cohesion of the national community, such as education.
Deconcentration	Deconcentration means the transfer or delegation of responsibility for managing the activities or services in question (education, health, etc) from the national level to a local level of a ministry or central institution. This devolution of authority concerns the application of regulations, but not of their formulation. Decision-making and policy formulation remain largely centralized.
Decentralization	Decentralization involves the transfer of all or part of the decision making, responsibilities and management vested in the central authority towards another regional, provincial or local authority (districts, municipalities, "communities") or towards schools themselves. Decentralization is therefore political and financial. The regional and local authorities may change and/or adapt educational priorities, curricula, teaching methods and educational management while managing their budget and the expenditure.
Devolution	Some people speak of devolution when the local units of government are autonomous and independent and their legal status separate from central government. The central authorities exercise only indirect control and monitoring of the local units but may set up machinery to regulate and evaluate local policies. This process is basically different from privatization, which is a transfer of authority to private companies or individuals. The degree of decentralization may differ greatly from one country to another. Decentralization may be limited to the material and financial management of educational institutions, but also concern curriculum design
Privatization	Privatization. Privatization denotes the transfer of school decision-making, responsibilities and management towards a private entity. In this context decentralization is akin to the privatization of the entire public service.

Source: IIEP, Education Policies and Strategies No. 7, 2005

Perhaps, it is important to identify another dimension in the concept of education management termed recentralization. Simply, recentralization is the opposite of decentralization and seeks to reclaim and conserve authority from sub-national entities to a central administration.

As earlier stated, decentralization occurs principally in 3 major dimensions of administrative, fiscal and political. USAID/EQUIP2, 2011 offers further explanations on the practice of the concept especially as relating to education service delivery in Table 3.

Table 2.2: Types and Dimensions of Decentralization

Types of Decentralization	Dimensions of Decentralization		
	Administrative	Fiscal	Political
Deconcentration	Managerial decisions and managerial accountability are transferred to regional offices of central government and the MOE.	Regional managers are given greater authority to allocate and reallocate budgets.	Regional, elected bodies are created to advise regional managers.
Devolution	Education sector managers are appointed by elected officials at the local or regional level	Sub-national governments are given power to allocate education spending and, in some cases, to determine spending levels (by raising revenues).	Elected regional or local officials are ultimately accountable both to voters and to sources of finance for the delivery of schooling.
Delegation	School principals and/or school councils are empowered to make personnel, curriculum, and some spending decisions.	School principals and/or school councils receive government funding and can allocate spending and raise revenues locally.	School councils are elected or appointed, sometimes with power to name school principals.

Source: Winkler and Gershburg as cited in USAID/EQUIP 2011

USAID/EQUIP2, 2011 throws more light on the practice by providing further illustrative practices in 7 selected countries as detailed in Table 4.

Table 2.3: Typical Examples of the Practice of Decentralization

Country and type of Decentralization Practice	Further Explanations
Deconcentration	
Armenia	In Armenia, the central government finances all recurrent costs through a transfer of funds to school boards.
Chile	In Chile, the responsibility for providing and partly financing education was transferred from the central government to municipal governments with the central government retaining responsibility for assessing student performance.
Tanzania	In Tanzania, funds are disbursed directly from the central treasury to regional ministry offices who deposit funds into school bank accounts. School expenditures must comply with central government regulations.
Devolution	
Argentina	In Argentina, responsibility for financing and providing basic education was transferred from the central to the provincial governments. The central government role changed from oversight and control to support for education reform efforts.
Mexico	In Mexico, the central government sets national norms and standards, establishes the national curriculum and approves regional curricula. States are responsible for labor relations, school management and implementation of national reform efforts.
Delegation	
Nicaragua	The Nicaraguan Autonomous School Program is unique in the degree of control given to parents in allocating school resources. Much of schools' discretionary spending is raised through school charges and school-based commercial activities.
El-Savador	In El Salvador, schools are managed by communities who are responsible for hiring and firing teachers, maintaining infrastructure and raising additional funds.

Source: Winkler and Gershburg, cited in USAID/EQUIP 2011

The importance of decentralization as a process in educational service delivery is tied to the prime importance of education itself. This is also because research and practical evidences have revealed that stakeholder input, interest in and active participation in social service delivery is crucial to success. Being the foundational instrument for societal and national transformation, effective education service provision has become one of the most important yardsticks for forecasting and determining the effectiveness of national development efforts. In the same vein the school system provides those in authority the means of carrying out educational programmes as well as the opportunity to

enhance their political influence over related social service delivery structures (Fiske, 1996).

Decentralization of educational service delivery has become a global phenomenon attracting diverse social, political and economic entities, spanning varied governance structures in large, medium and even very small sized countries. Countries with a large geographical space like India and small entities like Mali have embarked on their fair share of decentralization. Democracies like Australia and Spain as well as autocratic military regimes at some point in Argentina have all embraced decentralization of education as a framework for achieving designated education delivery goals. Taking on several forms from elected independent school administrative boards to regional autonomous education administration systems the practice of decentralization of education has become one of the most acceptable modern phenomenon in educational system management.

Literary speaking then, two concepts of decentralization have been widely applied. Firstly is the concept of decentralization that tends towards the establishment and consolidation of political power and secondly is the concept of decentralization that aims at creating increased social participation especially in governance and better avenues for organizational legitimacy and efficiency. IIEP maintains that these two concepts of decentralization are vividly characterized in the European Commission's model and the French traditions of decentralization. As is evidenced in the practices in some of the countries, the idea of decentralization has led to the sharing of responsibility (European communities), strengthening of regulatory mechanisms (Germany), ceding of authority to constituent sub-units (France) and the attempt to recentralize (Britain). (IIEP, 2005) Notwithstanding, the general pattern of decentralization in practice points to a system of shared responsibility between the center and the federating units; States and LGAs.

The French and European Community practice of educational decentralization highlighted in Table 5 below provides an insight to the two most practised approaches to decentralization.

Table 2.4: The "French" and "European" Political Frameworks of Decentralization in Education

French Framework	European Commission Framework
Diversity of national education systems, reflecting the diversity of national identities.	European harmonization of educational goals, but education remains a national responsibility
Educational policy-making remains fairly centralized with strong deconcentration and partial decentralization (deconcentration)	Decentralization in education in the broad sense, not only towards local authorities but also towards actual establishments
Idea of public service. Responsibility of public authorities	Development of user and parent responsibility. Greater openness to privatization
Standardization of curricula out of a concern for equality (Baccalauréat)	Greater adaptation of curricula to local needs, flexibility, long courses of study
Knowledge, continuing training. Increased availability of technical streams in secondary education, "learning of trades in school"	Competency. Life-long education. Employability, corporative spirit. Promotion of technical courses from a concern to adapt to the job market
Education is regarded as a public good and a right	Education is regarded as a regulating factor (consensus)
Political control of resource management, avoidance of technocracy. Evaluation as a technical tool in a more general process of regulation.	Efficiency in resource management, autonomy, avoidance of bureaucracy. Evaluation as a normative instrument, steering of social action (adjustment, sanction)
Maintenance of the same status for public employees. Teachers as professionals capable of evaluating educational needs	Idea of choice, freedom, options offered to pupils. Parents and society define educational needs

Source: UNESCO, 2005

2.1.2 The Concept of Universal Basic Education (UBE)

UBEC (2005, 12) maintained that "Universal Basic Education" means early childhood care and education, the nine years of formal schooling, adult literacy and non-formal education, skills acquisition programmes and the education of special groups such as nomads and migrants, girl child and women, almajiri, street children and disabled

groups.” Yusuf and Ajere (2005) view basic education as the type of education, in quality and content that is given in the first level of education’. Ajiga, citing Oga (2002), defines basic education as "the articulation of formal, non-formal and informal approaches and structures for the promotion of an all-round development of human potentials".

Oladosu (2001) conceived of basic education as the fundamental learning on which every other thing follows or depends, political, social and economic. This means that UBE is the foundational education upon which individual and national development and progress depends. Basic education is that initial knowledge acquisition before further learning can take place. On the other hand, World Conference on Education for All (WCEFA) cited in Ukeje (2000) defines basic education as encompassing education for formal, non-formal sectors for social equity, integrated learning, improved health and nutrition, mobilization of family and community resources. The foregoing definitions emphasizes on all round development of the potentials of the learner. In some countries basic education is restricted to primary schooling. However, this foundational education in Nigeria is provided for within a 9 year period (i.e. from Primary school to Junior secondary school 3) and it is free and compulsory.

Okwu (2003), Osahom and Osahom (2009) also hold a view close to that of Oladosu (2001) as they indicate that ‘basic education can be described as the foundation of sustainable life-long learning’. To them, basic education provides reading, writing, numeracy skills and includes a variety of formal and non-formal education activities and programmes which are intended to enable learners acquire functional literacy. They pointed out that, in the Nigerian context, basic education includes primary, junior secondary school, adult literacy and nomadic education programmes. In the words of Ajaye (2002) Universal basic education is not a static term that is related to years of

schooling or limited to formal schooling; it is a process to be determined by every nation according to its evolutionary development needs. In Nigeria, universal basic education is not only academic but skills acquisition inclined as demonstrated in its guiding principles, curriculum content and operational frameworks.

A number of regional and international educationally-related conventions and treaties gave rise to the evolvement of the concept of universality of basic education in Nigeria.

Some of these treaties include:

1. New Delhi 1990 Declaration on Education of E-9 Countries;
2. Ougadougou 1992 Declaration on Education of Women and Girls;
3. Amman 1996 Affirmation on the pursuit of goals of Jomtien;
4. Durban 1998 Statement of Commitment on Inter-African Collaboration for the Development on Education;
5. Organization for African Unity (O.A.U.)decade of education in Africa, 1997 - 2006
6. World Conference on Education for All (WCEFA), 1990

Accordingly, Nigeria's UBE Programme is conceptualized as a public driven reform measure for providing free, continuous, compulsory and universal basic education for every Nigerian child of school-going age. It is a centrally coordinated intervention that seeks to reduce drastically incidences of drop out from the formal school system while also catering for the learning needs of young persons who previously had no opportunity for acquiring basic education or were hindered from completing same. The key quality consideration in the concept of the UBE programme is the emphasis on 'ensuring the acquisition of appropriate levels of literacy numeracy, manipulative, communicative and life skills, as well as the ethnical, moral and civic value needed for laying a solid foundation for life-long learning (UBEC, 2001). Nigeria's Universal Basic Education

programme concerns itself primarily with four major aspects of educational development including Pre-Primary Education also known as Early Childhood Care and Development Education (ECCDE), Primary Education, Junior Secondary Education and Non-Formal Education, FRN (2004).

Obanya (2014) traces the emergence of the concept of basic education in Nigeria to the 1990 Jomtien declaration and Framework of Action which emphasizes the laying of a firm foundation for life-long learning as against the number of years spent in schooling. He notes that ‘in the early years, some third world countries opted for four years of primary education while most countries adopted universal primary education as a benchmark’. Obanya further notes the argument by the Association for the Development of Education in Africa (ADEA) that ‘very little would have been achieved by 11-12 year olds in terms of literacy, numeracy, life skills and the ability to learn, and therefore raised the benchmark for formal basic education to primary plus junior secondary schooling’. Unagha (2008) maintains that Nigeria’s UBE programme ‘borrows heavily from the internationally accepted concept of basic education, which sees education as more than just schooling, as a broader concept with a systematic relationship between in-school and out-of-school learning’.

In view of the enormity and complexity of the Nigerian population, basic education is conceived as a universal product and a service for which every citizen should have undeniable access to. In the Nigeria context the universality of basic education is a reference to the removal of every form of limitation; age, gender, physical and social status, socio-economic and religious considerations and insurance that every person has access to and can acquire basic education of good quality and capacity to live meaningfully and contribute to the development of society. This implies that the UBE programme is to cater for segments of the population which could have been excluded

from the normal education system. It is on this premise that the UBE programme provides for adult literacy, nomadic/migrant education, women education and other forms of non-formal education in UBE. Agbi (2001) noted that “for education to bring national development, it must not only be qualitative but also accessible to the populace”. He concludes that UBE in Nigeria is meant to universalize access to basic education.

UBEC (2000) outlined the following objectives which the UBE programme is intended to accomplish in Nigeria:

1. Develop the individual’s mind towards the right type of personality required for living in the society.
2. Equip individuals with the cherished values, skills and knowledge of the past in Nigeria so that they may be preserved from one generation to another.
3. Equip individuals with skills, attitudes, and values that will enable them function effectively by contributing to societal life and development.
4. Prepare individuals to bring useful changes in the society in order to make it better.

From the foregoing, governments at all levels, especially the State and Local Governments that are constitutionally saddled with responsibility for UBE delivery have a mandate to deploy all resources and ensure the attainment of the objectives of the UBE programme. Where this fails, government and the operators of the system ought to be challenged to review the modalities and evolve alternative approaches to the pursuit for the full realization of the objectives of the UBE programme. This is a primary duty of government in view of its obligation to provide education to all citizens so as to eradicate poverty, ignorance and diseases among the people (Olubadewo, 2007).

2.1.3 Universal Basic Education Act, (2004)

The compulsory, free universal basic education act, 2004 is the enabling law and documentation of the policy framework for the implementation of the UBE programme. The Act outlines the provisions for UBE service delivery in Nigeria including the provision and guidelines for:

1. A year or two of early Child Care Development and Education (ECCDE)
2. Six years of primary education
3. Three years of junior secondary school

The Compulsory, Free Universal Basic Education Act 2004 provides that:

1. Federal Government's intervention in UBE delivery shall be in the form of assistance to the States and Local Governments in Nigeria for the purposes of uniform and qualitative basic education throughout Nigeria.
 2. Every Government in Nigeria shall provide free, compulsory and universal basic education for every child of primary and junior secondary school age.
 3. Every parent shall ensure that his/her child or ward attends and completes:
 - i. Primary school education; and
 - ii. Junior secondary school education.
-
1. Stakeholders in education in a Local Government Area shall ensure that every parent or person who has the care and custody of a child performs the duty imposed on him/her under the Universal Basic Education Act, 2004.
 2. Every parent shall ensure that his/her child receives full-time education suitable to his/her age, ability and aptitude by regular attendance at school.

3. A parent who does not enroll or withdraws his/her child/ward from school contravenes section 2(2) of the UBE Act, and therefore commits an offence and be liable:

- i. On first conviction, to be reprimanded;
- ii. On second conviction, to a fine of N2,000.00 or imprisonment for a term of one month or to both; and
- iii. On subsequent conviction, to a fine of N5,000.00 or imprisonment for a term of two months or to both.

1. Transitions from primary to Junior Secondary School (JSS) should be automatic; as basic education terminates at the Junior Secondary School level thus entrance examination may no longer be necessary. Emphasis will be placed on effective continuous assessment, while final examination and certification will now be done at the end of the nine-year basic education programme.

2. That the Secondary School system should be restructured so as to ensure that the JSS component is disarticulated from the SSS as stipulated in the National Policy on Education (NPE, 4th edition).

3. The services provided in public primary and junior secondary school shall be free of charge. These are tuition, books, instructional materials, furniture and mid-day meal.

4. A person who receives or obtains any fee contrary to the provision of the Act commits an offence and is liable on conviction to a fine not exceeding N10,000.00 or imprisonment for a term of three months or both.

5. The Magistrate Court or any other State Court of competent jurisdiction shall have jurisdiction to hear and determine cases arising from non-compliance of the

provision of section 2 of this Act and to impose the punishment specified (UBEC, 2005).

The reference to ‘Every Government in Nigeria shall provide free, compulsory and universal basic education for every child of primary and junior secondary school age’ in ‘ii’ above by implication emphasizes the distinct role of every State and LGA in providing education for all school going age as designated.

A fundamental aspect of the UBE Act 2004 which is of prime importance to this study is the clear statement of Federal Government’s primary intent of supporting and not assuming responsibility nor controlling UBE delivery in the country. The following excerpt from the Act affirms this:

The opening section of the Act (Section 1) recognizes and preserves the exclusive constitutional responsibility of States and Local Governments to manage basic education in their respective domains and considers the role of the Federal Government in that respect only as an intervention or assistance for the purposes of maintaining uniform and qualitative basic education throughout the country. (UBEC, 2005).

A further affirmation of this position and desire of the Act to conform to the tenets of the constitution is clearly stated as follows:

It therefore follows that the UBE Act has not in any way diminished the constitutional responsibility of States and the Local Governments under item 30, Part II of the second schedule and item 2(a) of the fourth schedule of the 1999 Constitution. (UBEC, 2005)

In specific terms therefore, with or without the UBE Programme intervention by the Federal Government, States and LGAs have a fundamental exclusive constitutional responsibility to initiate, fund and implement basic education programmes in their domains as prescribed in the federating decentralized principles of the constitution. The UBE Act 2004 is thus a guiding principle for Federal assistance to States under its intervention in UBE delivery and not a directive principle that States ought to buy

wholesomely if it negates their priorities and indigenous plans and programmes for effective UBE delivery.

2.1.4 UBE as a Reform Programme

The UBE programme was introduced by the Federal Republic of Nigeria to remove distortions and ensure consistency in the delivery of basic education in the country. It was further intended to be used as a mechanism for reinforcing the implementation of the provision of the National Policy on Education (NPE), (UBEC, 2008). As a reform measure, the UBE Programme differs from previous attempts at universalizing basic education as it seeks to engage all relevant stakeholders in the programme implementation. Furthermore, the programme as part of its current implementation modality is envisaged to be a standard model which States are expected to replicate in their domains in line with their individual peculiarities (Tahir, 2008). Another important aspect of this reform initiative is the fact that though the UBE programme is a brain child of the federal government it is implemented in collaboration with agencies of the State and Local Government in each State. In accordance with the national policy on education and the relevant laws, UBE is aimed at:

1. Guaranteeing an uninterrupted access to 9 years of basic formal education provided free and compulsorily for every Nigerian child of school going age.
2. Reducing drastically the rate of drop out and improving relevance, quality, and efficiency in Basic Education in Nigeria.
3. Ensure acquisition of literacy, numeracy, life skills and values for life-long education and useful living.
4. According to UBEC (2008), UBE as a reform programme has the following features:

- i. Free formal basic education.
- ii. Compulsory uninterrupted nine years of primary school and three years of junior secondary school education.
- iii. Provision of mid-day meals to students to enhance learner's retention, and completion of the basic education cycle.
- iv. Emphasis on curriculum diversification and relevance to cater adequately for individual and community needs and aspirations.
- v. Disarticulation of junior secondary school from senior secondary school.
- vi. Alignment/integration of primary school and junior secondary school.
- vii. Individualized teaching methods.
- viii. Introduction of rudiments of computer literacy.
- ix. Appropriate continuous teacher professional development.
- x. Community ownership of schools including participation in decision-making process in schools.

2.1.5 The Universal Basic Education Commission (UBEC)

The UBE Act, 2004 provided for setting up of the UBE Commission to coordinate the implementation of basic education programmes in the country as part of Federal Government's interventions in line with provisions of the 1999 Constitution.

According to UBEC (2005), the UBE commission's mandates are as follows:

1. formulate policy guidelines for the successful operation of the universal basic education programme in the federation;
2. receive block grant from Federal Government and allocate same to the states and Local Governments and other relevant agencies implementing the Universal Basic Education in accordance with an approved formula as may be laid down by the board of the commission and approved by the Federal Executive Council;

3. prescribe the minimum standards for basic education throughout Nigeria in line with the National Policy on Education and the directive of the National Council on education and ensure the effective monitoring of set standards;
4. enquire into and advice the Federal Government on the funding and orderly development of basic education in Nigeria;
5. collate and prepare after consultation with the States and Local Governments, and other relevant stakeholders, periodic master plans for a balanced and coordinated development of basic education in Nigeria including areas of possible intervention in the provision of adequate basic education faculties.
6. carry out in concert with the States and Local Governments at regular intervals, a personnel audit of teaching and non-teaching staff of all basic education institutions in Nigeria;
7. monitor Federal Government inputs into the implementation of basic education;
8. present periodic progress reports on the implementation of the universal Basic Education programme to the president through the Honorable Minister of Education;
9. co-ordinate the implementation of the Universal Basic Education related activities in collaboration with non-governmental and multi-lateral agencies;
10. liaise with donor agencies and other development partners in matters relating to basic education delivery;
11. develop and disseminate curricula and instructional materials for basic education in Nigeria;
12. establish a basic education data bank and conduct research on basic education in Nigeria;

13. support national capacity building for teachers and managers of basic education in Nigeria;
14. carry out mass mobilization and sensitization of the general public and enter into partnerships with communities and all stakeholders in basic education with the aim of achieving the overall objectives of the Compulsory Free Universal Basic Education in Nigeria.

2.1.6 UBE Programme Implementation

UBE programme implementation in its practical sense entails several broad activities geared towards attaining the objectives of the UBE programme. These activities include but not limited to:

1. Enquiry and research into the needs and critical issues relating to UBE delivery within a given socio-political and geographical space.
2. Developing the political will for effective UBE delivery
3. Setting up the fundamental policy, administrative and legal framework for UBE delivery
4. Planning for basic education delivery particularly pedagogical activities
5. Providing basic resources and funding for UBE delivery
6. Developing/providing curricular and other pedagogical resources for UBE programme
7. Providing physical infrastructure for UBE
8. Providing instructional materials for UBE
9. Providing personnel for UBE
10. Setting in motion the quality assurance mechanisms for UBE delivery
11. Setting up mobilization and stakeholder partnership structures for effective UBE delivery.

12. Creating special interventions to address peculiar needs of citizens in line with UBE objectives.

As earlier argued, though UBEC is expected to coordinate and show leadership in this respect as a federal intervention agency, these programme implementation activities are the responsibility of States and Local Governments. States are supposed to carry out these functions in line with the standard parameters set by the Federal Government in line with its clearly stated mandate to assist States in this regards as enshrined in the constitution and the UBE Act 2004. Contrary to what used to obtain in previous efforts at universalizing basic education delivery in Nigeria, the current UBE intervention is expected to hinge primarily on the collaborative input of all stakeholders, other socio-economic development sector, entire civil societies towards making the programme a truly people-oriented intervention.

Furthermore, despite the general impression that the UBE programme is implemented by the Federal Government, existing policy framework indicates otherwise. The enabling law states very plainly that:

Without prejudice to the provisions of item 30 of Part II of the Second Schedule and item 2(a) of the Fourth Schedule to the 1999 Constitution dealing with primary education, the Federal Government's intervention under this Act shall only be an assistance to the States and Local Governments in Nigeria for the purpose of uniform and qualitative basic education throughout Nigeria (UBEC, 2004, p. 2)

Notwithstanding the fact that UBEC in its various literature maintains that the UBE programme is implemented by the Federal Government in collaboration with States, in practice the free, compulsory and continuous 9-year basic education programme is implemented by States and Local Government Authorities in line with the provisions of the constitution and the UBE Act 2004.

Under the current arrangement, States are expected to domesticate the UBE policy in line with their individual peculiarities and use such as the framework for UBE programme

implementation in their domains. The enabling Act further affirms that this process ‘is essentially to guarantee the rights of every state to fashion out an effective system that is specifically responsive to its peculiarities and circumstances (UBEC, 2004).

2.1.7 Decentralization Practices under the UBE Programme

As earlier stated, decentralization of any kind occurs within a socio-political framework where there is more than one political or governance structures with the likelihood of the central or apex structure or level having higher and sometimes the possibility of controlling influence over the others. In this direction therefore, considering the fact that the lower levels of governance structures in Nigeria (States and LGAs) have responsibility for UBE delivery, the practice of decentralization or the key feature of this practice should include all steps taken and measures put in place by the Federal Government for ceding; deconcentrating, devolving, delegation and devolution of responsibility to States and LGAs and the availability in States and LGAs of the requisite mechanisms for assuming, effectively managing and taking ownership of the responsibility for UBE delivery in their domains. In line with the above, the decentralization of the UBE programme implementation in Nigeria should therefore be understood along several fundamental considerations including:

1. The distribution of functions for education service delivery with each of the three tiers of government having responsibility for designated levels of education on the basis of subsidiarity.
2. Assurance of autonomy of federating units in the performance of assigned roles in education delivery.
3. Availability of appropriate resources especially funds for the discharge of given tasks at all levels and particularly the lowest competent authority, and

4. Central/Federal interference in the activities of regional, self-governing units only within the boundaries defined in law
5. Effective communication and understanding of Federal, State, and LGAs roles in UBE implementation
6. Clear demonstration of Federal Government's commitment to providing coordinatory and supportive role to States in UBE implementation as prescribed by the Constitution
7. Setting in motion by the Federal Government, appropriate and necessary structures that enable States and LGAs to assume responsibility for effective UBE delivery in their domains.
8. Clear demonstration of the required political will by States especially in providing sufficient resources for UBE implementation
9. Establishment of relevant processes and institutions for effective administration of UBE implementation in the States
10. Availability of appropriate structures at State level for UBE implementation
11. Demonstration of the capacity by State and LGA UBE stakeholders to assume ownership and effectively implement the UBE programme in their domain without recourse to or dependence on higher levels of governance

The aforementioned standard practices in support of decentralization are the responsibilities of the Federal and State Government and to a lesser extent that of the LGAs. On its part the Federal Government has always premised its efforts through the UBE Commission as interventive support as prescribed by the constitution. In this direction, the enactment of the UBE Act clearly demonstrates Federal Government's resolve to play coordinatory and supportive roles in UBE implementation. The institution of various supportive programmes; funding, supply of infrastructure and instructional

materials, teacher capacity building, technical advice, quality assurance, etc., also demonstrate the Federal Government's supportive role to States in UBE delivery.

Along the same line, Federal Government has through the UBE Act encouraged States to domesticate their own laws to guide UBE implementation in line with the peculiarities of each State. This can be adjudged to be key among Federal Government's efforts in setting in motion appropriate and necessary structures that can enable States and LGAs to assume responsibility for UBE delivery. Nonetheless, in very practical terms, it is not very certain if there is an effective communication and understanding of the roles of the three tiers of government in UBE delivery among the generality of stakeholders and UBE system operators. Two factors account for the poor perception and understanding of the responsibility profiles in UBE delivery. Firstly is the predominant/domineering influence of Federal agencies in UBE delivery even at the State level as against a docile interest demonstrated by most states and LGAs. Secondly is the general but often misconceived opinion that the Federal Government controls the national resources, is primarily responsible for and sets the standard for all aspects of social service delivery. The low permeation of information on the responsibility profile in UBE delivery is also evidently demonstrated in the incessant calls by citizens on the Federal Government to improve its investment and efforts in UBE implementation as against the failure by society to demand accountability from States and LGAs for the responsibility which the constitution specifically places on them.

The aforementioned practices give credence to the spirit and the principles of the 1999 constitution which confers authority on the States and LGAs for UBE implementation. It is important to note that arising from this, the framework and other supportive instruments for UBE programme implementation have taken cognizance of and aligned themselves with this provision.

2.1.8 The UBE Act and the Principles of Decentralization

The UBE Act (2004) is the legal framework that guides Federal Government's supportive intervention in the area of basic education delivery towards ensuring uniformity in the programme implementation across the country. The Act is very clear and definite in its assertion that Federal Government's efforts in basic education are only supportive of State efforts and not in replacement or subjugation of State efforts:

Without prejudice to the provisions of item 30 of Part II of the Second Schedule and item 2(a) of the Fourth Schedule to the 1999 Constitution dealing with primary education, the Federal Government's intervention under this Act shall only be an assistance to the States and Local Governments in Nigeria for the purpose of uniform and qualitative basic education throughout Nigeria (UBEC, 2004, p. 2)

Accordingly, the provisions of the Act seek to provide supportive interventions under an atmosphere of proper delegation of authority and responsibility to States and LGAs in conformity with the provisions of the constitution. A very important section of the Acts emphasizes that the process adopted for Federal Government's intervention through the UBE programme 'is essentially to guarantee the rights of every state to fashion out an effective system that is specifically responsive to its peculiarities and circumstances'. (UBEC, 2004, p. 32-33). This implies that the UBE Act taking a cue from the constitution permits and allows States to take the center stage and play expected roles in UBE implementation.

As is the case in other aspects of social service delivery in a democratic federation the constitution provides a framework and direction for state policies and concedes the responsibility of fine tuning the details and other implementation mechanisms to subordinate units (States). The essential challenge is, granted that that the 1999 Constitution (the overriding legal backing) and the UBE Act, the federal model which States are expected to replicate, have laid the basic foundation for States to emulate and create the enabling environment for self-reliance and effective implementation of the

UBE programme in their domains. Have States in their specific enabling Acts and implementation modalities effectively translated the decentralization prospects anchored in the 1999 Constitution and the UBE Act? Are there impediments arising from the constitutional framework and the modalities spelt out in the UBE Act in respect of Decentralization that inhibits States' efforts at the decentralization of UBE delivery?

The essentials for UBE decentralization are highlighted to include among others:

1. The distribution of functions for education service delivery with each of the three tiers of government having responsibility for designated levels of education on the basis of subsidiarity.
2. Assurance of autonomy of federating units in the performance of assigned roles in education delivery.
3. Availability of appropriate resources especially funds for the discharge of given tasks at all levels and particularly the lowest competent authority, and
4. Central/Federal interference in the activities of regional, self-governing units only within the boundaries defined in law
5. Effective communication and understanding of Federal, State, and LGAs roles in UBE implementation
6. Clear demonstration of Federal Government's commitment to providing coordinatory and supportive role to States in UBE implementation as prescribed by the Constitution
7. Setting in motion by the Federal Government, appropriate and necessary structures that enable States and LGAs to assume responsibility for effective UBE delivery in their domains.
8. Clear demonstration of the required political will by States especially in providing sufficient resources for UBE implementation

9. Establishment of relevant processes and institutions for effective administration of UBE implementation in the States
10. Availability of appropriate structures at State level for UBE implementation
11. Demonstration of the capacity by State and LGA UBE stakeholders to assume ownership and effectively implement the UBE programme in their domain without recourse to or dependence on higher levels of governance

2.1.9 Decentralization in the 199 Constitution and UBE Act 2004: Expectations from States and LGAs

Section 18.1, 2 and 3 of the 1999 Constitution tasks the Government to ‘direct its policy towards ensuring that there are equal and adequate educational opportunities at all levels by promoting science and technology and also strive to eradicate illiteracy by providing;

1. free, compulsory and universal primary education;
2. free secondary education;
3. free university education; and
4. free adult literacy programme.

The Constitution unambiguously mandates the State Government to provide educational services to its citizens especially Primary and Secondary education. Further emphasizing the overriding obligation of State structures in this respect Section 22 and 30 of the Fourth Schedule of the 1999 affirms among others that:

22. Nothing herein shall preclude a House of Assembly from establishing or making provisions for an institution or other arrangement for the purpose of scientific and technological research.....
 30. Nothing in the foregoing paragraphs of this item shall be construed so as to limit the powers of a House of Assembly to make laws for the State with respect to technical, vocational, post- primary, primary or other forms of education, including the establishment of institutions for the pursuit of such education (Nigeria 1999, page 125 – 126).

Section 7 of the 1999 Constitution provides for the operation of LGAs as the third tier of administration with democratically elected government charged with performing the

responsibilities assigned to them under the 4th Schedule of the 1999 Constitution. One major responsibility in this regard is ‘the provision and maintenance of primary, adult and vocational education’ Nigeria, 1999, page 141.

Thus the 1999 constitution expects States and Local Governments to take full responsibility for basic education in their areas of influence. Though the Constitution permits Federal interventions in primary and secondary education, it nonetheless still remains a supportive initiative devoid of responsibility for such services in the State and LGAs. Complementing this legal provision, the UBE Act 2004 in spite of its unique supportive and collaborative engagement with States in UBE delivery maintains firmly in Section 1 that States and LGAs have the sole responsibility for providing and managing basic education in their domains (UBEC, 2005; p. 28). The aforementioned constitutional and UBE Act provisions notwithstanding, it is common knowledge that States and to a larger extent LGAs have tended to rely or depend on higher levels of governance for the execution of mandates traditionally reposed on them. In respect of the States, part of their failure to effectively take responsibility for and fully drive critical processes of UBE delivery is the lack of political will and the misconceived assessment of the constitutional directive for Federal interventions in UBE delivery.

In respect of the LGAs, the most commonly acceptable explanation for their inability to play expected roles in UBE delivery is the prevailing quasi federal arrangement which in principle make them literary fully dependent on States especially for resources. Thi denies LGAs of the opportunity to initiate administer and become accountable for social service delivery. Indeed, these seem to be the key albatross to the concept of decentralization within the Nigerian polity and reason for the failure of constituent units under the federating arrangement to properly assume responsibility and execute constitutional obligations with failure.

Expressing fears about the apparent dependence of States on the Federal Government, former Nigerian Vice President, Atiku Abubakar, 2016, admits that the practice of federalism in Nigeria seems alien to global best practices. He maintains that:

In federal systems that work, federating units cede certain powers to the center. In our strange federal contraption, it is the center that is creating federating units, giving them money and monopolizing most power and resources. Thus our State Government are no longer performing as federating units. Rather they currently seem like dependent provinces of the central government. (The Authority, Wednesday, December 14, 2016, p. 37).

Lamenting Nigeria's over-centralized, center-dominated federal system and the inability of State governments to exercise the autonomy being advocated even for LGAs which are below on the federating arrangement, the former Vice President wonders how tangible development can permeate the grassroots. In response to this malady, he recommends that there is 'need to restructure the Nigerian federation in order to devolve more power and resources to the federating units'. He maintains that what Nigeria needs are 'stronger federating Units (be they existing States or Zones) with greater share of resources and responsibilities'. He advocates for stronger, economically viable States while encouraging the Federal government to completely cede its hold on services such as schools, hospitals etc.

On December 7, 2016, former Speaker of Nigeria's House of Representative, riding on the back of the President's outcry over the failure of LGAs to live out its functions as energizers of rural development, lamented the near total extinction of the third tier of government as a result of hijack of its roles and resources by State Governments in disregard for the provisions of the constitution. The former Speaker, Rt. Hon. Dogara observed that 'the contemptuous disregard for local council autonomy is not only worrying but also represents an assault on our collective intelligence'. To address this

challenge, the Speaker recommended a stoppage on the interferences in the operations of local councils. (Daily Sun, Wednesday, December 14, 2016, page 32).

Contributing to this discourse, the Yoruba Council of Elders has made repeated calls for fiscal federalism maintaining that such practice will allow federating units to generate resources, remit taxes to the central government, develop its communities and reinvigorate economic growth in its domains. (The Nation, Friday December 9, 2016, page 40). Other notable opinion leaders have joined in calling for the Federal government to unbundle itself and put more resources, responsibilities and autonomy on States and LGAs. (The Nation, Friday December 9, 2016, page 41).

In all of these, the fact is that though the existing laws and guidelines specify and accord responsibility, privileges and autonomy to federating units in Nigeria, there exists formidable bottlenecks that have hindered federating units' efforts and attempts at affirming and fully expressing itself in respect of the ideals of autonomy and effective application of the principles that are expressive of a successfully decentralized federating system. What seems to be the norm is a rather over-centralized and federally dominated socio-economic and social service delivery arrangement which robs States and to a very great extent LGAs of the opportunity to access and deploy indigenous resources in asserting itself and fulfilling its constitutional mandate. Basic education delivery nonetheless is a major social service delivery process where this phenomenon seems to be clearly demonstrated.

2.1.10 Application of the principles of Decentralization in UBE Programme Implementation in the North Central Geo-political Zone

As earlier indicated, the principles of decentralization among others include:

1. The distribution of functions for education service delivery among State organs (the three tiers of government, in the case of Nigeria) with each one having responsibility for designated levels of education on the basis of subsidiarity.

Subsidiarity is the principle which states that matters ought to be handled by the lowest competent authority, Olsen (2007:5).

2. Assurance of autonomy of federating units in the performance of assigned roles in education delivery.
3. Availability of appropriate resources especially funds for the discharge of given tasks at all levels and particularly the lowest competent authority, and
4. Central/Federal interference in the activities of regional, self-governing units only within the boundaries defined in law, AU (2014:5); Jackiewicz (2011:3); and MLG, (2013:9)

The North Central geo-political zone is among the three geo-political entities in Northern Nigeria and one of the 6 in the entire Nigeria political space. The North Central geo-political zone, physically located in the area loosely referred to as the Middle Belt comprises 6 political administrative geo-political space including:

1. Benue State
2. Kogi State
3. Kwara State
4. Nasarawa State
5. Niger State
6. Plateau State; and
7. Federal Capital Territory (FCT)

The North Central geo-political zone which has the unique advantage of hosting Nigeria's Federal Capital Territory is home to 17,712 basic education institutions including:

1. 4,685 ECCE Centers
2. 10,610 Public Primary Schools

3. 2,417 Public Junior Secondary Schools
4. 7 SUBEBs
5. 121 LGEAs

Basic education institutions in the North Central Zone have a combined learner population of 5,111,843 learners including 524,681 ECCDE pupils, 1,873,845 primary school pupils and 764,106 JSS students. These data is for the 2014 school year which is the most current data supplied by UBEC. An education sub-system with no fewer than 700 UBE system administrators, 13,027 school heads, 9,370 Care-givers and 67,309 teachers is what obtains in the various States in the North Central geo-political zone.

These large retinue of institutions and personnel in just one out of 6 geo-political zones of the Nigerian state, may not be effectively managed from a central government, hence the wisdom in the spirit of the principle of decentralization.

2.1.10.1 Extent to which UBE Implementation in North Central Geo-political Zone Conforms with the Principles of Decentralization

The repealing of the National Primary Education Act (Cap 271 LFN 1990), the promulgation of the UBE Act 2004 and the domestication of the UBE Act by individual States in the North Central Zone set the stage for the commencement of UBE programme implementation in the North Central geo-political zone. Prior to this development, basic education delivery (primary education and senior education) were responsibilities held by the State Primary Education Board and State Secondary Education Boards respectively (UBEC, 2012, p.13).

Generally, individual States in the zone bear responsibility for the management of the UBE process in their various domains. Programme implementation is guided by the various State Universal Basic Education Laws promulgated at different periods by States Houses of Assembly and signed into law by the Executive Governors. The various States

laws indicate that each State has assumed responsibility for UBE delivery in its domain. The only clearly stated ally in this respect in all the State laws considered is the Local Government Education Authority. Reference is also made in the various Acts to the Area Education Authority. In all the enabling legal instruments considered, none makes reference to or implies recourse to the Federal Government or UBEC except in terms of assistance in funding.

2.1.10.2 Aspects of the Principles of Decentralization that are Applied in UBE Implementation in the North Central Geo-political Zone

Generally, there seems to be a notable degree of the application of the principles of decentralization in UBE implementation in the North Central geo-political zone. Each of the SUBEBs in the zone in some form or the other has ensured the assumption of responsibilities coffered on each one in the attempt to implement the guidelines for basic education delivery. The distribution of functions for education service delivery among the three tiers of government with each one having responsibility for designated levels of education. Designated roles are communicated to stakeholders in line with the existing communication lines and apparatus within each State in the zone (UBEC, 2011).

However, there is little evidence on whether or not state level stakeholders have a proper understanding of the roles of the three tiers of government in education delivery.

Empirical evidence abound on the fact that at the State level there is a vast body of knowledge dwelling on the level of commitment of states and LGAs in playing expected roles in UBE delivery without infringing upon the responsibilities of other tiers of government especially at the grassroots in as prescribed by the Constitution. The consensus of scholars and studies in this respect indicate that the level of commitment to non-interference in State/LGA basic education operations vary from State to State (Geo-Jaja, 2012.6). This also is the case for aspects related to the availability of the required

political will, allocation of resources, instituting relevant processes, ensuring the set up of appropriate and necessary structures that enable each tier of government to assume responsibility for education in their domains.

2.1.10.3 Extent to which the Principles of Decentralization have been Applied by States in UBE Implementation in the North Central Geo-political Zone

States seem to have applied the mandatory conditions for UBE implementation in their domains. Judging from available legal instruments that instituted the UBE programme in States of the North Central geo-political zone, States seem to be directly responsible for the implementation of the UBE programme and the application of some of the key principles of the concept of decentralization principle. A few notable examples include the fact that each of the North Central geo-political zone has fully initiated the UBE process through an enabling act and practically coordinate and implement its UBE programme in line with most of the decentralization principles. A summary of key features in this respect; especially detailing the key features in the enabling SUBEB laws in SUBEBs in the North Central Zone is provided in Appendix A at page 176.

As Appendix A indicates, States in the North Central geo-political zone, except the Federal Capital Territory (FCT), have all domesticated the UBE Act in their domains. This means that each State has an enabling Act that stipulates and outlines the various mechanisms that will assist the State in actualizing the specific dreams and aspirations of the State in basic education delivery. The various state instruments that guide UBE implementation in the North-Central Zone have made significant efforts in conferring on the States the responsibility of ‘Management of Early Childhood Care and Education (ECCE); Primary, Nomadic and Junior Secondary Schools, and Agency for Mass Education’. The SUBEB laws firmly assert that ‘The State shall provide free compulsory

and universal basic education for every child of primary and secondary school age’.

Along the same line the laws provide that:

Every parent shall ensure that his child or ward attends and completes his primary school education and secondary school education by ENDEAVOURING to send to send the child to primary and junior secondary schools (UBEC, 2005, p. 14).

All States in the zone uphold this as foremost feature in the State UBE Acts. The priority features in the State Acts remain supportive of efforts in the direction of ensuring that States take absolute responsibility for basic education; ECDE, Primary and Junior Secondary Education. However, it is important to note that these operational documents and legal frameworks focus primarily on the programmatic and infrastructural aspects of UBE delivery and not on the process of entrenching a viable structure and process for viable basic education delivery, taking full responsibility and assuming ownership of same. Thus, the major functions accorded to State organs in the various States’ UBE Acts tend to be more on issues of management of the sub-system and its various physical and infrastructural sub-systems. Most of the States in the zone (85.7%) except for Kwara State, have towed this line in dwelling largely on infrastructural management of UBE delivery as against the need to effectively create, institutionalize and assume responsibility for critical aspects of UBE delivery including pedagogical matters as determined by the peculiar needs of each State in the zone.

A critical analysis of the various legal provisions that provided basis for the set-up of SUBEBs in the North Central geo-political zone, that is the various SUBEB Acts, unconsciously provides for a perpetual dependence on the federal structure for UBE delivery as against the need to fully decentralize and assume responsibility for UBE delivery as canvassed in the decentralization principles of the 1999 constitution and the UBE Act 2004. This assumption is informed by the fact that majority of the operational documents and legal frameworks for UBE delivery in the geo-political zone focus

primarily on the programmatic and infrastructural aspects of UBE delivery and not on the process of entrenching independent, self-sustaining, grassroots based and sensitive structures and processes for viable basic education delivery, taking full responsibility and assuming ownership of same in line with the provisions of the constitution.

In principle, apart from the general norms in the various State Acts, there are a few notable provisions which are detailed in the table below.

Table 2.5: Some Notable Provisions in SUBEB Laws in the North Central Geopolitical Zone

SN	Outstanding features in SUBEB UBE Acts that have bearing on and support the concept of decentralization	State	Further Remarks
1.	Set up of District Education Committees	Niger State	Most States in the geopolitical zone have LGA education Committees
2.	i. Setting up of Development Area Education Authority ii. Setting up of a District Education Authority	Nasarawa State	Most States in the geopolitical zone have LGA education Committees
3.	i. Provision for State's responsibility for pedagogical matters in UBE delivery ...; 'Carry out the policy guidelines prescribed by the Federal Commission or other relevant agencies as approved by the State Government' ii. Establishment of State and LGA Monitoring Teams to apprehend pupils/students their parents or teachers who abate absconment from school.	Kwara State	All other State laws do not contain any responsibilities directly or indirectly for any aspects of pedagogical issues in UBE delivery.

Additionally, the wording and textual content of the State UBE laws seem largely to be near adoptions if not direct replications with minor changes of portions of the Federal UBEC Act. Apart from the Kwara State law that has much more enriched content, with a significant level of indigenous approach to the UBE process, other States simply seem to

portray a lack of foresight, lack of determination to take responsibility and pioneer indigenous efforts at building on the framework instituted by the Federal Government.

75% of State laws considered seemed to be a replication of the principles and concepts stated in the UBEC Act. The question that should agitate the mind of scholars in this respect is, were States expected to wholesomely replicate federal guidelines without any alterations or were they expected to adapt the federal framework in line with the peculiarities of their respective domains? An example of a proper balance in the perspective of the State UBE aw viz-a-viz the federal UBE Act is demonstrated in Oyo State where the Act specifically asserts that the State shall ‘carry out the policy guidelines prescribed by the Federal Commission or other relevant agencies as approved by the State Government’. The implication here is that the phrase ‘as approved by the State Government’ seems to suggest that the State is obliged to accept and implement federal directives on UBE implementation only when it aligns with the State’s interest. This is a clear depiction of a proper understanding of the State’s relationship with the Federal Government as well as its autonomy and liberty to decide and accept what suits its best interest.

However, some empirical evidence suggest that States, owing to the lack of resources and seeming over-dependence on the federal resources may have mortgaged their authentic authority in deciding and enforcing their local preferences in aspects of UBE implementation (Akpan, 2011).

2.1.10.4 Extent to which the Principles of Decentralization have been Applied by LGAs in UBE Implementation in the North Central Geo-political Zone

The literature on this subject seems to demonstrate the fact that the LGA which is constitutionally saddled with responsibility for primary education, however, seems to be largely dependent on external influences in most aspects of education service delivery.

The empirical evidence, without any dissenting opinion is unanimous over the fact that LGA education service provisions are fully dependent on State directives and not the ingenuity or priority preferences of local authorities (Ikeji, Utulu and others, 2013).

The outright dependence of LGAs on directives from state and federal authorities in respect of UBE implementation seems to negate the wisdom that is inherent in the decentralized principle. This practice also seems to be a deviation from the practice in most federal structures where the principle of decentralization provides for the full devolution of power to constituent units. The effect of the subsisting shadow decentralization arrangement in Nigeria has very negative consequences on UBE delivery as it does on other critical social service delivery situations. In the bid to underscore the over-centralization of education service delivery especially education policy, Obanya, (2011), argued that most of the education initiatives of the federal government since return to civil rule have failed to respect the true federalism principle. For example, the Universal Basic Education programme of 1999 was first launched by the federal authorities before being introduced to the states. With the reforms of 2002-2003, the current education sector road map, and the curriculum review efforts, federal authorities took the initiatives, and then sold these to the states, which were expected to ‘buy into them’.

2.1.10.5 Constraints in the Application of the Principles of Decentralization in UBE Implementation in the North Central Geo-political Zone

One of the major impediments of a ‘handed down’ educational implementation mechanism, especially in the Nigerian situation where most social service delivery is perceived to be government’s sole responsibility is the fact that stakeholders would play very passive roles. This would however not have been the case if such implementation mechanisms were indigenously developed and emanated through the direct involvement

of the grassroots actors. Within the context of a federated political arrangement as Nigeria currently operates, education service delivery, being a fundamental social service, ought to be decisively developed and operated in line with the tenets set out in the legal framework. The development of the policy and implementation framework for the smooth conduct and exercise of the obligations owed citizens by the state in each aspect of education also ought to be in line with the legal and policy structure. As policy formulation and implementation occur in a social context and in line with the values and priorities held by the constituent parts of any polity, it becomes important therefore for designated segments of society to be identified, courted and given ample opportunity to carry out every constitutionally stipulated and prescribed mandate (Joseph, 2014. p.1)

Judging from various submissions by scholars and implementers of UBE it seems that the politicization of the decentralization process, with a view to exerting political control over sub-national entities is the root of the challenges facing effective decentralization. A follow-up to this is the seeming conscious effort to decentralize, in principle and deny the sub-national entities the resource privileges that could enable them act independently without constant recourse to central authorities. A related challenge in this direction is the lack of capacity and voice by sub-national units in properly instituting reforms, implementing such and advocating for genuine decentralization practices.

2.1.11 Level of Conformity with Nigeria's 1999 Constitution as it relates to the Application of the principles of Decentralization in the Implementation of UBE Programme in the North Central Geo-political Zone

As provided in the 1999 constitution the strategy of education decentralization and the conferment of powers on States and LGAs for basic education delivery was aimed at shifting responsibility of education decision making from operators at the center to local authorities who are well versed not only on the peculiar needs and challenges of their domains, but also are better placed to fashion out best approaches that could address such

peculiar needs. The enactment of the Free, Compulsory Universal Basic Education Act, 2004 by Nigeria's National Assembly was one of such major policy reforms (FME, 2008). The Federal Ministry of Education's Report at the 48th Session of the International Conference on Education (ICE) held in Geneva Switzerland in 2008 provides an insight to the operational pattern envisaged by the Federal Government for the UBE programme thus:

The implementation of the Universal Basic Education Scheme involves all 36 States of the Federation, including the Federal Capital Territory, Abuja, through the Universal Basic Education Commission, the State Governments of the Federation and the Local Government Authorities in the States. Notable features of the innovation are that the UBE programme has been domesticated in all states for effective UBE delivery, and that Local Government and States have assumed more visible roles in driving the UBE process and providing effective partnerships with Federal agencies charged with basic education delivery. (FME 2008: 5)

Decentralization of education; empowering States and LGAs for effective participation in education is a fall-out of the many past failures associated with the practice of over-centralization of education decision making process and implementation in the country. The various reform measures instituted by the Nigerian government since 2004 have provided an avenue for government and other education stakeholders to learn a number of lessons in developing an indigenous approach to tackling challenges in basic education. The FME 2008 Report at the ICE held in Geneva Switzerland buttresses this and asserts that:

Perhaps the most enduring lessons learnt are that government may have the strongest political will, may enact legislation and mobilize to provide funding, but cannot do it alone. Consequently, sustainable sector wide reform is only possible when education for all or universal free compulsory basic education has been accepted by all stakeholders as the responsibility of all (FME 2008: iv - v).

The establishment of the UBE Programme in 1999 and the enactment of the UBE Act in 2004 was not Nigeria's first broad attempt at providing basic education at a national scale with clearly defined targets at State and grassroots levels. Amaechi (2015) traces the

history of the universalization of education in Nigeria to the 1950s when the leadership of the Western Region introduced the free primary education for its citizens. The Eastern Region is known to have followed suit by instituting its own attempt at providing literacy for citizens within its domain. On a national perspective, the realization of the overriding import of education prompted the Federal Government to introduce the Universal Primary Education (UPE) Scheme throughout the federation in 1976. Quoting Itedjere, 2007, Amaechi maintains that the introduction of UPE paved way for the implementation of similar primary education programmes across all regions in the country.

The challenges faced in the implementation of the UPE programme including lack of qualified teachers, dearth of essential education infrastructure, low stakeholder participation among other things, enabled government to rethink the UPE programme and seek better mechanisms of providing the much needed foundational education for its citizens. The introduction of the UBE programme was therefore a timely initiative and one of the giant steps taken by the Federal Government in this regard (UBEC, 2015). Without any doubts, and like any reform activity, the UBE programme set out to eliminate key distortions which hindered the smooth operation of previous attempts at universalizing basic education in Nigeria.

Tahir (2004) confirms this notion and maintains that as a new approach differing from previous attempts at universalizing basic education in the country, the UBE programme is expected to be all encompassing, cutting across formal and non-formal approaches to education and involving all stakeholders. By implication, the idea of involving all stakeholders does not suggest exclusion nor usurpation of roles, but rather a collaborative engagement that allows designated agencies of government at different levels to assume responsibility and carry out assigned roles without overt or covert interferences. In

practical terms however, available literature on this subject suggests that there has not been a strict adherence to the provisions of the constitution on UBE decentralization.

To a reasonable extent therefore the level of conformity to the constitutional guidelines as well as UBEC legal provisions for decentralization in UBE delivery in the North Central geo-political zone which is also indicative of the practice that may be applicable in most parts of the country as well seems to be quite low. Moja (2000) while drawing a parallel between federal and state responsibilities in education delivery rightly maintains that ‘The Federal Ministry of Education has the responsibility for the coherence of national policy and procedures for ensuring that the states’ policies operate within the parameters of national policy as adapted for local needs’. Through its policy processes, the Federal Government provides the general framework and determines resource allocation to education while States and LGAs, at the managerial level should determine the implementation strategies that could yield expected results. In practice however, it seems that States are not the main determinants of the implementation strategies as they rely heavily not only for policy direction but also for resourcing and implementation guidelines from the Central government.

Trends in the management and administration of basic education as reflected in various literature points to the absence of consistency in applying the constitutional guidelines for UBE implementation. Table 2.6 below highlights some of the major recordable trends in primary and secondary school management from the early period, up until 2015. Note that indicated dates are not absolutes. Furthermore, there are noticeable dates and time overlaps as the record set out in the table is not in chronological order.

Table 2.6: Trends in the Management of Basic Education in Nigeria (1843 – 2004)

SN	Period	Governing/Controlling Organ	Instrument of authority or legal framework
1.	Formative period (1843 – 1883)	Missionary authorities operating schools	Missional evangelistic tenets
2.	Colonial support and intervention in primary education (1876 – 1887)	British colonial government	Education ordinances and codes
3.	British colonial government initiative towards educating colonized countries (1925)	British colonial government	1925 Memorandum on Education
4.	The nationalistic era and period of agitation for self-governance (1946)	Colonial administration but with increased interest of Nigerians through their regional governments as well as missionaries and voluntary agencies.	Arthur Richards Constitution creating Regional Governments who became actively involved in education management
5.	The introduction of UPE by Western, Eastern Regional Governments prior to independence (1955, 1956)	Colonialists and Regional governments	
6.	Federal government take-over of primary and secondary schools owned and operated by missionaries and voluntary agencies (1970)	Federal Government	UPE edict/law
7.	UPE programme introduced by the Federal Government (1976)	Federal Government	UPE edict/law
8.	Federal Government's withdrawal of direct subsidy for primary education and transference of same to LGAs (1979).	Federal Government	UPE edict/law
9.	Take-over of the management of primary schools and transfer of funding of primary and secondary education to States and LGAs	Federal Government	UPE edict/law
10.	Federal Government's abolition of fees in primary schools and provision of direct grants to LGAs for primary education.	Management (Federal Government) Funding (States and LGAs)	
11.	Establishment of National Primary Education Commission (NPEC) 1988	Federal Government	Decree 31 of the FGN
12.	Enactment of Decrees 2 and 3 of 1991, (abrogating Decree 31 of 1988) vesting full responsibility of	LGAs	Decree 2 and 3 of 1991

SN	Period	Governing/Controlling Organ	Instrument of authority or legal framework
	the administration of primary education in the LGAs)		
13.	Re-establishment of NPEC through Decree 96 of 1993 and the corresponding State Primary Education Boards (SPEBs) Local Government Education Authorities (LGEAs).	Federal Government States LGAs	Decree 96 Of 1993.
14.	Establishment of Universal Basic Education (UBE) programme, Setting up of the Universal Basic Education Commission (UBEC), State Universal Basic Education Boards (SUBEBs) Local Government Education Authorities (LGEAs). Authorities (LGEAs) in 1999.	Federal Government States LGAs	UBE Act 2004.

Invariably, prior to the 1999 constitution, the promulgation of Decrees 2 and 3 of 1991 vested full responsibility for the administration of primary education on the LGAs. This seems to be the most evident attempt to conform with the principles of decentralization of basic education management in Nigeria in the immediate past. In the post 1999 period available literature seem to suggest a partial conformity to the tenets of decentralization in UBE implementation. Notable trends in this regard has led to a situation where the Federal government subtly or consciously imposes very significant influence on State processes and practices in UBE delivery much to the extent that indigenous initiatives by States and LGAs are almost lacking in the UBE process. This scenario perhaps assumes a very frightening dimension at the LGA, school level and other grassroots structure as States wield a far more domineering influence on LGAs in UBE implementation thus weakening any prospects of independent action by LGAs in UBE implementation, contrary to constitutional mandates.

2.1.12 Factors Likely Responsible for the Seeming Failure to Effectively Decentralize UBE Implementation in the North Central Geo-political Zone

A large proportion of available literature and scholarly reviews on this subject suggest a number of political, economic and human resource challenges that seem to encourage the over-centralization of the management of basic education and the subtle but practical eroding of the powers of grassroots structures in determining and driving the course of basic education delivery in Nigeria. These factors among others include:

1. A prevailing culture and psyche of dominance by higher levels of governance on lower grassroot structures
2. Highhandedness and impunity by political office holders at the top echelon of government who wish to perpetuate the master servant relationship between federal and state structures.
3. The low level of compliance in the effective implementation and enforcement of Nigeria's constitutional provisions
4. Low political will by state officials to assume responsibility for social services that require states' expenditure of their lean resources.
5. Lean resources especially of LGAs leading to the inability to fund and execute aspects of the constitution for which the constitution confers responsibility on.
6. Low capacity of grassroots education administration officials and lack of capacity to initiate, own and plan for strategic basic education service delivery.
7. To some extent, poor stakeholder education and knowledge of the constitutional mandates for UBE implementation.
8. Lack of synergy between education service delivery agencies at different tiers of government

Obanya, (2012), aptly captures this politically induced challenge by maintaining that the inability to effectively decentralize basic education operations is a manifestation of the lop-sided federalism practice in Nigeria. He states that:

The true federalism challenge has been manifest in federal – state relationships in Nigeria since return to civil rule in 1999. From the federal side the complaint has been ‘failure of states to buy into federally-initiated initiatives. From the part of the States, it has been a posture of (a) don’t impose on us, and (b) since you retain the bulk of the nation’s revenue, be prepared to fund every initiative of yours. We need not talk of the local governments, who feel completely side-lined, especially in terms of funding (page 6).

On a related note, Baikie, (2002) highlights the human resource angle to the inability of grassroots agencies to assume and effectively deliver on their constitutional mandates regarding UBE delivery. He notes the apparent gaps in system management attributable to low capacity and affirms that ‘the capacity of staff must improve ... in educational management techniques and also be better informed about the purpose of Nigerian education in relation to the development of the nation’. Therefore, and as can be seen from the aforementioned issues, a combination of political and capacity related issues are central to the inability of government agencies at federal and grassroots level to effectively decentralize UBE service delivery.

From the foregoing it can be expressly stated that the UBE programme is implemented in the North Central geo-political zone by the State Universal Basic Education Boards (SUBEBs), who in partnership with the Local Government Education Authorities (LGEAs) and designated staff at the school level organize, administer, implement and supervise the various day-to-day classroom delivery and learning activities that take place especially in public owned primary and Junior Secondary schools. The level of implementation of the UBE programme varies from State to State depending on a number of factors including the perception of the importance of education among key stakeholders, availability of resources to establish relevant structures and facilitate on site

UBE delivery efforts. As is the case with other States of the Northern region, UBE delivery in the North Central geo-political zone is still in its developing stage as there is a large room for the attainment of notable UBE delivery indicators especially access by school aged children, quality of UBE offerings and the attainment of high levels of equity in UBE delivery.

The goal of decentralization is to redistribute authority with the view to enhancing the effectiveness of service delivery and guaranteeing the highest possible standards in the outcomes of the UBE programme especially in terms of learning achievement and the global competitiveness of the skills acquired through the process.

In view of the peculiar nature of our democratic practice and considering the critical requirements for ensuing quality in the UBE process, this study recommends the adoption of devolution as the type of decentralization practice that could benefit the country. Devolution allows elected officials at the grassroots level to appoint education sector managers, provide adequate resources especially financial resources for education service delivery and importantly makes them absolutely accountable both to the public and to those on whose behalf they were appointed.

2.1.13 Application of the Concept of Decentralization in Education in other Countries

Experts in the field of decentralization are fully agreed on the fact that the concept of decentralization applies and occurs primarily in one or more of three categories of the concept namely administrative, fiscal, and political and depending on the type of authority or responsibility that is devolved, (Falleti 2004; Martinez-Vazquez 2011; Braun and Grote 2000). However, scholars have also pointed out that these basic modes of decentralization could be interlinked in actual practice. It is important also to note that decentralization occurs between formal structures of governance.

However an exception can be obtained in the circumstance where governments at central and local level may go beyond decentralization and pass on functions to the private sector (e.g. utilities) or to non-governmental organizations (e.g. for hospitals) through deregulation and privatization of public service provision (Braun and Grote, 2000). The table below provides an insight to a few examples of education service management and decentralization practices in selected OECD countries.

Table 2.7: Examples of Education Service Management and Decentralization Practices in Selected OECD Countries

SN	Country	Operational Procedure, Framework and Practice
1.	Denmark	Responsibility for education is shared between the Ministry of Education, municipal councils and school boards.
2.	Finland	Education is the responsibility of the Ministry of Education in collaboration with municipalities. During the 1990s national control of compulsory and upper secondary level education was eased, and education providers now have considerable operational autonomy within national guidelines and objectives
3.	Ireland	Educational provision in Ireland is highly centralised. The Department of Education and Science, in addition to being responsible for policy development and the funding of education, also directly administers most aspects of school level education. A recent major study of the Department's operations recommended that a number of key areas of its activity should be devolved to outside agencies, thereby freeing it to focus on strategic and policy issues and on the evaluation of provision generally.
4.	Korea	The Republic of Korea has a decentralised political system. Education policy making is shared between the national government (which has responsibility for higher education, lifelong education, and national human resources development policies) and the provinces (responsible for primary and secondary education)
5.	Netherlands	The Dutch education system is in general a centralised system. This centralisation is balanced by the "freedom of education": the constitutional right to found schools in accordance with one's own religious or life principles and to have these schools financed by government. Increasing the autonomy of schools and institutions by deregulation has been a leading motive in education policy over the years.
6.	Norway	Education supervision in Norway is exercised by municipal authorities (compulsory education), county

SN	Country	Operational Procedure, Framework and Practice
		authorities (upper secondary education), and the Ministry of Education and Research (tertiary education). The Ministry has the ultimate responsibility for supervision of education.
7.	Portugal	Portugal is a unitary political system where the administration of education is largely centralised, with the major exception of the autonomous regions of the Madeira and Açores.
8.	Spain	Spain is a state, politically and administratively, structured in Regional Governments. The Regional Governments have responsibility for education.
9.	United Kingdom	The United Kingdom is a parliamentary democracy with a constitutional monarch as head of State. There is no one educational system in the United Kingdom, and there are important differences in curricula and examinations between England, Northern Ireland, Scotland and Wales.
10.	United States	The United States has a federal political system. Education policy making is shared between the federal government (which provides general policy guidance, support for special programmes and research, and enforcement of equal access laws), the States (which regulate the schools) and local school districts (which operate the schools)

Source: Recent education policy developments in OECD countries, 2003

Cikir, citing Schaeffer, (2005) maintains that globalization has propelled changes in many developed and developing countries leading to significant changes in the education system and the roles and responsibilities of education stakeholders. In these instances the concept of decentralization, especially in federated democracies have altered the relationships between central governments and their sub regional or local units as well as

the relationship between the ministry at the Federal level and the corresponding structures at the State and local level (Shaeffer 2005 in Cikir, 35).

On the African continent, several countries including Ghana, Nigeria and South Africa have developed their own profiles of decentralization in the education sector. In Ghana for instance, a comprehensive decentralization mechanism was developed in 1998 ‘as an alternative development strategy’ by the Ghanaian Government. Ghana’s decentralization practices are hinged on four interrelated pillars, namely political decentralization, administrative decentralization, decentralized planning and fiscal decentralization. Over time additional focus and a fifth paradigm, public-private partnerships, has received prominent attention and increased importance.

After 20 years of implementation, successes recorded include the emergence of local authorities vested with requisite authority and resources from the center, improved awareness among the citizenry, improved education infrastructure and support from other arms of government as well as improved collaboration with the grassroot actors and development partners. Though there are issues that suggest further reform, the reality is that the concept and practice has served useful purposes for which others can draw lessons from (GMLG&RD, 2010).

Citing an example of what it refers to as ‘politically driven education decentralization’ in Ethiopia, USAID/EQUIP (2011), identified the process in Ethiopia as being ‘part of a wider government decentralization effort’ that took place after the country’s civil war. The initiative in Ethiopia is said to have amplified the power and voice of the predominant ethnic groups with a view to halting social discord along regional paths that also reflected ethnic sentiments and affiliations. The decentralization effort in Ethiopia which paved way for the transfer of social service delivery responsibility to the regional level of government became a useful reform measure in ensuring a successful politically

driven decentralization as is also the case in the Philippines, Spain, and Sudan (Gershberg & Winkler, 2003; Bray, 2003 cited in USAID/EQUIP, 2011).

Table 2.8: Lessons Drawn from the Decentralization Experience of Five Latin American Countries

SN	Lessons drawn from the Decentralization Experience
1.	The influence of historic, geographic and cultural factors must be taken into consideration.
2.	What is entailed are long-term social, political, economic and technical processes (acceleration produces tensions, conflicts and adverse effects). They must be planned and managed throughout the successive stages of their implementation.
3.	It is necessary to modify the legal framework of decentralization in general and make it compatible with that of decentralization in education.
4.	Decentralization occurs in the context of structural reform processes aimed at deconcentration, participation, regionalization, municipalization and privatization.
5.	It is important to promote the influence and role of representative civil society bodies (follow-up, demand, requirement, intermediation, participation, provision of services).
6.	Economic and fiscal crises can be factors that trigger, speed up or slow down decentralization processes.
7.	The size and diversity of the country and its population, land use planning, and the development of communication systems and other infrastructures influence the process
8.	Some medium- and short-term emergency measures may jeopardise the process in the long term when they are not integrated into an overall strategy.
9.	In response to demands mainly from outside the education sector for greater control and effectiveness of expenditure, the education sector argues in terms of quality and optimum cover of the school-age population
10.	The strategies adopted lie between two extremes, "normative strategies" and "open strategies".

Source: UNESCO, 2005

The socio-political structure of Nigeria prior to and after independence in 1960 has continued to play very key roles in the formulation and implementation of education policy. Additionally and as UNESCO (2005) notes, Nigeria's diverse socio-cultural diversity holding over 170 million people and over 200 language groups makes decentralization an acceptable reform measure. Education in Nigeria is on the concurrent list and the three tiers of government; federal, state and Local Government Councils have designated responsibilities in education delivery with the federal government having

responsibility for tertiary education while States and Local Governments are saddled with responsibility for the provision of Secondary and primary education respectively (FRN, 1999). Thus the approach to educational practice and management in Nigeria is prescribed by the constitution to be a decentralized mechanism.

Though UNESCO (2005) maintained that decentralization enables formal education delivery to be modified to suit the socio-economic and cultural differences of individual federating units, notwithstanding it also admitted that in practical terms a lot of bottlenecks and constraints exist in the decentralization process. Nigeria's UBE programme presents a typical scenario of such challenges thus:

The UBE management framework allows for decentralization and devolution of powers down to the grassroots level, but limited autonomy could be exercised at the lower levels, and bottlenecks appeared. For instance, the Local Government Education Authorities (LGEAs) were supposed, in principle, to be responsible for the recruitment and posting of primary school teachers but they are unable to do this without the approval of the State Primary Education Board (SPEB), which, itself, cannot execute the policies of the UBE programme without the approval of the State Ministry of Education (UNESCO, 2005, p. 24)

Another typical example of Nigeria's decentralization challenge can be found at the school level. At this level of school governance, there has been a long history of non-involvement of local communities in school governance despite the fact that grass root actors provide considerable material support to public primary schools. Their input notwithstanding, their involvement in school administration prior to the roll out of federal government directed School Based Management Committees (SBMCs) have been relatively weak. In the area of funding UNESCO observes that:

Through disbursements from the Federation Account, the Federal Government affects the revenues of State and Local Governments and thus, their sources of funds for education for the further decentralized authorities. Over time, the powers and responsibilities of the three tiers of government have been undergoing some metamorphosis with no single tier having absolute responsibility for education but rather varying degrees of overlap. Furthermore, it is the Federal Government that decided on the

abolition of user fees implied in the declaration of UBE thereby offering itself as a major source of funds for primary education.

Quoting Afrobarometer (2002) cited in Ihene (2002), UNESCO further highlights the report of a research finding, which indicated that 67% of stakeholders “accept user fees for schooling if it is linked to improve standards”. The report further notes that ‘State and Local Governments also decide on sources of primary education funds within their own borders to the extent that decisions are complementary and non-contradictory to Federal Government decisions’. Still on the issue of funding UBE delivery as part of the decentralized approach to education delivery, it is debatable if the UBE Act 2004 which empowers the Federal Government to intervene in the provision of basic education, though intended to inject sanity on the process has not hindered the effectiveness of the decentralization approach to basic education delivery.

The insistence by development partners that grass roots actors be involved in the execution of partner funded projects had in time past only succeeded in throwing up public servants or government representatives at such project execution.

2.1.14 The Policy on Educational Decentralization

Decentralization is envisaged as a fundamental mechanism for instituting greater accountability in governance, better local participation, and improved efficiency in service delivery. The efficacy of decentralization as an instrument for improving service delivery is not in doubt. Notwithstanding there has to be a reliable and conducive policy environment to ensure that the decentralization process achieves intended results. In Nigeria, decentralization in education is safely anchored in existing legal frameworks. The policy thrust for Nigeria’s educational decentralization is hinged on the 1999 constitution which clearly demarcates the respective powers of the three tiers of Government (federal state and local governments). Notwithstanding, the policy framework permits federal influence on the operational frameworks instituted by States

and LGAs through broad macro policy provisions which serve as basis for sub-national practices in line with their peculiarities.

The 1999 Constitution places education delivery on the concurrent list in such a manner that allows the three tiers of government (Federal, State and LGAs) to hold and exercise constitutional right to intervene in its citizens' education (FRN, 1999). Furthermore, the National Policy on Education (NPE) which provides very definite directives for all educational practices in the country serves as the major policy framework for the practice of educational decentralization in Nigeria (Osaigbovo, 2013). As enshrined in the policy, education is the springboard for attaining national development. Thus the dispersion of efforts across the three tiers of government through decentralization is one of the major policy thrust in this direction. The fundamentals of the policy direction as regards decentralization is to ensure that the 'decentralization of education at the federal level to the state and local government level, will serve as a panacea for functional education for values, knowledge, skills and national development, and encourage creativity and innovation in our educational system' (Osaigbovo, 2013). On the financial side, Nigeria's Revenue Mobilization and Fiscal Commission policies give support to decentralization through statutory federal resource allocation to the three tiers of Governments on predetermined basis (Fao, 2005).

2.2 Empirical Review/Review of Previous Studies

There are few empirical evidences on decentralization of education service delivery in Nigeria and particularly aspects of the principles of decentralization that have been applied in UBE delivery in the North Central geo-political zone and Nigeria in general. Notwithstanding the paucity of significant empirical evidence in this respect, this study enquired extensively into available and related empirical evidence on the subject matter.

Ikoya, (2007) appraised regional compliance to laws regarding decentralization especially in relationship to the establishment of Education Boards and Committees. The study employed an ex post facto design research methodology using data sourced from 1,939 key education stakeholders within a three-year period (2003 – 2005). Ikoya's study which deployed comparative means in analyzing the data collected among other findings found low compliance to Nigeria's education decentralization laws. The findings from Ikoya's study confirmed a high degree of complacency in regional or state compliance to federal education reforms and recommended improved steps in this regard as well as broad based representation in state organs set up for education service delivery at all levels.

A separate study by Ikoya, Brown and Nnamani (2015) studied the application of the concept of decentralization in Nigeria. Questionnaires were deployed in collecting data for this study from 550 respondents. Mean and standard deviation were used to test research questions while ANOVA was used to test the hypotheses formulated for the study. The study found that the distribution of functions for education service delivery among federating organs (Federal, State and LGAs) as well as allocation of resources for education service delivery are primary among aspects of the principles of decentralization that are in force in the Northern States. Further analysis of data collected for the purpose of the study confirmed that autonomy of federating units in the performance of assigned roles in education and interference in the activities of self-governing units only within the boundaries defined in law have been subject to various perceptions by stakeholders across states. However, the study affirmed that there are very low levels of enforcement and compliance by different levels of government to the application of the principles of decentralization in the geo-political zone and in the country in general.

Foremost among the various aspects of the principles of decentralization identified in the various empirical works are political and to an extent fiscal decentralization in varying degrees primarily from the Federal to State Governments and to a lesser extent from State Governments to LGAs. The study by Khemani (2001) seems to provide direction on possible assessment of the difference between States and LGAs in the application of the principles of decentralization in the implementation of UBE programmes in their domain. The study drawing from the fieldwork undertaken in 6 states and 12 LGAs in Nigeria sought to determine the impact of the decentralization arrangement on basic service delivery in four key areas: primary education, primary health care, potable water and sanitation, and local roads linking communities to schools, health facilities, markets etc.

Two findings of the study are worth noting. Firstly, is the fact that though the federal government acknowledges states and LGAs' responsibility for basic services like education and health care, it nonetheless distrusts their capacity to do so effectively and thus intervenes extensively largely through direct investments. Citing the federal interventions in UBE delivery as one of the various instances, the study pointed out that States have resented this intrusion and complained about such direct interventions by elements in higher levels of governance. This study on the other hand noted that LGAs welcome this development regarding it as normal. Secondly, the result from the study indicated that States seem to have taken full control of basic services including the responsibility of LGAs. States assumption of the roles designated for LGAs, the study noted, has led to the clamor for increased fund allocation to States (Khemani, 2001).

Olowu, Dele (2018) conducted a research for the United Nations Research Institute for Social Development (UNRISD), Geneva, Switzerland on New Directions in Social Policy Decentralization and Social Innovations in Africa. Olowu's study developed 6 research questions, objectives and hypotheses to test the broad thesis that 'sub-national

institutional capacity and institutional diversity could, under some conditions, enhance the effectiveness and impact of new social policy’. The study used secondary data as well as interviews in collecting information from an unspecified number of respondents who were involved in social reforms or observed the various social policy reforms in Rwanda, Uganda and Nigeria. Olowu’s focus on the social policy reform in Nigeria dwelt mainly on government’s efforts in decentralizing the Universal Primary Education (UPE) programme between 1976 and 1993. Data collected as part of the study were tested mainly by desk research methods. The study’s findings indicated that there was a high level of decentralization of financial resources but noted however that ‘additional financial resources came with greater controls on local level actors ... as well as direct administrative actions such as the suspension of some districts or municipalities and/or dismissal of elected political actors and their replacement by appointed officials’.

The study confirmed the view of other empirical works whose findings indicated that Federal and State governments consciously or otherwise interfere and pose severe restrictions on Local Governments’ independence and autonomy in performing designated constitutional roles. Olowu’s study therefore aligns with the core elements of this study which has to do with the fact that States and Local Government Areas in the North Central to a large extent have interferences and do not enjoy due autonomy in the performance of assigned constitutional roles in UBE implementation. The study recommended the abolition of policy and legal provisions which provide basis for Federal and State incursions into the affairs of LGAs.

Oriakhi (2006), cited in Akpan, (2011) provides empirical information on the resource allocation aspect of decentralization commonly referred to as fiscal decentralization. Oriakhi studied the relationship between fiscal decentralization and efficient service delivery in Nigeria and deployed questionnaires among 920 respondents to collect data

on their perception of the impact that resource allocation has on efficiency in the delivery of public service. The study used mean and standard deviation to test research questions, while Chi-square was used to test the hypotheses. This study found that sub-national entities like States and LGAs parade poor service delivery indices due to a number of constraints including a mismatch between responsibility and resource base, lopsided allocation in favour of the federal government and ineffective monitoring of government expenditure. The study while recommending the reformation and modernization of budgetary and financial management institutions emphasized improved and increased devolution of responsibility to grass roots organs alongside commensurate resources for social service delivery. The study further solicited the inclusion of community organs in the budget and allocation of resources from the federal government. Importantly, the study recommended the empowerment of community actors for the tracking of government expenditure.

A study by Khemani (2004) on the impact of intergovernmental fiscal relations on local accountability provided a framework for assessing another aspect of the core principles of decentralization in Nigeria; allocation and ensuring availability of required resources to federating units. The study specifically focused on the effectiveness of financing decentralization through appropriate intergovernmental fund transfers especially in the health and education sectors. The study deployed a survey technique in sourcing data from 952 respondents in 30 LGAs in Kogi and Lagos States. Mean and standard deviation were used to test the research questions while ANOVA was used in testing the hypotheses formulated to guide the study. The result of the study provided evidence on the fact that though there is a constitutional mandate for financial decentralization from the federal to State and subsequently to LGAs, in practice this aspect is fraught with a lot of inconsistencies leading to a number of negative consequences especially the inability

of States and LGAs to pay the legitimate remunerations of employees (especially health workers and primary school teachers) which more often than not, is premised on lack of funds. Khemani's empirical work confirms this study's notion that States and LGAs hardly possess the financial wherewithal to satisfactorily meet their various social service delivery obligations especially in health and education and recommends improved and direct financial allocation to LGAs.

Ngwoke (2012) conducted a study on how newly created LGAs in the 4th Republic have met the objectives of decentralisation which improved service delivery at the grassroots. Using a survey design comprising of interviews of development centre officials and distribution of questionnaires to citizens of development centres, this study collected data from a sample of 3 out of 64 development centres of the 3 senatorial zones. 2 senior officials in each Development Council and 20 citizens including school teachers, operators of small-scale businesses and community leaders provided responses which were analysed for results. The study revealed that though there is a level of political decentralization, in reality, the absence of financial resources rendered the grassroots level of government incapable of exercising other related aspects of decentralization.

Khemani (2001) offers an insight on the compliance with legal provisions in federal interventions in State UBE delivery efforts as well as State interventions in LGA UBE delivery efforts. Through Khemani's report on Fiscal Federalism and Service Delivery in Nigeria: The Role of States and Local Governments. Prepared for the Nigerian PER Steering Committee, Khemani's report is the outcome of analysis of policy documents and practices especially in the education and health sector.

Tracing the history of Nigeria's federalism and decentralization practice, Khemani's report notes that the current federal arrangement in Nigeria is a legacy of military rule

and that from historical antecedents ‘states and LGAs were created to behave more as agents of the center, and perhaps for the primary purpose of political distribution of national resources, and not for effective delivery of public services’. From this perspective, higher levels of governance can and do interfere or intervene in responsibilities of grassroot organs with or without recourse to the legal provisions. Khemani observes a paternalistic mind set by the Federal Government as it chooses to treat education and health service delivery as national priorities and thus intervenes extensively through direct investments. The report suggests that such direct interventions may not necessarily receive the endorsement of the grassroots organs or be in line with their priority needs. Khemani cites the example of Federal Government’s deduction of teachers’ salaries from LGEA allocations and the eventual legal battle that ensued until the Supreme Court declared such as an illegal usurpation of LGA authority and responsibility.

The report provides another example of Federal interference in grassroots development initiatives without recourse to the constitution or the autonomy principles embedded in the tenets of federalism, as it highlights State governments complain that they are not adequately consulted about the size or location of federal interventions in their domains. Khemani’s report points to the disregard of the autonomy of federating units, disregard for the collaborative nature of social service delivery within a federating entity, lack of proper consultation among key agents of the three tiers of government and absence of participatory involvement in social service delivery. While upbraiding the heavily centralized mentality in key social service delivery in Nigeria, the report suggests among other things the exploration of further innovative institutional reforms that can attract improved resourcing and effective human capacity for driving social service delivery by grassroot organs. In this direction, accountability, capacity and efficient resourcing are

listed as key drivers of an innovative reform that could serve the interest of the larger Nigeria population.

Omeje (2011), conducted a study on Local Governments and challenges of decentralization in Nigeria focusing on the Enugu State Local Government System between 1999 and 2010. The study which was a descriptive survey targeted 270 respondents in 9 LGAs of Enugu States. Data was collected from respondents through questionnaires and structured interviews on the challenges faced by LGAs in implementing decentralization at the LGA level. Mean and standard deviations were used to test the research questions. Data analysis revealed that the extent of decentralization at the LGA level depends largely on the political disposition of political leaders at the federal and state level. The analysis also revealed that poor LGA service delivery was as a result of ineffective decentralization practices. The study recommended that federal and state governments should expand the functions of local governments by effectively decentralizing their powers and expanding the revenue capacities of local governments to enable them discharge their primary constitutional responsibilities and to contribute effectively to national development. The study thus informed that improper or ineffective decentralization practices in which States and LGAs are not conferred with requisite authority and powers to act independently without recourse to higher levels of governance as well as poor financial allocations to grassroots organs posed severe constraints to decentralization in Nigeria.

Of note to this current research work is another empirical study that points to some of the major constraints that Local Government Councils face in their attempt to effectively apply the principles of decentralization. Ikeji, (2013) conducted a study on decentralization and democratic governance practices taking a sample of 900 respondents selected from a stratified random sampling from three leading political parties in Cross

River State. The study focused on respondents' perception of State Government's involvement in the activities of Local Governments. Using questionnaires for data collection and one-sample t-Test for data analysis, the study's findings indicated that actors in the political arena perceive decentralization as a political exercise rather than an avenue for improved service delivery. Following this faulty perception, political players especially at the higher echelons of state (Federal and State), often seek ways of frustrating effective decentralization through various direct and indirect control of the governance, administrative and service delivery processes at the State and LGA level. Importantly, the study found that the involvement (interference) of State Governments in Local Government affairs does undermine the capacity of local councils to act effectively and deliver the services they are set up for thus seriously undermining their capacity to function effectively. The study also indicated that LGAs being the creation of the State and to some instances, having the influence of the Federal Government, are easily prone to manipulation and coercion by higher tiers of governance. This study observed that efficiency indicators decline especially when there are negative trends in the relationship between the different tiers of government. Key among such negative indicators which particularly poses serious constraints to decentralization include interference in Local Government's activities by state and central government as well as inefficient resource allocation to sub-national entities.

Achimugu, Hassan, Stephen, Makoji Roberts and Agboni, Uyo Joy (2013) conducted a study on Local Government service delivery viz-a-viz the expectation of people. Using judgment sampling technique involving 61 respondents, the study investigated LGA's capacity to effectively deliver social service in line with the decentralized responsibility sharing concept of Nigeria's federal principles. The case study deployed a questionnaire to collect data from 700 respondents mainly employees and other stakeholders in Ofu

LGA of Kogi State in the North Central Zone. Mean and standard deviations were used to test the research questions while ANOVA was used to test the hypotheses. The study found that the LGA performed very poorly in most aspects of social service delivery on key indices under investigation including basic education delivery. The findings weighed in heavily on the fact that LGA performance does not justify the resources allocated and expended and identified interference by higher authorities, absence of civil interface and consultation, dearth of citizen participation in LGA operations, corruption, lack of transparency and lack of accountability among the key factors responsible for the dismal performance of the LGA. The study recommended improved oversight on LGA operations, participatory decision making especially involving citizens, and greater autonomy for LGA operations as key to the turn around and enhancement of LGA operations and their capacity to deliver on their given mandates in line with the decentralization principle.

Fatile and Ejalonibu (2015) undertook a study that determined the linkage between decentralization and Local Government Autonomy as it relates to quality service delivery in Nigeria. Drawing from historical inferences the study confirmed that LGAs are too tightly controlled by states to be able to perform their roles as outlined in the legal framework. The study implied that LGAs are lagging behind in implementing aspects of the principles of decentralization on account of their lack of autonomy and independence, administratively, politically and financially. The study recommended that LGAs be given substantial autonomy as a foundation for their capacity to offer expected services.

Most of the empirical studies referenced in this study highlighted the fundamental issues regarding decentralization practices and particularly the responsibility of the Federal Government, States and LGAs in education service delivery. Majority of the studies have identified the major challenges affecting decentralization practices to include a

misconception about the purpose of decentralization where it is perceived in certain quarters to be a political process. Undue interferences by higher levels of governance, usurpation of roles hitherto assigned to LGAs by States and poor resource allocation to grassroots organs have also been identified as being among the major challenges which further pose serious constraints to decentralization practices especially at State and LGA level. In recommending steps that could be taken in enhancing the application of the principles of decentralization at all levels, Ikoya, (2007), Olowu (2018) Oriakhi (2006), Khemani (2004) and Omeje (2011), recognized improved compliance to the implementation of education reforms, abolition of policy and legal provisions which provide basis for Federal and State incursions into the affairs of LGAs, improved devolution of responsibility to grass roots organs alongside commensurate resource allocation for social service delivery, improved and direct financial allocation to LGAs, and the expansion of the functions of local governments by effectively decentralizing their powers and expanding the revenue capacities to enable them discharge their primary constitutional responsibilities and contribute effectively to national development respectively as being crucial to efforts at enhancing the prospects of effective application of the principles of decentralization in UBE delivery.

The submissions by the aforementioned authors and researchers on basic education delivery and decentralization practices in Nigeria have been reviewed and discussed in line with the objectives of the study. The empirical studies dwelt on the theoretical and conceptual frameworks relating to the decentralization practices in Nigeria's social service delivery architecture particularly that of the education system where the UBE programme is one of the major interventions. The empirical studies cited focused primarily on the roles played by or expected to be played by stakeholders at different levels of governance in the UBE programme implementation.

This review established the fact that the various levels of government in federating democracies especially States and grassroot actors are often accorded a level of freedom to exercise the constitutional mandates associated with social service delivery obligations especially for education and other critical socio-economic initiatives. Furthermore, the literature revealed that where the independence and roles of lower levels of governance are infringed on such practices could negate the principles and liberties associated with democratic tenets. Furthermore, when the central government imposes its influence on other lower levels, especially over responsibilities constitutionally assigned to regional or grassroot organs, such practices could impede the evolvement of people-oriented policies and result based implementation mechanisms. Taking a cue from the principles espoused in the theory of separation of powers and the theory of fiscal federalism the literature review highlighted the need to adhere to and respect the sanctity of legal and policy prescriptions regarding the right of federating units in developing needs-based social service delivery programmes that can ensure that they fulfill their obligations to their citizens and also ensure cordial intergovernmental relationships among the different tiers of government.

The review of empirical work on decentralization practices in education service delivery particularly in the North Central region and in Nigeria at large pointed to an interesting but salient departure from the legal provisions and drew attention to varying practices that negate the fundamental principles which ought to be adhered to by every level of government within Nigeria's federating structure. The evidence from the literature and empirical works consulted in respect of decentralization practices in Nigeria's education delivery suggests that the three tiers of government (Federal, State and LGAs) and their agencies have reasonably applied few aspects of the principles of decentralization in their UBE operations. Chief among this is ceding responsibility for UBE delivery, in principle,

from the federal to State governments and to some extent the local councils and also providing financial support directly to State Governments for basic education.

While agreeing that the concept of decentralization is a complex phenomenon and that there is a significant body of knowledge on this in Nigeria, it is worth noting that the vast majority of existing literature and empirical work in this respect focuses mainly on general aspects of education and health, these two being the core of government's social service delivery efforts. The focus on general aspects of education delivery in the existing body of knowledge on decentralization readily implies that there is a research gap as there exists a need to specifically enquire into the decentralization practices in major aspects of education service delivery in order to seek possible answers to the various operational hiccups notable with each level of education in the country.

Enquiring into the decentralization practices that are specific to the basic education sub-sector which the current study set out to has the added value of providing further empirical evidence on the status of application of essential elements considered critical for effective decentralization of education service. These elements include the full compliance with the policy and legal framework for the sharing of functions for education service delivery among state organs, autonomy of federating units in the performance of assigned roles in education delivery, availability of appropriate resources for the discharge of given tasks and non-interference in the activities of other self-governing units. Apart from bridging the aforementioned research gap, this study has an added advantage of employing a qualitative as well as quantitative approach in its enquiry with a view to ensuring that its findings and recommendations contribute to the country's quest for improved investments in, management and performance of the basic education sub-sector at all levels. This approach, the findings and eventual

recommendations of the study should prompt the re-appraisal of the UBE implementation framework at all levels with the view to reinvigorating the process and empowering local actors; States and LGAs who have constitutional right for UBE programme implementation to assume full responsibility and provide direction, in line with local peculiarities, instead of being subject to dictates from and relying on the influence and financial resources of higher authorities in the programme implementation. This is in consonance with the submission by Olumuyiwa, (2016, p. 23) who posited that the exercise of the mandate for designated aspects of social service delivery under the separation of powers ‘must conform to the spirit of the constitution, as well as the stated objectives and intents of the federal government to focus on policy, strategy and standards and to let the states and local government authorities take charge of the delivery of education services’. Bearing in mind the gap between the constitutional provisions and the various concerns raised in the literature and empirical works reviewed, this research proceeded to investigate the UBE programme implementation practices especially on key variables that relate to the decentralization of education service delivery in the North Central geo-political zone of the country.

2.2.1 Implication of the Literature Review/Summary

The preceding chapter discussed the concept of decentralization of education as a significant shift or transfer of authority, responsibility and influences that affect the process and operations of educational services within a given socio-political space. The chapter highlighted the historical perspectives and application of the related concept across various democratic frontiers. The chapter identified increased inputs, improved operations and enhanced systems capacity to attain stated goals as some of the added value accruing to the education system as a result of decentralization. The discussion on the concept of decentralization in the chapter was founded on two theories namely the

Theory of Separation of Powers and the Theory of Fiscal Federalism. The Chapter highlighted the constitutional direction for basic education in Nigeria and introduced the UBE programme of the Federal Government of Nigeria as a supportive intervention towards assisting States in UBE delivery as enshrined in the 1999 Constitution. It emphasized that the abdication of authority or responsibility for basic education service delivery, either in part or whole by States and Local Governments or the imposition of the influence of the central government on this process either subtly, covertly or overtly amount to a negation of the principle of the separation of powers.

Finally, the chapter reviewed the educational decentralization features in UBE Programme implementation and particularly the practice in the North Central geopolitical zone. The States in the zone, having domesticated the UBE Act are noted to have provided the legal framework and basic structure for education decentralization for UBE delivery and in their domains. However, the literature review notes that the systems put in place still have traces of dependence on federal structures and resources thus impeding efforts at ensuring ownership and full assumption of responsibility for UBE delivery in the grassroots as prescribed by the constitution and UBE Act 2004.

Generally, the empirical literature on the extent (or influence) of decentralization on education delivery in Nigeria is scant. However available empirical studies relating to this discourse indicate that varying degrees of political and fiscal decentralization are among the major aspects of the principles of decentralization that are reflected in the UBE implementation process in the North Central Zone. Evidence from the studies reviewed seem to suggest a low extent of the application of these principles on account of the fact of interference by higher tiers of governance and poor resourcing which in every area undermines the capacity of the lower tiers of governance in conforming to the principles of decentralization. Importantly, available studies which dwell primarily on

fiscal decentralization focus on issues that helps promote the understanding of the benefits (or otherwise) that accrue to the social service sector through the strict implementation of fiscal decentralization. Evidently there is a large gap in that there is no empirical work that focuses on the administrative and managerial functions relating to decentralization and especially targeting the basic education sector. The magnitude of this gap can best be weighed against the back-drop of the seeming low UBE performance indicators and the need to revitalize its implementation framework to achieve better results. This is what the current study sought to achieve.

2.3 Theoretical Framework

The study identified two theories relevant to the concept of inter-governmental relations and participation, social service delivery, education management and particularly decentralization which was the subject under investigation. These theories are John Locke and Baron de Montesquieu Karmas' theory of the Separation of Powers and Richard Musgrave's theory of Fiscal Federalism.

2.3.1 The Theory of the Separation of Powers: John Locke and Baron de Montesquieu Karmas (1978)

The systematic and scientific formulation of the theory of the separation of powers is attributed to two political theorists, John Locke of Britain and the French jurist Baron de Montesquieu. Political scholars indicate that the theory is an off-shoot of the teachings of Aristotle. Discussing in one of his books 'Esprit de Lois' (The spirit of laws) Montesquieu maintains that no one person should be conferred all the three types of dominant powers associated with the running and maintenance of state; legislative, executive and judicial powers. Rather, Montesquieu advocates the separation of powers and functions between the legislative, executive and judicial arms of governance (Singhroll, 2016).

The theory is founded on the principle of diffusion instead of the concentration of power. In very simple terms, the theory of separation of power implies that a separate body administers each of the three key departments of governments without any one exercising control over another. The sustenance of liberty and avoidance of tyranny are justifications for the separation of power.

The separation of powers is practiced successfully in a democratic setting together with the tenets of federalism. According to Beckett, (1988) 'like separation of powers, federalism obliges government to control itself'. Under federalism, local majorities curb the power of national majorities, thus making seizure of power by a national majority difficult.' So while the theory of separation of powers guarantees the efficient sharing of authority between the three arms of government in a State, it further enables the sharing of powers and responsibility between central and sub-units in a federal system in a manner that ensures equity and safeguards the interest of components of the federating system.

Putting this theory in the context of this study, the Nigeria State, as a federating democracy has shared powers among the central and federating units which are saddled with specific responsibilities as enshrined in the constitution. Though there are aspects of social service delivery that rest with States, the law permits some oversight functions by the central government in line with the need to maintain uniformed control and ensure quality in aspects of socio-economic activities. Though education falls within the concurrent list, certain aspects of educational service delivery, especially the provision of basic education lies squarely with Local Governments and States.

In spite of the coordinatory role expected to be played by the central government in policy formulation (Outlined in Table 1, page 3), and going by the theory of separation of powers in a federal structure, LGAs and States should in tandem with the provisions of

Nigeria's 1999 Constitution, as amended, take the leading role in key aspects of primary and secondary education service provision including, contributions to policy development and implementation, planning and decision-making, funding, quality assurance, teacher development, recruitment and motivation, infrastructural development, provision of and application of a needs based curriculum and instructional materials, stakeholder and resource mobilization among others.

The abdication of authority or responsibility for basic education service delivery, either in part or whole by Local Governments and States or the imposition of the influence of the central government on this process either subtly, covertly or overtly also amounts to a negation of the principle of the separation of powers. Leaning on the argument by Beckett, 1988 one of the fundamental impact of a scenario where the concept of separation of powers between central and federating states is not effectively implemented could be the loss of capacity of States and other federating structures to make and control the choices or policies that immediately and directly affect the lives of the people that they are primarily responsible for. In this case it would be difficult either for the central government or the responsible federating units to effectively fulfill its mandate and play expected roles, especially in a complex venture like basic education delivery and also in a multi-cultural society, as the case is in Nigeria. This theory is relevant to this study as it provides a fundamental frame for identifying what ought to be the best federating practice and basis for comparing if the current trend of decentralization and inter-relations between the three tiers of government in Nigeria conform with the basic theoretical foundation.

2.3.2 The Theory of Fiscal Federalism: Richard Musgrave (1959)

Fiscal federalism refers to the division of responsibilities as well as the financial resources between federating political entities. It defines the mechanisms for the funding

of the various roles and responsibilities of sub-national units by the central government in a federating structure (Maypole, 2017).

The theory of fiscal federalism pounded in 1959 is credited to American economist Richard Musgrave. The theory is hinged on the fact that the central government in a federating political arrangement is capable of addressing governance challenges in local governments by providing the necessary balance towards addressing resource gaps and uneven distribution of wealth. The theory maintained that it is the responsibility of the federal government to distribute authority and commensurate resources to States who can further allocate such resources to other grassroots structures on the basis of the needs. Fiscal federalism thus concerns itself with the functions of decentralized units within a polity and the mechanisms associated with providing the financial resources for carrying out such responsibilities.

The theory is very significant to this study especially in the sense that in Nigeria's current arrangement for education delivery the central government is expected not only to yield political or administrative powers to sub-national units especially in basic education delivery, but also ensure a fiscal arrangement that guarantees the availability of sufficient (externally and internally generated) resources for same. In essence the theory of fiscal federalism implies that central government should share responsibility with lower levels of governance and also maintain a robust mechanism for ceding financial resources to such an extent that the federating units are capable independently of fulfilling their roles without any hindrance. Relating this theory to the discourse on decentralization of UBE, it would imply that Federal directives for UBE implementation and transfer of responsibilities to States and LGAs for Primary and Secondary education should be complemented with sufficient and a reliable UBE funding mechanisms that guarantee States and LGA's freedom and capacity funding dictate that provide highest possible

standards in UBE programme implementation. This theory implies that it is futile to allocate political and administrative power to subnational units without commensurate financial empowerment.

The theory by implication, as it relates to the present discourse, suggests that sharing of authority and administrative responsibilities for education ought to be complemented with a healthy mechanism for resourcing education delivery services that is commensurate with the roles assigned each sub-national unit.

In view of the overriding importance of education to the society and the great value that it foists on its patrons it becomes very important for every necessary step to be taken in ensuring that the approach and mechanisms set forth for education is such that guarantees the best possible results for the individual and the society. In this direction it becomes very imperative for state actors to ensure a complementary match between responsibility distribution with funding and other important resource requirements. This theory is relevant to the study as it brings to the fore the need to ensure that Nigeria's education decentralization framework and practice, conforms not only in principle to responsibility sharing but also practically provides the resources especially the financial wherewithal for sub-national entities to efficiently handle assigned responsibilities as well as effectively meet the enormous requirements for education service delivery.

CHAPTER THREE

RESEARCH METHODOLOGY

This chapter deals with the procedure used in carrying out the research. It presents the research design, population and sample, sampling techniques, instrumentation, instrument development procedures, validity and reliability, data collation, instrument administration and method of data analysis.

3.1 Research Design

A descriptive survey research design was used for this study. The descriptive research is a research method that enables the gathering of data about prevailing conditions or situations regarding a phenomenon for the purpose of describing or interpreting the phenomenon (Aggarwal, 2008). It allows for reliable judgment to be made of the characteristics of individuals within the group as well as the entire group itself. The choice of the descriptive survey fitted perfectly with the objectives of the study especially its focus on determining the current decentralization practices viz-a-viz what is expected in terms of UBE implementation. The survey design method revealed the current patterns of decentralization in UBE implementation and provided basis for comparison and judgment on its potentials for guaranteeing the attainment of programme goals or otherwise.

3.2.1 Population of the Study

Population of the study is the total number of and overall spacial and people considerations within which the data collection exercise will be centered on. This study's population had a total of 37,331 personnel located in the 6 States (Benue, Kogi, Kwara, Nasarawa, Niger, Plateau and Federal Capital Territory (FCT),) in the North Central geo-political zone and who are saddled with responsibility for administering and playing other very active roles in the day to day operations of basic education institutions at the

Federal, State and LGA level. The population comprised UBE administrative personnel at the FME, UBEC and related federal agencies as well as UBE implementation officials at SUBEB and LGEA levels in the North Central geo-political zone. Additionally the population included UBE delivery advocates and support structures like civil society organizations involved in education service delivery at all levels. Table 10 provides details of segments of the population that the study focused on.

The target population of 35,835 UBE education personnel operating in the North Central geo-political zone comprises those saddled with responsibility for the coordinating UBE programme implementation, implementing the routine policies of government regarding UBE delivery, monitoring UBE programme implementation and providing sundry support services that relate to teaching, learning or UBE governance in the geo-political zone. At the federal level they include officials serving at the Federal Ministry of Education and specifically those in the Department of Basic and Secondary Education. Others in the federal category include, personnel of the Federal Inspectorate Services operating in the North Central geo-political zone, UBEC Management staff, UBEC Zonal and State offices in the North Central geo-political zone, UBEC planning and legal officers and UBE programme Civil Society advocates. There are 142 of such personnel at the federal level. This amounts to 0.4% of the target population. At the State level there are 1,014 focal persons representing 2.7% of the target population. These comprise SUBEB Management staff and other UBE system administrators and implementers at the State level. The majority of the target population totaling 36,175 persons representing 96% of the target population consist UBE System Administrators at the LGA level particularly LGA Education Secretaries, UBE institution managers (Head teachers in Primary and JSS schools and non-state UBE implementation actors and collaborators like

the Parents Teachers Associations (PTAs), School Based Management Committees (SBMCs), etc.

The aforementioned population, generally within the age bracket of 20 – 60 exists in the context of carrying out federal and state UBE policies related to UBE delivery. Their roles include facilitating teaching and learning in line with the schedules of duty attached to their responsibilities either as participants in education system administration or actual impartation of skills to learners in the classroom setting. The study felt satisfied that population by reason of literacy and socio-economic status would be best suited to provide objective views on the major issues regarding the study.

Table 3.1: Summary of the Population of the Study by Location of Official and their Primary Role within UBE Programme Implementation

SN	Category/location of official	Primary assigned role within UBE programme implementation framework	Number of persons this category	Category as a percentage of the target population
1.	Federal level	UBE coordination at the Federal Ministry of Education (FME) and UBEC	142	0.38
2.	State level	UBE system administration and implementation, coordination and monitoring at the State level	1,014	2.71
3.	LGEA level	UBE programme school level administration and implementation, coordination and monitoring	36,175	96.9
Total			37,331	100

3.2.2 Sample and Sampling Techniques

A sample is a portion or part of a whole. It represents and provides inference on features, character or quality of the whole population from where it was selected. Patton, (1990) opines that the sample size for qualitative studies like this may best be determined by the time allotted, available resources, and objectives of the study. In this study, every member of the population was legitimately considered as part of the sample for collecting

information and data on the subject matter. Thus, a random sampling method was used in selecting the respondents from the specified population in the study area.

The sample included heads or management staff of UBE delivery institutions at Federal, State and LGA levels. At the federal level the following officials formed part of the sample :

- i. Members of the House of Representative Committee on Education
- ii. Officials of the Department of Basic and Secondary Education, FME
- iii. UBEC Directors ; Administration, Strategic Planning, Quality Assurance,
- iv. Programme Desk Officers in charge of :
 - a. Legal Services
 - b. Planning
 - c. Administration, and
 - d. Quality Assurance

were sampled at the Federal level.

In the States, key personnel in the UBE management structure were sampled, namely;

- i. SUBEB Directors
- ii. Permanent Secretaries and Board members
- iii. Programme or Desk Officers in charge of Administration, Strategic Planning, Monitoring/Quality Assurance in each of the states in the North-Central geopolitical zone formed the sample population at the State level.

The LGA level sample population included, UBE implementation managers; LGEA Education Secretaries, heads of Planning, heads of Personnel Management, heads of School Services, and school heads, including private schools. In very specific terms, key UBE coordination officials at the federal level, UBE system managers and administrators

at the State level, school level UBE implementers and collaborating agencies at the LGA level were sampled using a stratified random sampling technique.

The study opted for the stratified random sampling method in order to ensure that each stratum of UBE programme implementation and related system administrators in the various segments of the geo-political zone are adequately targeted during the study. Furthermore, the need to guarantee appropriate reflection of the essential features and characteristics of the major UBE stakeholder traits in the study area justified the choice of the stratified random sampling technique.

Table 3.2: Distribution of the Sample Frame for the study at the Federal Level by Official and their Primary Role within UBE programme Implementation

SN	Primary role within UBE programme implementation spectrum	Population	Sample	% of the Population
1.	Legislation, UBE coordination at the Federal Ministry of Education (FME Permanent Secretary, Director Basic and Secondary and other line Directors)	12	3	25
2.	UBEC Management staff	15	4	25
3.	UBE Implementation related agency managers (NMEC, NERDC, NCNE)	12	3	25
4.	UBE implementation Monitoring (UBEC State offices and Federal Inspection services Managers)	74	18	25
5.	UBE implementation legal officials	5	2	25
6.	UBE Programme Civil Society Advocate	24	6	25

Table 3.3: Distribution of the Sample Frame for the Study at the State Level by Official and their Primary Role within UBE programme Implementation

State	SUBEB Management staff/System Administrator		UBE Programme implementer		UBE Programme Implementation Collaborator		UBE Programme Civil Society Advocate		Total
	Population	Sample	Population	Sample	Population	Sample	Population	Sample	
Benue	8	2	73	15	42	8	19	4	14
FCT	9	2	109	22	66	13	29	6	21
Kogi	8	2	63	13	37	7	17	3	12
Kwara	8	2	73	15	42	8	19	4	14
Nasarawa	8	2	64	13	37	7	17	3	12
Niger	8	2	64	13	37	7	17	3	12
Plateau	8	2	73	15	42	8	19	4	14

Table 3.4: Distribution of the sample frame for the study at the LGA level by official and their primary role within UBE programme implementation

State	UBE System Administrators LGA Education Secretaries) in the LGAs		UBE Institution Managers (Head teachers in Primary and JSS schools)		UBE Programme Implementation Collaborator or Stakeholder (PTAs, SBMCs)	
	Population	Sample	Population	Sample	Population	Sample
Benue	23	5	2,375	108	2,673	134
FCT	6	1	3,563	167	4,008	200
Kogi	20	4	2,070	93	2,329	116
Kwara	16	3	2,375	108	2,673	134
Nasarawa	12	2	2,104	95	2,367	118
Niger	25	5	2,104	95	2,367	118
Plateau	17	3	2,375	108	2,673	134

The sampled respondents at the federal, state and LGA levels sufficiently provided accurate responses on the decentralization practices which were analyzed and compared with extant principles in respect of UBE implementation. The total sample of 2,003 respondents used for the study, represented 6% of the entire population of the study. This size was large enough to allow authentic feedback on all the variables and also ensured the achievement of saturation, Patton (1990). The sample was arrived at after a careful

analysis of the expected feedback that could guarantee sufficient data returns for analysis on the major variables and outcomes expected from the study. The steps taken in this direction went a long way in affirming the suitability of this sample size for a study of this nature.

3.3 Methods of Data Collection

The study used two instruments; a questionnaire and an interview schedule. The questionnaire captioned ‘Questionnaire on the Application of the Principles of Decentralization in UBE Programme Implementation in North Central Zone (QAPDUPIN)’ while the Interview Schedule was captioned ‘Interview Schedule on the Application of the Principles of Decentralization in UBE Programme Implementation in North Central States (ISAPDUPIN)’. These instruments collected information relating to the extent of application of the principles of decentralization by each of the three tiers of government in their UBE implementation processes. The questionnaire was developed by the researcher in line with the objectives of the study on the application of the principles of decentralization in UBE implementation in North Central geo-political zone.

QAPDUPIN and ISAPDUPIN were developed in line with empirically tested approaches to instrumentation which commenced with the determination of the fact that primary data obtained directly from the respondents will be best suited for attaining the objectives of the study. After identifying the sample for the study and ascertaining that face to face contact will be used in administering the questionnaire, the researcher proceeded to develop for the questionnaire. The questions developed were put into a meaningful sequence, pre-tested and finalized into the format after its validation by experts.

The 30-item QAPDUPIN (Appendix B at page 180 provides details of the instrument) had two sections; A and B, Section A had 4 items which solicited for demographic data

of each respondent. These items included name of the respondent/UBE implementer and his/her official status within the programme implementation framework. Section B comprised six clusters and five items in each cluster. All together the Section consisted of 30 items which sought information on the various variables of UBE implementation, constitutional provisions on the role(s) of various levels of government in UBE implementation, the concept of decentralization as it applies to UBE programme implementation and the extent to which UBE implementation in the study area conformed to these principles.

Cluster 1 had 5 items numbered '1–5' which measured extent to which the principles of decentralization have been applied in UBE programme implementation in North Central geo-political zone. Cluster 2 had 5 items numbered '6 – 10' measuring the level of autonomy enjoyed by States and LGAs in the application of the principles of decentralization in the North Central geo-political zone. Cluster 3 had 5 items numbered '11–15' focusing on responses regarding the provision of resources by States and LGAs for UBE implementation in the North Central geo-political zone, in line with the principles of decentralization. Cluster 4 had 5 items numbered '16 – 20' measuring the extent to which Federal Government's intervention in UBE implementation in the North Central geo-political zone falls within the ambit of law. Cluster 5 had 5 items numbered '21–25' on focusing on challenges faced in the application of the principles of decentralization in UBE programme implementation in the North Central geo-political zone. Cluster 6, with items numbered '26 – 30' focused on steps that be taken towards ensuring the application of principles of decentralization in UBE programme implementation in the North Central geo-political zone.

The questionnaire was administered on respondents at the federal, State and LGA level through a direct, face to face contact with each respondent. Response to items on the

questionnaire was structured on a 4-point rating scale with a response mode of Very High Extent (VHE) - 4, High Extent (HE) - 3, Low Extent (LE) -2, and Very Low Extent (VLE) - 1. The rationale for choosing this rating scale is because it provides different levels for respondents to express their opinion on the issues raised. The flexibility of these scales renders them appropriate for measuring respondents' opinion and consideration of the issues and statements relating to the variables of the study.

ISAPDUPIN was structured into 6 thematic areas like the QAPDUPIN and used in collecting more in-depth qualitative information from 60 respondents across the three tiers of government; 15 federal, 25 State and 20 LGA respondents. (Appendix C at page 185 provides details of the instrument). Responses from the interview was used in validating the quantitative data collected using the questionnaire.

The cut off value for responses considered to be significant is 2.50. Any response above 2.50 was considered positive and acceptable while any response below 2.50 was not acceptable (Emaikwu, 2012).

Further to this, the researcher conducted interviews with selected samples to draw further correlations on the data collected through the questionnaire. An interview schedule developed for this purpose, (Appendix C) is at page 185.

3.3.1 Validity of the Instruments

To ensure validity of the instruments used for this research, two experts, one each from the Department of Educational Administration, Nasarawa State University, Keffi (NSUK), and its Measurement and Evaluation Unit of validated the two instruments. The validation by these experts focused on content, face value and appropriateness of the questionnaire items and interview schedule viz-a-viz the research focus. The assessment by these experts yielded a 0.77 and 0.68 logical content validity index respectively for the

instruments. The aggregate of the indices being above 70% logical validity indicated that the instruments were suitable for data collection as postulated by Anikweze (2013) and truly represented the focus and specific objectives of the study. The validity scales are herewith attached as Appendix D and E at page 186 and 191.

3.3.2 Reliability of the Instruments

A pilot testing method was adopted in evaluating the reliability of the instruments used in this study. The reliability of the instruments was established using the test-retest method and rational equivalence. The pilot was conducted in the FCT Universal Basic Education Board and two (2) Local Government Education Authorities in two (2) Area Councils; Abuja Municipal Area Council (AMAC) and Gwagwalada in the FCT. Thirteen (13) officials were randomly selected from these establishments including two (2) legal officers at FCT UBEB, five (5) Deputy Directors and six (6) Heads of Unit randomly selected from the crop of officials in charge of planning and administration in each of the two area councils of the FCT. The same instruments were administered to the same set of respondents after a week's interval to determine the similarity of scores. Furthermore, Cronbach Alpha coefficient statistics of estimating reliability was employed to compute the coefficient of internal consistency of the instrument. The Cronbach coefficient Alpha is considered to be a suitable method of estimating internal consistency for instruments developed based on the Likert scale (Emaikwu, 2011). Multiple iteration of the pilot, rechecking and further statistical analyses were deployed in establishing the reliability of the instruments. The reliability coefficient derived from this test was 0.88 for the test instrument QAPDUPIN. See Appendix F at page 196 for details of the validation analysis.

3.3.3 Procedure for Data Collection

Prior to the commencement of the survey, the researcher approached the Head of the Department of Administration and Planning, NSUK Dean, soliciting his facilitation of the issuance of a cover letter addressed to designated categories of respondents, informing them of the researcher's desire to collect data on the study and seeking their cooperation. This cover letter was eventually issued by the Faculty paving the way for a smooth formal introductory process with the presentation of the cover letter to the agencies at Federal and State level. This cover letter ensured prompt attention by the respondents and also facilitated timely retrieval of the administered instruments.

In line with the need to ease the burden of personally administering the instruments, the researcher enlisted the services of fourteen (14) research assistants. The research assistants included 8 male and 6 females, all NCE holders who have recently completed their studies. A two day training was conducted for the research assistants with the focus on the following key areas, among others:

- i. General overview on the research project
- ii. Overview of the research instruments
- iii. Verbal and non-verbal communication in field survey
- iv. Etiquettes of dealing with different classes of respondents to a research instrument
- v. Note taking during interviews
- vi. Time management

The Research Assistant Training Manual: Focus Groups, published in 2017 by the University of Calgary, Canada was among the primary reference resources for the training of the research assistants.

Providing this training was necessary in order to impart necessary skills, share experiences and adopt uniform approaches in the data collection exercise. Furthermore,

the research assistants were actively involved in the pilot testing of the instruments. Afterwards, the researcher supported by two (2) research assistants in each State and the FCT visited the target respondents to administer the instruments. Though the study emphasized the ‘face-to-face’, ‘wait-and-take’ approach to the data collection, rescheduled appointments for the collection of accurately completed instruments were anticipated and responded to as the need arose. After the data collection exercise, the completed instruments were collated and data obtained analyzed. The information and data generated from the interviews were also used to correlate the findings.

3.4 Technique for Data Analysis

Data analysis for this study was aimed at cleaning and transforming the data collected and mining same for relevant insight in line with the study objectives. In view of the fact that the study sourced and collected ordinal data, means and frequency counts were used in the analysis of collected data. Mean and standard deviation were used in answering the descriptive research questions 1–6 relating to the decentralization of UBE implementation as enshrined in the constitution while the chi-square statistics was used in testing the null hypotheses 1–6 formulated for the study. Chi-square (χ^2) test of goodness of fit was used to test the six hypotheses at 0.05 alpha level of significance. The decision was that if the calculated (χ^2) value was greater than the critical table value, the null hypothesis was rejected and the alternative hypothesis accepted and vice versa.

3.5 Justification of Methods

The choice of the descriptive survey method for this study was informed by the need to go beyond the gathering of facts about the decentralization practice but also to enable the analysis of trends among the various tiers of government in respect to this subject matter. The use of the random sampling method guaranteed an unbiased selection of respondents as each member of the population was capable of providing authentic information on

every aspect of the study. Random sampling method also guaranteed appropriate reflection of the essential features and characteristics of the major UBE stakeholder traits in the study area. The combination of the questionnaire and interview method of data collection served to ensure the complement of both a quantitative and qualitative dimension to the data gathering exercise, going beyond data and taking into consideration subjectively trends and responses that enrich the quantitative data sourced during the study.

The choice of chi-square as the statistical tool for testing the null hypotheses was on the grounds that the statistical tool will enable the researcher to establish the statistical relationship between the observed and expected cases in each category based on a given hypothesis. According to Emaikwu (2011), chi-square indicates whether or not a set of observed frequencies differ significantly from the corresponding set of expected frequencies and not possibly the direction in which they differ. Also, the use of chi-square in this study was in consonance with ordinal data which the research primarily sourced.

CHAPTER FOUR

DATA PRESENTATION AND ANALYSIS

The data were presented according to the research questions framed and their corresponding hypotheses tested in the study. Mean and standard deviation were used in proffering answers to the research questions 1–6 relating to the decentralization of UBE implementation as enshrined in the constitution while the chi-square statistics was used in testing the null hypotheses 1 – 6 formulated for the study. Chi-square (χ^2) test of goodness of fit was used to test the six hypotheses at 0.05 alpha level of significance.

4.1 Data Presentation

The following data were collated from the various responses sourced using the instruments administered in the course of the study.

4.1.1 Data Presentation: Quantitative Data

Table 4.1: Summary of Quantitative Data

SN	Research Questions	Responses			
		VHE	HE	LE	VLE
1.	Have the principles of decentralization been applied in UBE implementation among the states in the North Central geo-political zone of Nigeria?	1,667	1,544	4,318	2,451
2.	How much autonomy do States and Local Government Areas in the North Central geo-political zone enjoy in the performance of their assigned constitutional roles in UBE delivery?	1,584	1,774	3,575	3,047
3.	How much resource inputs have States and Local Government Areas made to the implementation of UBE programmes in the North Central geo-political zone?	1,371	2,111	3,378	3,120
4.	To what extent does the Federal Government of Nigeria's interventions in the North Central geo-political zone fall within the ambit of the enabling laws?	1,539	1,512	3,894	3,035
5.	Admission of existence of constraints in the application of the principles of decentralization in UBE implementation in the North Central geo-political zone?	2,890	3,455	2,317	1,318
6.	Possibility of the Federal Government, States and	4,309	4,656	360	655

SN	Research Questions	Responses			
		VHE	HE	LE	VLE
	Local Government Areas taking steps towards enhancing the application of the principles of decentralization in UBE implementation in the North Central geo-political zone of Nigeria.				

4.1.2 Data Presentation: Qualitative Data

Table 4.2: Summary of Qualitative Data

SN	Theme	Total Responses	Frequency		Percentage (%)	
			Yes	No		
1a.	Federal government focuses solely on tertiary education and only provides support in critical areas of other levels of education	60	14	46	23.3	76.7
1b.	State governments' focus on Junior and Senior secondary education	60	18	52	13.3	86.7
1c.	LGAs are solely in charge of Primary education	60	11	49	18.3	81.7
2.	There are subtle or evident influences and interferences in UBE service delivery	60	54	6	90	10
3a.	States/LGEAs have appropriate human resources for UBE implementation	60	16	44	26.7	73.3
3b.	States/LGEAs provide adequate funds for UBE implementation	60	13	47	21.7	78.3
3c.	States/LGEAs have appropriate structures and infrastructure for UBE delivery	60	45	15	75	25
4a.	Consensus and partnership is sought prior to interventions by higher levels of government	60	49	11	18.3	81.7
4b.	UBE policies and interventions are forced down on lower levels by higher levels of governance	60	53	7	11.7	88.3
5.	States/LGEAs are constrained by institutional inadequacies, lack of resources, low political will and interference, in the UBE implementation process	60	49	11	81.7	18.3

6a.	Empowering LGAs to perform their roles as an autonomous entity as enshrined in the constitution is among the steps that can ensure improved compliance to the constitution and application of the principles of decentralization in UBE delivery in the North Central geo-political zone	60	51	9	85	15
6b.	Improving State and LGA resources constitution is among the steps that can ensure improved compliance to the constitution and application of the principles of decentralization in UBE delivery in the North Central geo-political zone	60	58	2	96.7	3.3
6c	Allocating resources to LGAs directly and not through States is among the steps that can ensure improved compliance to the constitution and application of the principles of decentralization in UBE delivery in the North Central geo-political zone	60	56	4	93.3	6.7
6d.	Prioritizing investments in education at State and LGA level is among the steps that can ensure improved compliance to the constitution and application of the principles of decentralization in UBE delivery in the North Central geo-political zone	60	54	6	90	10
6e	Building the capacity of State and LGA officials to take responsibility for UBE delivery is among the steps that can ensure improved compliance to the constitution and application of the principles of decentralization in UBE delivery in the North Central geo-political zone	60	51	9	85	15

4.2 Data Analysis and Results

4.2.1 Analysis of Research Questions

Research Question 1: To what extent has the Federal Government, States and Local Government Areas applied the principles of decentralization in UBE implementation in the North Central geo-political zone of Nigeria?

Table 4.3: Extent to which the Federal Government, States and Local Government Areas have Applied the Principles of Decentralization in UBE Implementation in the North Central geo-political Zone of Nigeria.

SN	Item Description	VHE	HE	LE	VLE	$\bar{X}$	SD	Decision
1.	The Federal Government often upholds the tenets of decentralization in its UBE interventions in the North Central States	468	359	802	367	2.46	1.04	Low Extent
2.	State Governments in the North Central States do take into account the principles of decentralization in their UBE implementation efforts	354	263	924	455	2.26	1.00	Low Extent
3.	Local Government authorities in exercising their constitutional mandates have assumed full responsibility for Primary Education in the North Central States	289	345	904	458	2.23	0.96	Low Extent
4.	Existing revenue generation and distribution mechanisms permit each tier of government to effectively and efficiently provide for designated UBE implementation activities	209	145	1023	619	1.97	0.90	Low Extent
5.	The Federal Government only supports and does not impose its authority on States and LGAs in UBE implementation in the North Central States	347	432	665	552	2.29	1.05	Low Extent
	Cluster mean and Standard Deviation					2.24	0.99	Low Extent

Decision Rule: 1.00 - 1.49 = VLE, 1.50 - 2.49 = LE, 2.50 - 3.49 = HE, 3.50 - 4.00 = VHE

Data presented on Table 16 showed that the mean scores and standard deviation of item 1-5 are 2.46, 2.26, 2.23, 1.97 and 2.29 with corresponding standard deviation of 1.04, 1.00, 0.96, 0.90 and 1.05 respectively. Using the boundary criteria for decision making as a basis, it means that all the items' mean scores were rated below the cut-off point of 2.50. The cluster mean of 2.24 and standard deviation of 0.99 was also found to be below the cut-off point of 2.50. This implies that federal government, states and local

government areas have not applied the principles of decentralization in UBE implementation in the North Central States.

The data set revealed that stakeholders fully aware of the existence of a policy and legal framework for undertaking decentralization in system governance and the implementation of designated social services like basic education, believe that such framework are not fully taken into consideration in the implementation of UBE programme in the zone. From the data collected, the low capacity of grassroots tiers of government to assume total responsibility for service delivery as well as system practices that subtly permit imposition of authority on lower levels of governance are part of the factors which to a high extent inhibit the application of the decentralization principles.

Research Question 2: To what extent do States and Local Government Areas in the North Central geo-political zone enjoy due autonomy in the performance of assigned constitutional roles in UBE delivery?

Table 4.4: Extent to which State and Local Government Areas in the North Central geo-political Zone of Nigeria have Enjoyed Due Autonomy in the Performance of Assigned Constitutional Roles in UBE Implementation

SN	Item Description	VHE	HE	LE	VLE	$\bar{X}$	SD	Decision
6.	The Federal Government does not influence nor impose its authority on States in the performance of assigned roles in secondary education	342	466	756	432	2.36	1.00	Low Extent
7.	State Governments do not influence nor impose their authority on the Local Government Authorities in the performance of assigned roles in primary education	238	256	746	756	1.94	1.02	Low Extent
8.	States have the liberty to initiate and implement appropriate UBE programmes in line with their peculiar needs	435	651	554	356	2.58	1.02	High Extent
9.	Local Government Areas have	345	278	876	497	2.24	1.01	Low

SN	Item Description	VHE	HE	LE	VLE	$\bar{X}$	SD	Decision
	the liberty to initiate and implement appropriate UBE programmes in line with their peculiar needs							Extent
10.	Local Government Authorities take their own decisions and receive no directives from States or the Federal Government on UBE implementation	224	123	643	1006	1.78	0.98	Low Extent
	Cluster mean and Standard Deviation					2.18	1.01	Low Extent

Data presented on Table 4.4 showed the mean scores and standard deviation of item 6-10 are 2.36, 1.94, 2.58, 2.24 and 1.78 with corresponding standard deviation of 1.00, 1.02, 1.02, 1.01 and 0.98 respectively. Based on the boundary criteria for decision making, it means that items 6, 7, 9 and 10 mean scores are rated above the cut-off point of 2.50, while item 8 is below the cut-off point. The cluster mean of 2.18 and standard deviation of 1.01 was also found to be below the cut-off point of 2.50. This implies that State and Local Government Areas in the North Central geo-political zone of Nigeria have not enjoyed due autonomy in the performance of assigned constitutional roles in UBE implementation.

Research Question 3: To what degree do States and Local Government Areas provide appropriate resources especially funds for UBE programmes in the North Central geo-political zone?

Table 4.5: Degree to which States and Local Government Areas Provide Appropriate Resources Especially Funds for the Implementation of UBE programme

SN	Item Description	VHE	HE	LE	VLE	$\bar{X}$	SD	Decision
11.	States have sufficient resources and can provide the financial resources for undertaking their assigned roles in secondary education without recourse to the Federal Government.	453	554	576	413	2.52	1.06	High Extent

SN	Item Description	VHE	HE	LE	VLE	$\bar{X}$	SD	Decision
12.	States have set up appropriate institutions and structures for implementation of secondary education programmes	352	571	641	432	2.42	1.02	Low Extent
13.	LGAs have sufficient resources and can provide the financial resources for undertaking their assigned roles in primary education without recourse to the State Government.	233	320	798	645	2.07	0.97	Low Extent
14.	LGAs have set up appropriate institutions and structures for implementing UBE programme	231	432	688	645	2.12	0.99	Low Extent
15.	State and LGA UBE institutions and structures have competent personnel that can independently implement their assigned roles in UBE delivery.	102	234	675	985	1.73	0.86	Low Extent
	Cluster mean and Standard Deviation					2.17	0.98	Low Extent

Data presented on Table 4.5 showed the mean scores and standard deviation of items 11-15 are 2.52, 2.42, 2.07, 2.12 and 1.73 with corresponding standard deviation of 1.06, 1.02, 0.97, 0.99 and 0.86 respectively. Based on the boundary criteria for decision making, it means that only the mean score of item 11 was rated above the cut-off point of 2.50, while items 12, 13, 14 and 15 means scores were rated below the cut-off point. The cluster mean of 2.17 and standard deviation of 0.98 was also found to be below the cut-off point of 2.50. This implies that States and Local Government Areas do not provide appropriate resources especially funds for the implementation of UBE programmes.

Research Question 4: To what extent do Federal interventions in States' UBE implementation activities and States' intervention in Local Government Areas' UBE implementation activities in the North Central geo-political zone fall within the boundaries provided in the 1999 Constitution?

Table 4.6: Confinement of Federal interventions in Primary and Secondary Education and States' involvement in Local Government Areas' Primary Education activities within the boundaries stipulated by law

SN	Item Description	VHE	HE	LE	VLE	$\bar{X}$	SD	Decision
16.	Interventions by the Federal Government in secondary education are within the boundaries defined in law	453	345	655	543	2.35	1.11	Low Extent
17.	The involvement of State Governments in primary education is within the boundaries defined in law	398	424	698	476	2.37	1.05	Low Extent
18.	The Federal Government always secures States' consent prior to intervening in any aspect of Secondary education	343	311	876	466	2.27	1.00	Low Extent
19.	The State Government always secures Local Government's consent prior to intervening in any aspect of primary education	256	309	889	542	2.14	0.96	Low Extent
20.	Federal and State Governments do not interfere in LGAs' primary education responsibilities since the constitution vests such responsibilities on the LGAs.	89	123	776	1008	1.65	0.79	Low Extent
	Cluster mean and Standard Deviation					2.16	0.98	Low Extent

Data presented on Table 4.6 showed the mean scores and standard deviation of item 16-20 are 2.35, 2.37, 2.27, 2.14 and 1.65 with corresponding standard deviation of 1.11, 1.05, 1.000, 0.96 and 0.79 respectively. Based on the boundary criteria for decision making, it means that all the items mean scores were rated above the cut-off point of 2.50. The cluster mean of 2.16 and standard deviation of 0.98 was also found to be above the cut-off point of 2.50. This implies that confinement of Federal interventions in Primary and Secondary Education and States' involvement in Local Government Areas' Primary Education activities within the boundaries are not stipulated by law.

Research Question 5: What are the constraints faced by States and Local Government Areas in the application of the principles of decentralization in UBE implementation in the North Central geo-political zone?

Table 4.7: Constraints Faced by States and Local Government Areas in the Application of the Principles of Decentralization in UBE implementation in the North Central Geo-political Zone

SN	Item Description	VHE	HE	LE	VLE	$\bar{X}$	SD	Decision
21.	Federal UBE implementation agencies are unable to uphold the principles of decentralization because States do not possess the financial resources required to effectively handle such responsibilities	234	588	735	439	2.31	0.94	Low Extent
22.	Federal agencies are unable to allow States and LGAs take full responsibility for UBE implementation owing to the prevailing dominance culture of the Federal Government over the States and Local Government Areas	637	757	401	201	2.92	0.96	High Extent
23.	State authorities/UBE implementation agencies are unable to uphold the principles of decentralization because Local Government Authorities do not possess the financial and human resources required to effectively handle assigned responsibilities for primary education	587	866	358	185	2.93	0.92	High Extent
24.	State Governments are unable to allow LGAs to take full responsibility for Primary education owing to the prevailing dominance culture of the State Government over the Local Government Areas	767	688	345	196	3.02	0.98	High Extent
25.	States and Local Government Areas are unable to apply the principles of decentralization in UBE implementation due to unhealthy influences and interference from higher governance structures	665	556	478	297	3.61	0.67	Very High Extent
	Cluster mean and Standard Deviation					2.96	0.89	High Extent

Data presented on Table 4.7 showed the mean scores and standard deviation of item 21-25 are 2.31, 2.92, 2.93, 3.02 and 3.61 with corresponding standard deviation of 0.94, 0.96, 0.92, 0.98 and 0.67 respectively. Based on the boundary criteria for decision

making, it means that items 22, 23, 24 and 25 mean scores are rated above the cut-off point of 2.50, while item 21 is below the cut-off point. The cluster mean of 2.96 and standard deviation of 0.89 was also found to be above the cut-off point of 2.50. This implies that there are constraints faced by States and Local Government Areas in the application of the principles of decentralization in UBE implementation in the North Central geo-political zone of Nigeria.

Research Question 6: What are the steps that could be taken by Federal Government, States and Local Government Areas towards enhancing the application of decentralization in UBE implementation in the North Central geo-political zone?

Table 4.8: Steps that could be taken by the Federal Government, States and Local Government Areas towards Enhancing the Application of the Principles of Decentralization in UBE Implementation in the North Central Geo-political Zone of Nigeria.

SN	Item Description	VHE	HE	LE	VLE	$\bar{X}$	SD	Decision
26.	Supportive and not coercive Federal UBE interventions will aid the application of the principles of decentralization in UBE implementation	1021	657	101	217	3.24	0.97	High Extent
27.	Increased investment especially funding at State and LGA level can empower grassroots organs to effectively take responsibility for UBE implementation in their domains.	786	985	89	136	3.21	0.82	High Extent
28.	States and LGAs' initiation and implementation of UBE reforms that address their peculiar needs instead of relying on directives from Federal agencies will enhance UBE decentralization	889	1008	54	45	3.37	0.65	High Extent
29.	UBE delivery interventions initiated by the Federal Government that directly engage grassroots stakeholders from the policy development to actual programme implementation will enhance States and LGAs effective participation and sense	851	1023	75	47	3.34	0.67	High Extent

SN	Item Description	VHE	HE	LE	VLE	$\bar{X}$	SD	Decision
	of ownership of the UBE process							
30.	Enforcement of true and functional autonomy of States and LGAs in line with federative democratic principles will enhance the application of the principles of decentralization in UBE delivery.	762	983	41	210	3.15	0.90	High Extent
	Cluster mean and Standard Deviation					3.26	0.80	High Extent

Data presented on Table 4.8 showed that the mean scores and standard deviation of item 26-30 are 3.24, 3.21, 3.37, 3.34 and 3.15 with corresponding standard deviation of 0.97, 0.82, 0.65, 0.67 and 0.90 respectively. Based on the boundary criteria for decision making, it means that all the mean scores for items in this cluster are rated above the cut-off point of 2.50. The cluster mean of 3.26 and standard deviation of 0.80 was also found to be above the cut-off point of 2.50. This implies that the suggestions in the cluster are steps that could be taken by the Federal, States and Local Government Areas towards enhancing the application of the principles of decentralization in UBE implementation in the North Central geo-political zone of Nigeria.

4.2.2 Analysis of Responses to the Oral Interviews

Interview Schedule 1a: Federal Government's Application of the Principles of Decentralization in UBE Programme Implementation

Table 4.9: Percentage Response to the Oral Interview on Federal Government's Sole Focus on Tertiary Education and Supportive Intervention in Other Levels of Education in the North Central Geo-political Zone of Nigeria.

SN	Theme	Frequency	Per cent (%)
1a.	Federal government focuses solely on tertiary education and only provides support in critical areas of other levels of education	(No) 46	76.7
	Federal government focuses solely on tertiary education and only provides support in critical areas of other levels of education	(Yes) 14	23.3
	Total	60	100.0

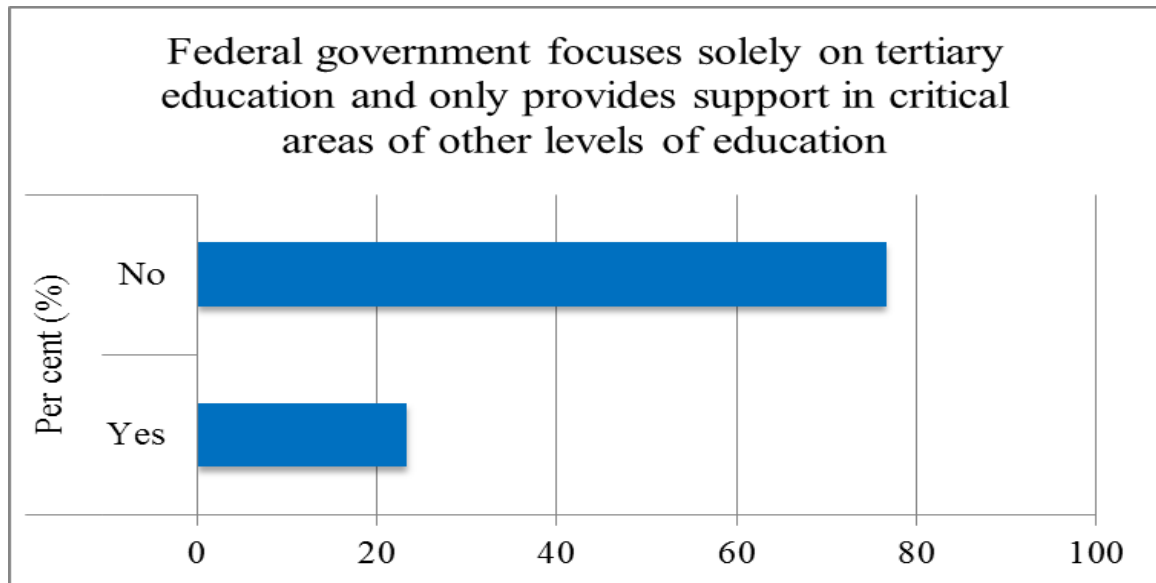


Figure 4.1: Bar Chart of the Responses to the Oral Interview on Federal Government’s Sole Focus on Tertiary Education and Supportive Intervention in other Levels of Education (As Enshrined In The 1999 Constitution) in UBE Implementation in the North Central Geo-Political Zone of Nigeria.

Table 4.9 and Figure 4.1 showed that from the oral interview on ‘Federal Government, States and Local Government Areas’ application of the principles of decentralization in UBE implementation in the North Central geo-political zone of Nigeria, 46 stakeholders (77%) responded that the Federal Government does not focus solely on tertiary education nor provide only support in critical areas of other levels of education while 14 (23%) reasoned that the Federal government does focus on tertiary education and provides only supportive interventions in critical areas of other levels of education. Based on the percentage difference between affirmative and contrary responses, it implies that more of the interviewees reasoned that the federal government has not applied the principles of decentralization in UBE implementation in the North Central geo-political zone of Nigeria as it does act beyond its mandate in education service delivery, except in instances where its actions on other levels of education remain only supportive.

The two data sets above revealed that a larger number of respondents opined that the Federal Government has not restricted itself to its assigned role of managing the tertiary

education sub-sector. Its incursion into other levels of education service delivery could be the basis on which stakeholders feel that the federal Government itself has not, to a high applied the principles of decentralization in UBE delivery. Obviously in the concept of decentralization, when a federal entity does not restrict itself to assigned mandates, it becomes natural for it to impose its influence and make incursions into the mandates of States and LGAs in UBE delivery.

Interview Schedule 1b: State Governments' Application of the Principles of Decentralization in UBE Programme Implementation

Table 4.10: Percentage Response to the Oral Interview on State Government's Sole Focus on Junior Secondary Education and Supportive Intervention in LGAs' Education Service Delivery (As Enshrined in the 1999 Constitution) in the North Central Geo-Political Zone of Nigeria.

S.N	Theme	Frequency	Percent (%)
1b.	State governments' focus on Junior and Senior secondary education	(No) 52	86.7
	State governments' focus on Junior and Senior secondary education	(Yes) 8	13.3
	Total	60	100

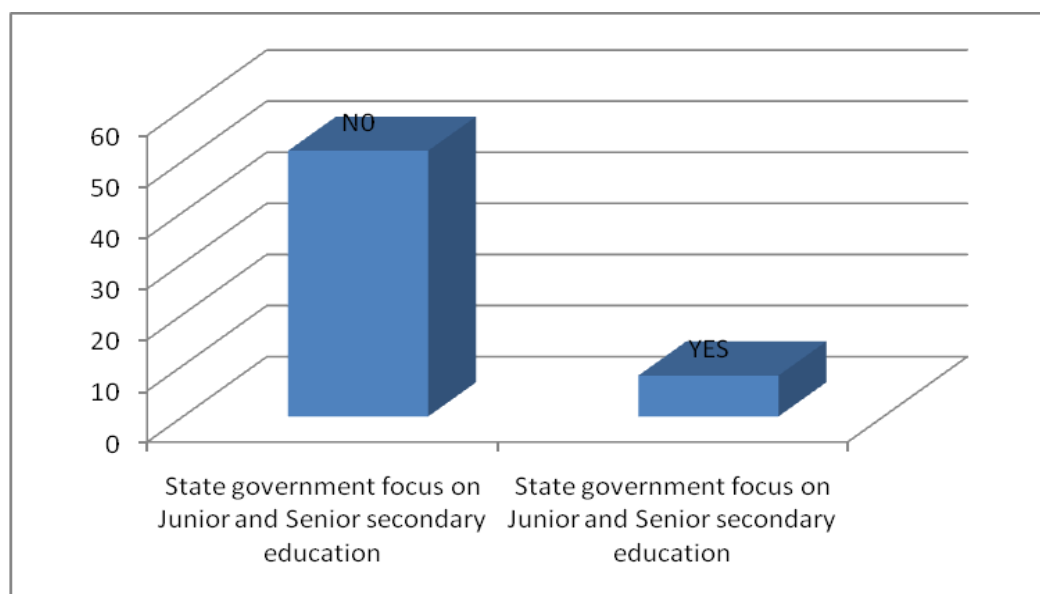


Figure 4.2: Bar Chart of the Responses of the Oral Interview on State Governments' Application of the Principles of Decentralization (As Enshrined in the 1999 Constitution) in UBE Implementation in the North Central Geo-Political Zone of Nigeria.

Table 4.10 and Figure 4.2 showed that from the oral interview on State Governments' application of the principles of decentralization (as enshrined in the 1999 Constitution) in UBE implementation in the North Central geo-political zone of Nigeria, 52 (87%) of the respondents indicated that State Governments do not focus solely on Junior and Senior secondary education while 8 (13%) opined that State governments do focus only on Junior and Senior Secondary education. Based on the percentage difference between respondents that affirmed and those that refuted the notion, it implies that more of the interviewees indicated that State governments have not applied the principles of decentralization in UBE implementation in the North Central geo-political zone of Nigeria.

The table and figure above revealed that a larger number of respondents opined that States have not restricted themselves to their assigned role of managing the Senior and Junior Secondary levels of education. The preponderance of State interest in primary education might have given rise to the perception that to a high extent they have not focused on their sole responsibilities in secondary education service delivery.

Interview Schedule 1c: Local Governments' Application of the Principles of Decentralization in UBE Programme Implementation

Table 4.11: Percentage Response to the Oral Interview on Local Government Areas being Solely in charge of Primary Education

SN	Theme	Frequency	Percent (%)
1c.	LGAs are solely in charge of Primary education	(No) 49	81.7
	LGAs are solely in charge of Primary education	(Yes) 11	18.3
	Total	60	100

The table above revealed that stakeholders adjudged LGAs as not having assumed responsibility over their constitutional mandates for primary education. Though the constitution mandates LGAs to provide primary education, data from the research

indicate that they nonetheless do not take initiatives in this regard as they in practical terms operate within a culture of dominance by higher levels of governance especially States. This implies that LGAs to a high extent do not enjoy due autonomy in UBE service delivery.

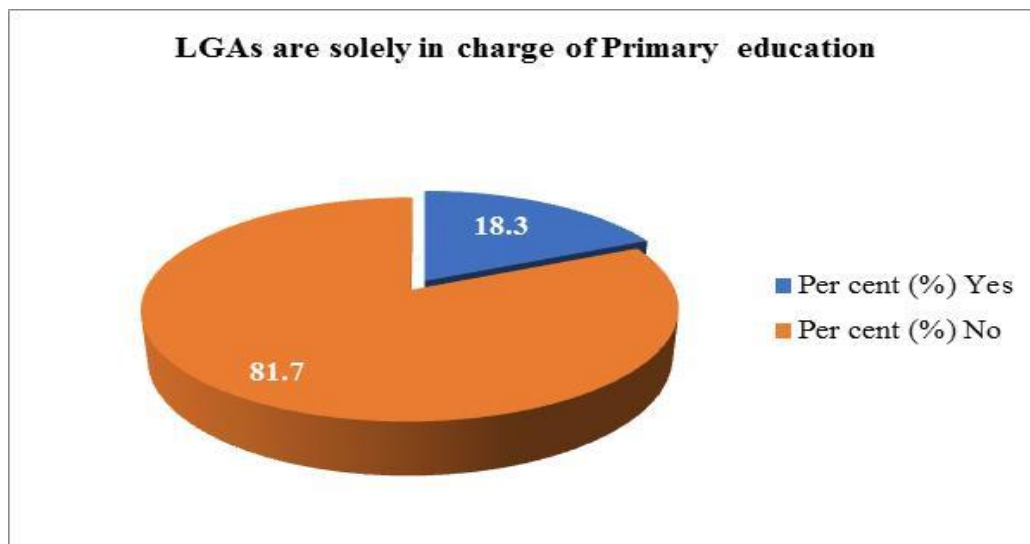


Figure 4.3: Pie Chart of the Responses of the Oral Interview on Local Government Areas' Application of the Principles of Decentralization (as enshrined in the 1999 Constitution) in UBE Implementation in the North Central Geo-political Zone of Nigeria

Table 4,11 and Figure 4.3 showed that from the oral interview on Local Government Areas' application of the principles of decentralization (as enshrined in the 1999 Constitution) in UBE implementation in the North Central geo-political zone of Nigeria, 49 stakeholders (82%) responded that LGAs are not solely in charge of UBE implementation especially primary education while 11 (18%) opined that LGAs are solely in charge of UBE implementation.

Based on the percentage difference between those who affirmed or rejected the notion it is evident that most of the interviewees disagreed with the notion that Local Government Areas have applied the principles of decentralization in UBE implementation in the North Central geo-political zone of Nigeria.

Interview Schedule 2: State and Local Governments' Autonomy in the performance of Assigned constitutional Roles

Table 4.12: Percentage Response to the Oral Interview on the Extent to which States and Local Government Areas Experience Subtle or Evident Influences and Interferences in the Performance of Assigned Constitutional Roles in UBE Delivery in the North Central Geopolitical Zone of Nigeria

SN	Theme	Frequency	Per cent (%)
2.	There are subtle or evident influences and interferences in UBE service delivery	(Yes) 54	90.0
	There are subtle or evident influences and interferences in UBE service delivery	(No) 6	10.0
	Total	60	100.0

The data on Table 4.12 revealed that stakeholders opined that the Federal and State governments do less in restraining their organs and officials from interfering in the operations of LGAs to the extent that even though States to a large extent have the liberty to initiate their own UBE programmes, they nonetheless in very practical terms operate in a constrained environment occasioned by such factors as lack of capacity and resources.

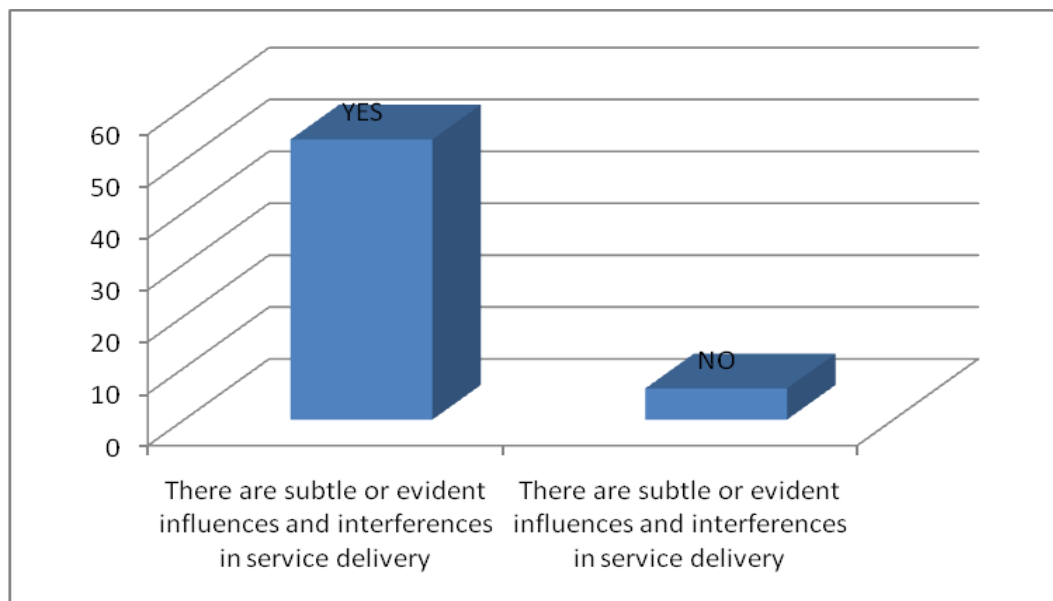


Figure 4.4: Bar Chart of the Responses of the Oral Interview on the Extent to which States and Local Government Areas in the North Central Geo-Political Zone of Nigeria Enjoy Due Autonomy in the Performance of Assigned Constitutional Roles in UBE Delivery

Table 4.12 and Figure 4.4 showed that from the oral interview on extents States and Local Government Areas in the North Central geo-political zone of Nigeria enjoy due autonomy in the performance of assigned constitutional roles in UBE delivery, 54 (90%) of the respondents agreed that there are subtle or evident influences and interferences in service delivery while 6 (10%) indicated otherwise suggesting that there no are subtle or evident influences and interferences in service delivery.

Based on the percentage difference between those who said ‘yes’ and those who said ‘no’, it means that more of the interviewees agreed that there are subtle or evident influences and interferences in service delivery from higher levels of governance in UBE implementation does implying that States and Local Government Areas in the North Central geo-political zone of Nigeria have not enjoyed due autonomy in the performance of assigned constitutional roles in UBE delivery.

Interview Schedule 3a: States and Local Government Areas have appropriate human resources for the implementation of UBE programmes

Table 4.13: Percentage Response to the Oral Interview on the Availability of Appropriate Human Resources in States and Local Government Areas for the Implementation of UBE Programmes in the North Central Geo-Political Zone of Nigeria

SN	Themes	Frequency	Per cent
3a.	States/LGEAs have appropriate human resources for UBE implementation	(No) 44	73.3
	States/LGEAs have appropriate human resources for UBE implementation	(Yes) 16	26.7
	Total	60	100.0

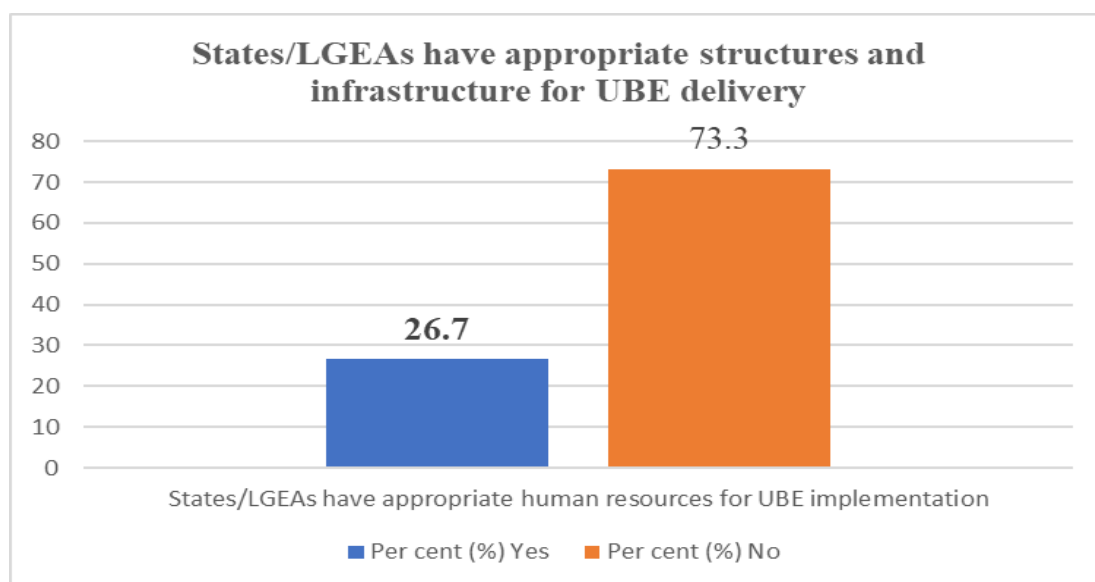


Figure 4.5: Bar Chart of the Responses to the Oral Interview on the Availability of Appropriate Inputs Especially Human Resources for the Implementation of UBE programmes in States and Local Government Areas in the North Central Geo-political Zone

Table 4.13 and Figure 4.5 showed that from the oral interview on the States and Local Government Areas provision of appropriate resources especially human resources for the implementation of UBE programmes, 44 respondents (73%) indicated that there is a short supply of appropriately skilled human resources for the implementation of UBE

programmes while 16 respondents (27%) expressed the opinion that appropriate human resources are available for the implementation of UBE programmes.

Based on the percentage difference between the respondents who affirmed that there is sufficient human resource for UBE implementation and those who rejected the notion, the implication is that States and Local Government Areas do not possess nor make available appropriate resources especially human resources for the implementation of UBE programmes in their domains.

Interview Schedule 3b: States and Local Government Areas have adequate funds for the implementation of UBE programmes

Table 4.14: Percentage Response to the Oral interview on the Availability of Adequate Funds in States and Local Government Areas for the Implementation of UBE programmes

SN	Theme	Frequency	Per cent (%)
3b.	States/LGEAs provide adequate funds for UBE implementation	(No) 47	78.3
	States/LGEAs provide adequate funds for UBE implementation	(Yes) 13	21.7
	Total	60	100.0

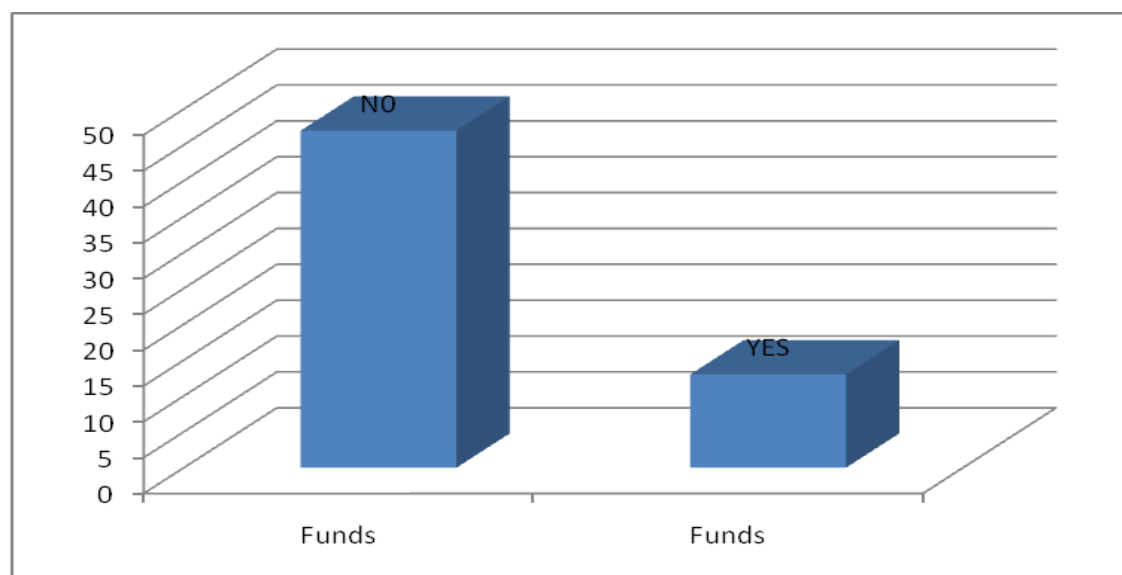


Figure 4.6: Bar Chart of the Responses of the Oral interview on States and Local Government Areas Provision of Appropriate Human Resources for the Implementation of UBE programmes in the North Central Geo-political Zone

Table 4.14 and Figure 4.6 showed that from the oral interview on the States and Local Government Areas provision of appropriate resources especially funds for the implementation of UBE programmes, 47 respondents (78%) indicated that funds have not been appropriately provided for the implementation of UBE programmes while 13 (22%) maintained that funds have been appropriately provided for the implementation of UBE programmes.

Based on the percentage difference between those who opined that sufficient funds have not been provided and those who indicated otherwise, it is evident that States and Local Government Areas do not provide appropriate resources especially funds for the implementation of UBE programme.

Interview Schedule 3c: States and Local Government Areas have appropriate structures and infrastructures for the implementation of UBE programmes

Table 4.15: Percentage Response to the Oral Interview on the Setting Up of Appropriate Structures and Infrastructures for the Implementation of UBE programmes in the North Central geo-political Zone of Nigeria

SN	Themes	Frequency	Percent (%)
3c	States/LGEAs have appropriate structures and infrastructure for UBE delivery	(No) 45	75.0
	States/LGEAs have appropriate structures and infrastructure for UBE delivery	(Yes) 15	25.0
	Total	60	100.0

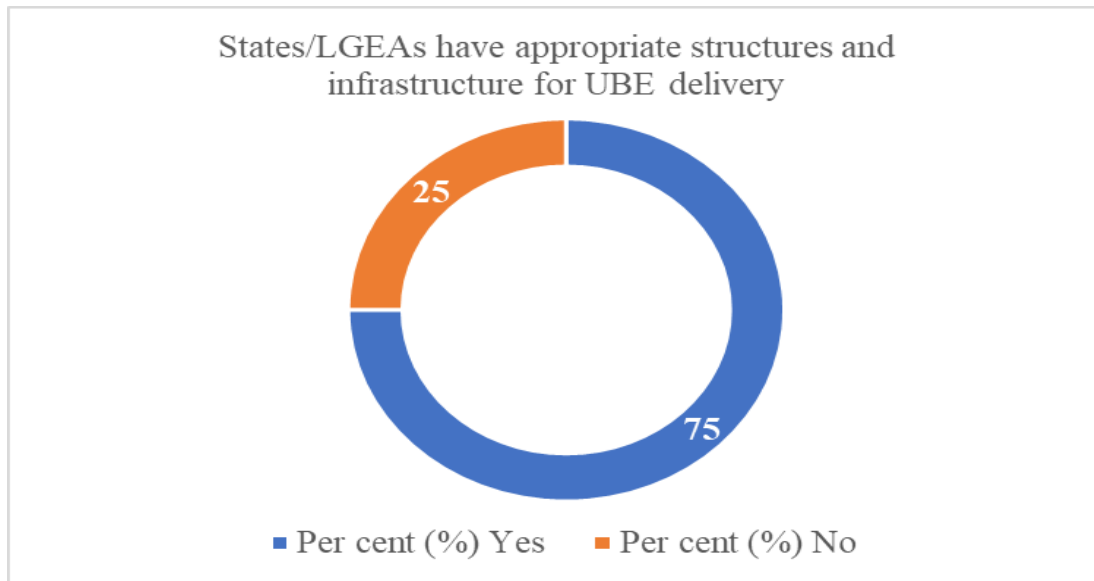


Figure 4.7: Doughnut Chart of the Responses of the Oral Interview on States and Local Government Areas' Provision of Appropriate Resources Especially Human Resources for the Implementation of UBE programme North Central geo-political Zone of Nigeria

Table 4.15 and Figure 4.7 showed that from the oral interview on the States and Local Government Areas provision of appropriate resources especially setting up appropriate structure and providing required infrastructure for the implementation of UBE programmes, 45 respondents (75%) maintained that States and Local Governments have not fully established appropriate structure and provided required infrastructure for the implementation of UBE programmes while 15 (25%) opined that appropriate structures have been set0-up and infrastructure provided for the implementation of UBE programmes. Based on the percentage difference between these two opinions, it is evident that States and Local Government Areas have not provided appropriate resources especially the set up of all relevant structures and provision of infrastructure for the implementation of UBE programmes.

The provision of adequate resources at levels of governance to which authority has been decentralized is the focus of the data presented in Tables 4.13 – 4.15 as well as Figures 4.5 – 4.7. These data sets indicated that stakeholders adjudged States and LGAs as not

having nor providing sufficient resources especially funding, skilled personnel, institutional structures and other facilities that can meet their UBE implementation needs. Thus, the availability of appropriate resources for UBE implementation are noted to be in supply at low extents across States and LGA levels.

With the absence of adequate resources to carry out designated tasks it would be a near impossibility to fully apply tenets of decentralization in UBE programme implementation especially at the grassroot level where resources thin out and become very hard to come by. Another important consideration in this respect is the availability of resources especially funds and the prioritization of even the scare supplies in such a way that benefits education in view of its importance.

Interview Schedule 4a: Federal or State interventions in States or Local Government UBE delivery activities respectively in the North Central geo-political zone being within the boundaries defined in law

Table 4.16: Percentage Response to the Oral Interview on the Existence of a Mechanism for Due Consultation, Consensus Building and Partnership Prior To Interventions by Higher Levels of Government in the Implementation of the UBE Programme in the North Central geo-political Zone

SN	Themes	Frequency	Percent (%)
4a.	Consensus and partnership is sought prior to interventions by higher levels of government	(No) 49	81.7
	Consensus and partnership is sought prior to interventions by higher levels of government	(Yes) 11	18.3
	Total	60	100.0

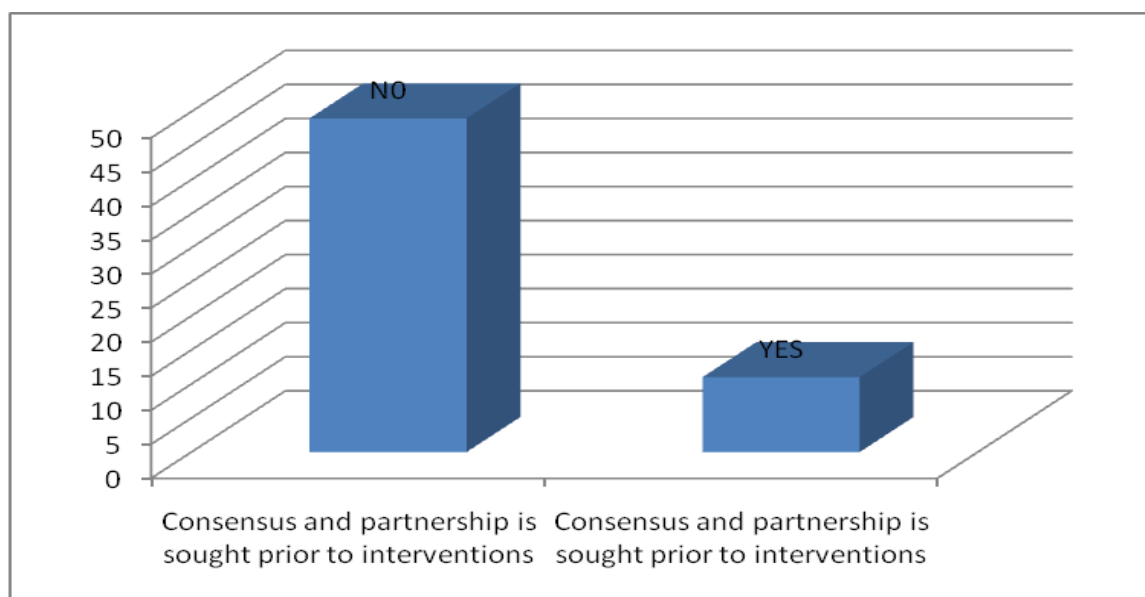


Figure 4.8: Bar Chart of the Responses to the Oral interview on whether Federal or State interventions in States or Local Government UBE Delivery Activities Respectively in the North Central Geo-political Zone Fall within the Boundaries Defined in Law

Table 4.16 and Figure 4.8 showed that from the oral interview on Federal or State interventions in States or Local Government UBE delivery activities respectively in the North Central geo-political Zone fall within the boundaries defined in law, 49 respondents (82%) maintained that consensus and partnership is not sought prior to interventions while 11 (18%) indicated that consensus and partnership is sought prior to interventions.

The percentage difference between these two submissions implies that more often than not, consensus and partnership is not sought by actors at higher levels of governance prior to interventions in UBE delivery operations at the grassroots level.

Interview Schedule 4b: Federal or State interventions are through consensus or are being forced down on States or Local Government Areas, respectively

Table 4.17: Percentage Response to the Oral Interview on the Projects of Federal or State Interventions in UBE Delivery Being Forced Down on States or Local Governments Respectively in the North Central Geo-political Zone

SN	Theme	Frequency	Percent (%)
4b.	UBE policies and interventions are forced down on lower levels by higher levels of governance	(Yes) 53	88.3
	UBE policies and interventions are forced down on lower levels by higher levels of governance	(No) 7	11.7
	Total	60	100.0

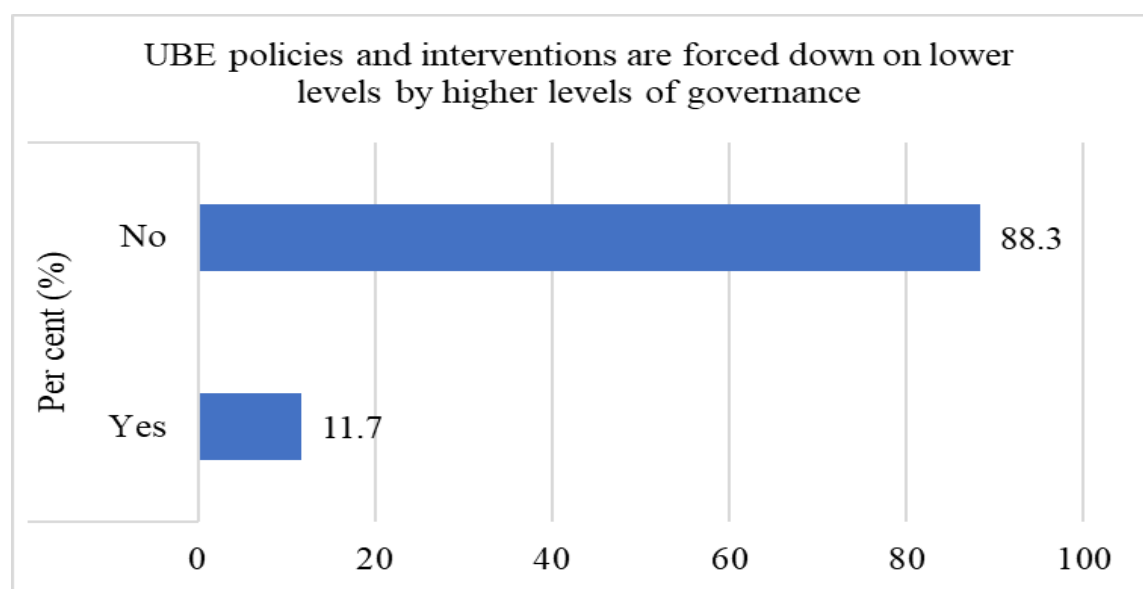


Figure 4.9: Bar Chart of the Responses of the Oral Interview on the Federal Or State Interventions in States Or Local Government UBE Delivery Activities Respectively in the North Central Geo-Political Zone Being Within the Boundaries Defined in Law

Table 4.17 and Figure 4.9 showed that from the oral interview on whether Federal or State interventions in States or Local Government UBE delivery activities respectively in the North Central geo-political zone fall within the boundaries defined in law, 53 respondents (88%) observed that policies and interventions are forced down on lower levels while 7 respondents (12%) maintained that policies and interventions are not forced down on lower levels. Based on the percentage difference between these varying

opinions, it implies that UBE policies and interventions are most likely forced down on lower levels by the actors at higher levels of governance.

Tables 4.16 and 4.17 as well as Figures 4.8 and 4.9 provide details of stakeholders' perception of the extent of conformity to the constitution in situations where the Federal Government intervenes in State and LGA UBE delivery operations.

With a very large segment of the respondents indicating that consensus is hardly sought and that policy decisions are taken at the top and forced on lower levels of governance, it is evident that to a large extent, interventions in lower levels of UBE delivery by organs at the federal level do not take into cognizance the distinct nature of the grassroots organs which would in turn have necessitated greater consultation and partnership in decision making and eventual implementation of programme interventions that are initiated by the federal authorities. Making incursions into a service delivery mandate which is traditionally reserved for a different tier of government ought to be carried out following due consultations and not just arbitrary.

Interview Schedule 5: **Constraints faced by designated tiers of government in the North Central geo-political zone in the application of the principles of decentralization in UBE implementation**

Table 4.18: Percentage Response to the Oral Interview on Constraints Faced by Designated Tiers of Government in the North Central Geo-political Zone in the Application of the Principles of Decentralization in UBE Implementation

SN	Themes	Frequency	Percent (%)
5.	States/LGEAs are constrained by institutional inadequacies, lack of resources, low political will and interference, in the UBE implementation process	(Yes) 49	81.7
	States/LGEAs are constrained by institutional inadequacies, lack of resources, low political will and interference, in the UBE implementation process	(No) 11	18.3
	Total	60	100.0

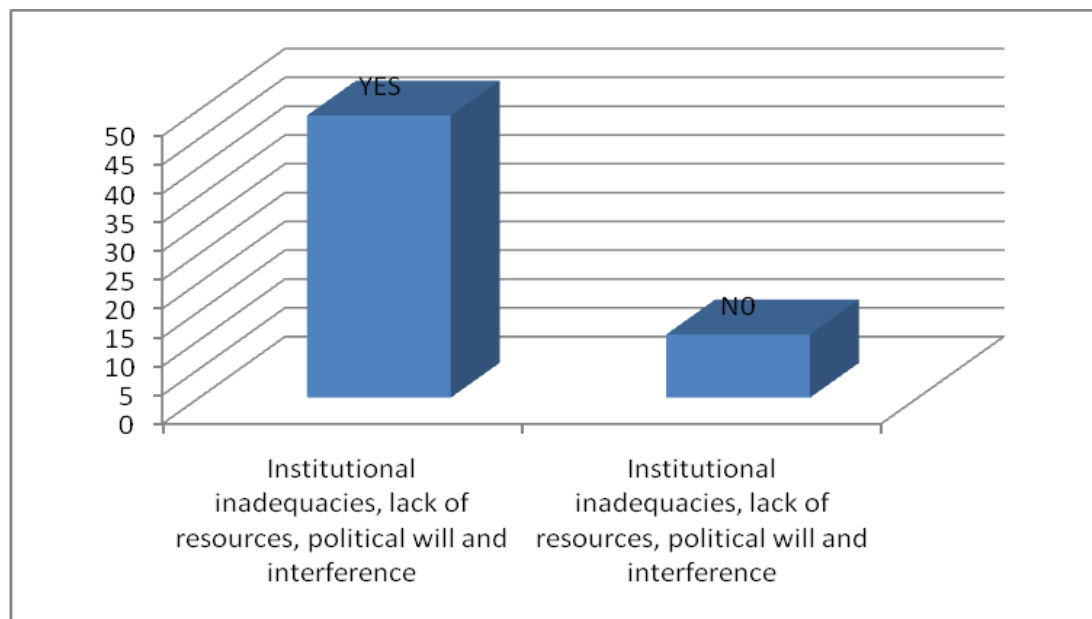


Figure 4.10: Bar Chart of the Responses to the Oral Interview on Constraints Faced by Designated Tiers of Government in the North Central Geo-political Zone in the Application of the Principles of Decentralization in UBE Implementation

Table 4.18 and Figure 4.10 showed that from the oral interview on the constraints faced by designated tiers of government in the North Central geo-political zone in the application of the principles of decentralization in UBE implementation, 49 respondents (81.7%) indicated that there are indeed challenges in this respect and cite such to include institutional inadequacies, lack of resources, political will and interference are constraints

faced by designated tiers of government in the North Central geo-political zone in the application of the principles of decentralization in UBE implementation. On the other hand 11 respondents (18.3%) maintained that they do not consider institutional inadequacies, lack of resources, political will and interference as constraints faced by designated tiers of government in the North Central geo-political zone in the application of the principles of decentralization in UBE implementation.

Based on the percentage difference between these submissions it is admissible that challenges exist in the implementation of UBE programme and such challenges include institutional inadequacies, lack of resources, political will and interference are constraints faced by designated tiers of government in the North Central geo-political zone in the application of the principles of decentralization in UBE implementation.

Table 4.18 and Figure 4.10 contain details of stakeholders' perception and admission of the fact that to a high extent notable constraints exist which might have paved way for inability of designated arms of government to apply the principles of decentralization in the implementation of the UBE programme in the study area. Major factors in this respect including institutional inadequacies, lack of resources, low political will and interference from higher levels of governance are constraints faced especially by grassroots organs which in turn affect the extent to which they apply the principles of decentralization.

The interconnectedness of the aforementioned challenges notwithstanding, the absence or dearth of political will in taking appropriate measures like refraining from imposing directives on lower levels of governance, providing relevant infrastructure etc. is a major factor that stakeholders indicated as being largely responsible for the failure to decentralize.

Interview Schedule 6a: Steps that could be taken by government at all levels towards ensuring improved compliance to the constitution and application of the principles of decentralization in UBE delivery in the North Central geo-political zone

Table 4.19: Percentage Response to the oral Interview on Empowering LGAs to Perform Their Roles as an Autonomous Entity as One of the steps that could be taken by Government at all Levels towards Ensuring Improved Compliance to the Constitution and Application of the Principles of Decentralization in UBE delivery in the North Central Geo-political Zone

SN	Themes	Frequency	Percent (%)
6a.	Empower LGAs to perform their roles as an autonomous entity as enshrined in the constitution	(Yes) 51	85.0
	Empower LGAs to perform their roles as an autonomous entity as enshrined in the constitution	(No) 9	15.0
	Total	60	100.0

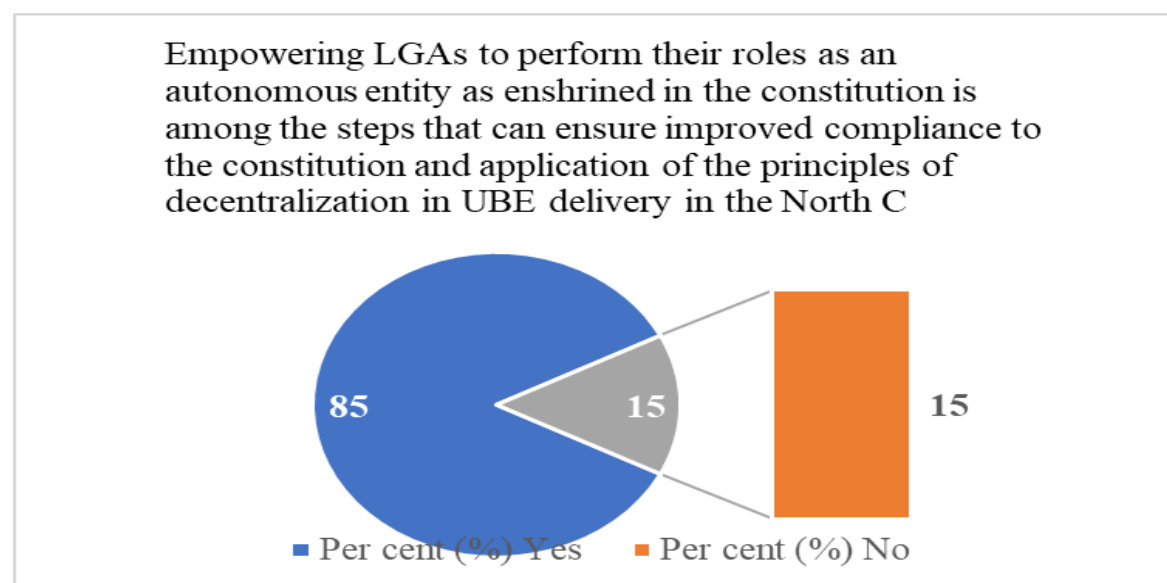


Figure 4.11: Pie Chart of the Responses to the Oral Interview on possible steps that could be taken by Government at All Levels Towards Ensuring Improved Compliance to the Constitution and Application of the Principles of Decentralization in UBE Delivery in the North Central Geo-Political Zone

Table 4.19 and Figure 4.11 showed that from the oral interview on the possible steps that could be taken by government at all levels towards ensuring improved compliance to the constitution and application of the principles of decentralization in UBE delivery in the North Central geo-political zone, 51 respondents (85%) maintained that empowering LGAs as an autonomous entity as enshrined in the constitution is a possible step that could be taken by government at all levels towards ensuring improved compliance to the constitution and application of the principles of decentralization in UBE delivery while 9 respondents (9%) indicated otherwise.

Based on the percentage difference between the two opinions, it is admissible that empowering LGAs as an autonomous entity as enshrined in the constitution is a possible step that could be taken by government at all levels towards ensuring improved compliance to the constitution and application of the principles of decentralization in UBE delivery in the North Central geo-political zone.

Interview Schedule 6b: Steps that could be taken by government at all levels towards ensuring improved compliance to the constitution and application of the principles of decentralization in UBE delivery in the North Central geo-political zone

Table 4.20: Percentage Response to the Oral Interview on Improving State and LGA Resources as a step that could be taken by Government at all Levels towards Ensuring Improved Compliance to the Constitution and Application of the Principles of Decentralization in UBE Delivery in the North Central Geo-Political Zone

SN	Themes	Frequency	Percent (%)
6b.	Improve State and LGA resources	(Yes) 58	96.7
	Improve State and LGA resources	(No) 2	3.3
	Total	60	100.0

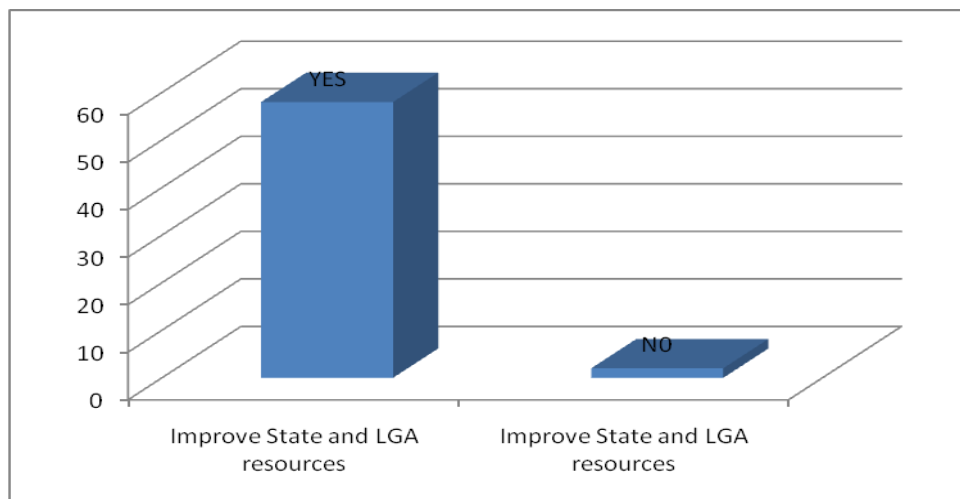


Figure 4.12: Bar Chart of the Percentage Response to the Oral Interview on Possible steps that could be taken by Government at all Levels Towards Ensuring Improved Compliance to the Constitution and Application of the Principles of Decentralization in UBE Delivery in the North Central Geo-Political Zone

Table 4.20 and Figure 4.12 showed that from the oral interview on the possible steps that could be taken by government at all levels towards ensuring improved compliance to the constitution and application of the principles of decentralization in UBE delivery in the North Central geo-political zone, 58 respondents (97%) observed that improvement in State and LGA resources is a possible step that could be taken by government at all levels towards ensuring improved compliance to the constitution and application of the principles of decentralization in UBE delivery while 2 respondents (3%) indicated otherwise. The preponderance of affirmative opinion on this implies that the improvement in State and LGA resources is a possible step that could be taken by government at all levels towards ensuring improved compliance to the constitution and application of the principles of decentralization in UBE delivery in the North Central geo-political zone.

Interview Schedule 6c: Steps that could be taken by government at all levels towards ensuring improved compliance to the constitution and application of the principles of decentralization in UBE delivery in the North Central geo-political zone

Table 4.21: Percentage Response of the Oral Interview on the Prospect of Allocating Resources Directly to LGAs as a Step that could be taken by Government at all Levels Towards Ensuring Improved Compliance to the Constitution and Application of the Principles of Decentralization in UBE Delivery in the North Central Geo-Political Zone

SN	Themes	Frequency	Percent (%)
6c.	Allocate resources to LGAs directly and not through States	(Yes) 56	93.3
	Allocate resources to LGAs directly and not through States	(No) 4	6.7
	Total	60	100.0

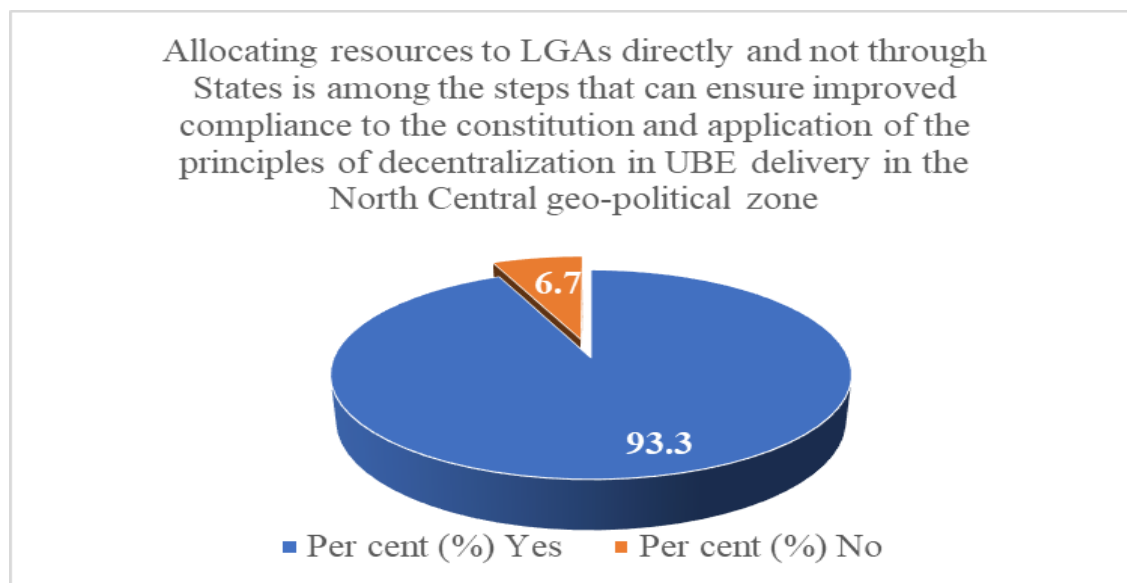


Figure 4.13: Pie Chart of the Responses to the Oral Interview on Possible steps that could be taken by Government at all Levels Towards Ensuring Improved Compliance to the Constitution and Application of the Principles of Decentralization in UBE Delivery in the North Central Geo-Political Zone

Table 4.21 and Figure 4.13 showed that from the oral interview on the possible steps that could be taken by governments at all levels towards ensuring improved compliance to the constitution and application of the principles of decentralization in UBE delivery in the North Central geo-political zone, 56 respondents (93%) indicated the allocation of resources to LGAs directly and not through States would be a step in the right direction towards improving the decentralization practice. However, 4 respondents (7%) indicated in the contrary. Based on the percentage difference between these two shades of opinion it is admissible that allocation of resources to LGAs directly and not through States is a

possible step that could be taken by government at all levels towards ensuring improved compliance to the constitution and application of the principles of decentralization in UBE delivery in the North Central geo-political zone.

Interview Schedule 6d: Steps that could be taken by government at all levels towards ensuring improved compliance to the constitution and application of the principles of decentralization in UBE delivery in the North Central geo-political zone

Table 4.22: Percentage Response to the Oral Interview on Prioritizing Investments in Education at State and LGA Level as a step that could be taken by Government at all Levels Towards Ensuring Improved Compliance to the Constitution and Application of the Principles of Decentralization in UBE Delivery in the North Central Geo-Political Zone

SN	Themes	Frequency	Percent (%)
6d.	Prioritize investments in education at State and LGA level	(Yes) 54	90.0
	Prioritize investments in education at State and LGA level	(No) 6	10.0
	Total	60	100.0

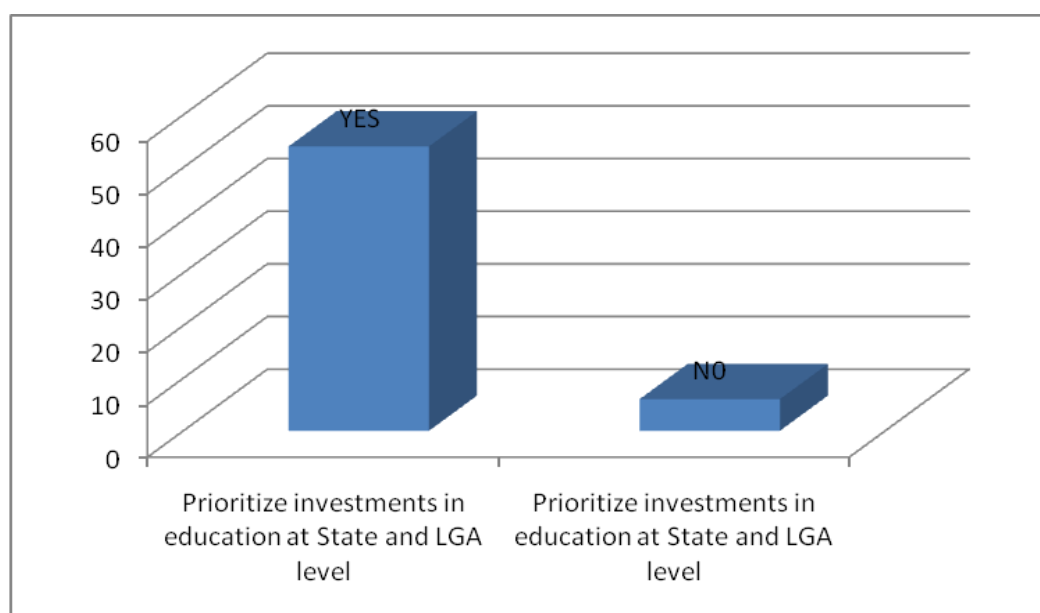


Figure 4.14: Bar Chart of the Responses of the Oral Interview on Possible Steps that could be taken by Government at all Levels Towards Ensuring Improved Compliance to the Constitution and Application of the

Principles of Decentralization in UBE Delivery in the North Central Geo-Political Zone

Table 4.22 and Figure 4.14 showed that from the oral interview on the possible steps could be taken by government at all levels towards ensuring improved compliance to the constitution and application of the principles of decentralization in UBE delivery in the North Central geo-political zone, 54 stakeholders (90%) suggested the prioritization of investments in education at State and LGA level while 6 (10%) maintained that such steps will not aid the application of the principles of decentralization in the study area. Based on the percentage difference between these opinions it is accepted that prioritization of investments in education at State and LGA level is a possible step that could be taken by government at all levels towards ensuring improved compliance to the constitution and application of the principles of decentralization in UBE delivery in the North Central geo-political zone.

Interview Schedule 6e: **Steps that could be taken by government at all levels towards ensuring improved compliance to the constitution and application of the principles of decentralization in UBE delivery in the North Central geo-political zone**

Table 4.23: Percentage Response to the Oral Interview on Building the Capacity of State and LGA Officials to take Responsibility for UBE Delivery as a step that could be taken by Government at all Levels Towards Ensuring Improved Compliance to the Constitution and Application of the Principles of Decentralization in UBE Delivery in the North Central Geo-Political Zone

SN	Theme	Frequency	Percent (%)
6e	Build capacity of State and LGA officials to take responsibility for UBE delivery	(Yes) 51	85.0
	Build capacity of State and LGA officials to take responsibility for UBE delivery	(No) 9	15.0
	Total	60	100.0

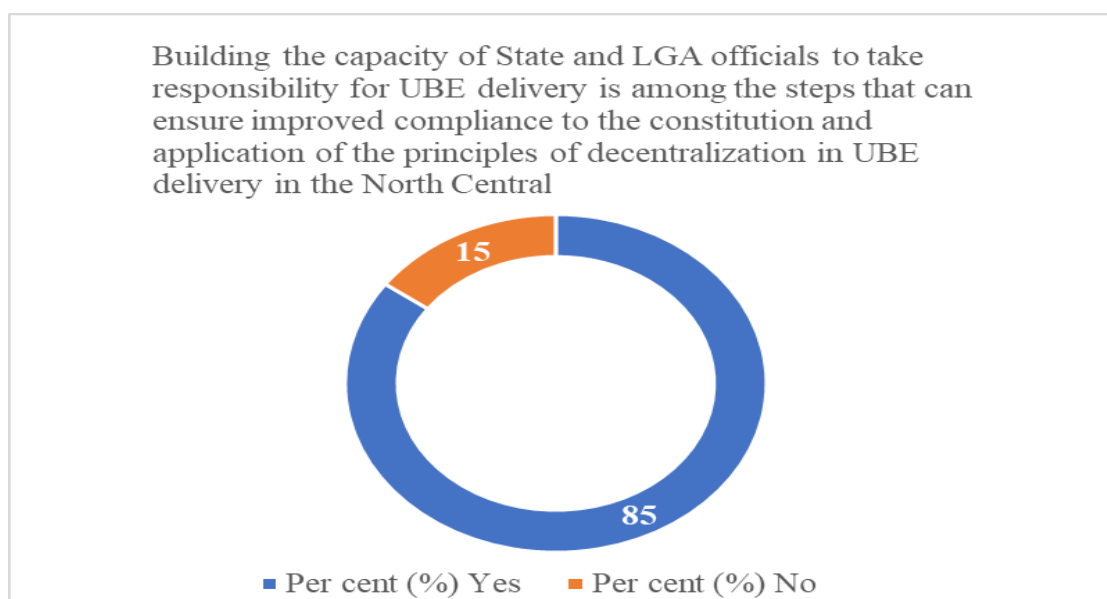


Figure 4.15: Doughnut Chart of the Responses to the Oral Interview on Possible steps that could be taken by Government at all Levels Towards Ensuring Improved Compliance to the Constitution and Application of the Principles of Decentralization in UBE Delivery in the North Central Geo-Political Zone

Table 4.23 and Figure 4.15 showed that from the oral interview on the possible steps that could be taken by government at all levels towards ensuring improved compliance to the constitution and application of the principles of decentralization in UBE delivery in the North Central geo-political zone, 51 respondents (85%) suggested the building of capacity of State and LGA officials to take responsibility for UBE delivery while 9 (15%) indicated otherwise. Based on the percentage difference between these two submissions it is accepted that building of capacity of State and LGA officials to take responsibility for UBE delivery is a possible step that could be taken by government at all levels towards ensuring improved compliance to the constitution and application of the principles of decentralization in UBE delivery in the North Central geo-political zone.

In Tables 4.19 – 4.23 and Figures 4.11 – 4.15 stakeholders drew attention to some of the steps that could be taken towards addressing some of the constraints to the application of the principles of decentralization in UBE implementation. It is important to note stakeholders' emphasis on the fact that empowering LGAs as an autonomous entity as

enshrined in the constitution, will to a high extent pave way for the actualization of the other recommendations in this respect.

4.2.2 Hypotheses Testing

The chi-square (χ^2) test of goodness of fit was used in testing the six (6) hypotheses framed for this study at 0.05 level of significance. The results are presented on Tables 4.24 to 4.30 and the detailed analysis shown in Appendix G at page 198.

Hypothesis 1: The Federal Government, States and Local Government Areas have not significantly applied the principles of decentralization (as enshrined in the 1999 Constitution) in UBE implementation in the North Central geo-political zone.

Table 4.24: Chi-square Test on ‘The Federal Government, States and Local Government Areas have not Significantly Applied the Principles of Decentralization (as enshrined in the 1999 Constitution) in UBE Implementation in the North Central Geo-political Zone’.

Opinions	Observed N	Expected N	Residual	Level of Sig.	df	χ^2_{cal}	χ^2_{tab}	Decision
VLE	514	499.0	15.0	0.05	3	3.38	7.82	Accepted
LE	1283	499.0	784.0					
HE	46	499.0	-453.0					
VHE	153	499.0	-346.0					
Total	1996							

Values in parentheses are percentages $\{\chi^2 = 3.38, df = 3, p = 0.05 < 0.00\}$

Table 4.24 revealed that $\chi^2_{\text{cal}} = 3.38$, $df = 3$ and $\chi^2_{\text{tab}} = 7.82$. Since the χ^2_{cal} value of 3.38 is less than the χ^2_{tab} value of 7.82 ($3.38 < 7.82$) at 3 degree of freedom. The null hypothesis which states that Federal Government, States and Local Government Areas have not significantly applied the principles of decentralization (as enshrined in the 1999 Constitution) in UBE implementation in the North Central States was therefore accepted. This implies that the Federal Government, States and Local Government Areas have not

significantly applied the principles of decentralization (as enshrined in the 1999 Constitution) in UBE implementation in the North Central geo-political zone of Nigeria.

Hypothesis 2: State and Local Government Areas have not significantly enjoyed due autonomy in the performance of assigned constitutional roles in UBE implementation in the North Central geo-political zone in Nigeria.

Table 4.25: Chi-square Test on ‘State and Local Government Areas have not Significantly enjoyed due Autonomy in the Performance of Assigned Constitutional Roles in UBE Implementation in the North Central Geo-political Zone’.

Opinions	Observed N	Expected N	Residual	Level of Sig.	df	χ^2_{cal}	χ^2_{tab}	Decision
VLE	514	499.0	15.0	0.05	3	5.52	7.82	Accepted
LE	1388	499.0	889.0					
HE	37	499.0	-462.0					
VHE	57	499.0	-442.0					
Total	1996							

Values in parentheses are percentages $\{\chi^2 = 5.52, df = 3, p = 0.05 > 0.00\}$

Table 4.25 revealed that $\chi^2_{\text{cal}} = 3.38$, $df = 3$ and $\chi^2_{\text{tab}} = 7.82$. Since the χ^2_{cal} value of 3.38 is less than the χ^2_{tab} value of 7.82 ($5.52 < 7.82$) at 3 degree of freedom. The null hypothesis which states that State and Local Government Areas have not significantly enjoyed due autonomy in the performance of assigned constitutional roles in UBE implementation in the North Central geo-political zone of Nigeria is therefore accepted. This means that State and Local Government Areas have not significantly enjoyed due autonomy in the performance of assigned constitutional roles in UBE implementation in the North Central geo-political zone of Nigeria.

Hypothesis 3: Appropriate resources especially funds have not been significantly provided for UBE implementation by States and Local Government Areas in the North Central geo-political zone in Nigeria.

Table 4.26: Chi-square test on ‘Appropriate Resources Especially Funds have not been Significantly Provided for UBE Implementation by States and Local Government Areas in the North Central Geo-political Zone in Nigeria

Opinions	Observed N	Expected N	Residual	Level of Sig.	df	χ^2_{cal}	χ^2_{tab}	Decision
VLE	514	499.0	15.0	0.05	3	4.79	7.82	Accepted
LE	1111	499.0	612.0					
HE	297	499.0	-202.0					
VHE	74	499.0	-425.0					
Total	1996							

Values in parentheses are percentages $\{\chi^2 = 4.79, df = 3, p = 0.05 > 0.00\}$

Table 4.26 revealed that $\chi^2_{cal} = 4.79$, $df = 3$ and $\chi^2_{tab} = 7.82$. Since the χ^2_{cal} value of 3.38 is less than the χ^2_{tab} value of 7.82 ($4.79 < 7.82$) at 3 degree of freedom. The null hypothesis which states that appropriate resources especially funds have not been significantly provided for UBE implementation by States and Local Government Areas in the North Central geo-political zone of Nigeria is therefore, accepted. This implies that appropriate resources especially funds have not been significantly provided for UBE implementation by States and Local Government Areas in the North Central geo-political zone of Nigeria.

Research Hypothesis 4: Federal and State interventions in States or Local Government UBE implementation activities respectively in the North Central geo-political zone are not significantly within the boundaries stipulated in the 1999 Constitution.

Table 4.27: Chi-Square Test of ‘Federal and State Interventions in States Or Local Governments’ UBE Implementation Activities Respectively in the North Central Geo-Political Zone are not Significantly within the Boundaries Stipulated in the 1999 Constitution’

Opinions	Observed N	Expected N	Residual	Level of Sig.	df	χ^2_{cal}	χ^2_{tab}	Decision
VLE	514	499.0	15.0	0.05	3	3.07	7.82	Accepted
LE	1149	499.0	650.0					
HE	193	499.0	-306.0					
VHE	140	499.0	-359.0					
Total	1996							

Values in parentheses are percentages $\{\chi^2 = 3.07, df = 3, p = 0.05 > 0.00\}$

Table 4.27 revealed that $\chi^2_{\text{cal}}=3.07$, $df=3$ and $\chi^2_{\text{tab}} = 7.82$. Since the χ^2_{cal} value of 3.38 is less than the χ^2_{tab} value of 7.82 ($3.07<7.82$) at 3 degree of freedom. The null hypothesis which states that Federal and State interventions in States or Local Government UBE implementation activities respectively in the North Central States are not significantly within the boundaries stipulated in the 1999 Constitution is therefore, accepted. This implies that Federal and State interventions in States or Local Government UBE implementation activities respectively in the North Central geo-political zone of Nigeria are not significantly within the boundaries stipulated in the 1999 Constitution.

Research Hypothesis 5: The Federal Government, States and Local Government Areas have not encountered any significant constraint in the application of the principles of decentralization in UBE implementation in the North Central geo-political zone in Nigeria.

Table 4.28: Chi-square Test of ‘The Federal Government, States and Local Government Areas have not Encountered any Significant Constraint in the Application of the Principles of Decentralization in UBE Implementation in the North Central Geo-political Zone in Nigeria’

Opinions	Observed N	Expected N	Residual	Level of Sig.	df	χ^2_{cal}	χ^2_{tab}	Decision
VLE	588	499.0	-60.0	0.05	3	275.44	7.82	Not accepted
LE	234	499.0	236.0					
HE	439	499.0	89.0					
VHE	735	499.0	-265.0					
Total	1996							

Values in parentheses are percentages $\{\chi^2 = 275.44, df = 3, p = 0.05>0.00\}$

Table 4.28 showed that $\chi^2_{\text{cal}}=275.44$, $df=3$ and $\chi^2_{\text{tab}} = 7.82$. Since the χ^2_{cal} value of 275.44 is greater than the χ^2_{tab} value of 7.82 ($275.44>7.82$) at 3 degree of freedom. The null hypothesis which states that the Federal Government, States and Local Government

Areas have not significantly encountered any constraint in the application of the principles of decentralization in UBE implementation in the North Central States is therefore, not accepted. This implies that the Federal Government, States and Local Government Areas significantly encounter constraints in the application of the principles of decentralization in UBE implementation in the North Central geo-political zone of Nigeria.

Research Hypothesis 6: Nothing significant can be done by the Federal Government, States and Local Government Areas in enhancing the application of the principles of decentralization in UBE implementation in the North Central geo-political zone in Nigeria.

Table 4.29: Chi-square test of ‘Nothing Significant can be done by the Federal Government, States and Local Government Areas in Enhancing the Application of the Principles of Decentralization in UBE implementation in the North Central Geo-political Zone in Nigeria’

Opinions	Observed N	Expected N	Residual	Level of Sig.	df	χ^2 -cal	χ^2 -tab	Decision
VLE	217	499.0	-282.0	0.05	3	1072.90 ^a	7.82	Not accepted
LE	101	499.0	-398.0					
HE	657	499.0	158.0					
VHE	1021	499.0	522.0					
Total	1996							

Values in parentheses are percentages $\{\chi^2 = 1072.90, df = 3, p = 0.05 > 0.00\}$

Table 4.29 showed that χ^2 -cal=1072.90, df=3 and χ^2 -tab = 7.82. Since the χ^2 -cal value of 1072.90 is greater than the χ^2 -tab value of 7.82 ($3.38 < 7.82$) at 3 degree of freedom. The null hypothesis which states that nothing significant can be done by the Federal Government, States and Local Government Areas in enhancing the application of the principles of decentralization in UBE implementation in the North Central geo-political zone of Nigeria is therefore, not accepted. This implies that something significant can be done by the Federal Government, States and Local Government Areas in enhancing the

application of the principles of decentralization in UBE implementation in the North Central geo-political zone of Nigeria.

4.3 Discussion of Findings

Findings based on responses to research question 1, among others indicate that provisions in the policy and legal framework for basic education are not fully adhered to in the implementation of UBE programme in the zone. Respondents opined that low capacity of State and LGA UBE personnel to assume total responsibility for UBE service delivery as well as the imposition of authority on lower levels of governance by the Federal Government to a large extent negatively affect the application of the decentralization principles in the zone.

Findings based on Hypothesis 1 revealed that the Federal Government, States and Local Government Areas have not significantly applied the principles of decentralization (as enshrined in the 1999 Constitution) in UBE implementation in the North Central geo-political zone of Nigeria. This finding is in line with the views of Ikoya (2007) whose study confirmed that there are very low levels of enforcement and compliance by different levels of government to the application of the principles of decentralization. Along the same line, this finding aligns with another perspective in the study of Ikoya (2007) which maintained that the regional complacency; and varying levels of States' apathy towards implementing and enforcing principles of decentralization negate the essential provisions and policy direction which ought to be implemented by all parties within the federating political entity.

The study by Akpan (2015) also throws its weight behind this finding. Akpan's study noted that the actual implementation of the concept of decentralization in Nigeria hardly reflects its main ideals and global best practices. Instead the approach and practice of

decentralization rather has become a tool which the State and its elites have used in consolidating power.

This finding brings to the fore the need to comply with the legal provisions; allowing and empowering grassroots organs to effectively assume responsibility for designated services. In this direction policy makers and implementers owe the basic education sub-sector the responsibility of strengthening the policy and legal framework as well as the State and LGA structures for UBE delivery.

Findings relating to the second research question confirmed that State and Local Government Areas in the North Central geo-political zone of Nigeria have not enjoyed due autonomy in the performance of assigned constitutional roles in UBE implementation. Respondents explained that even if States and LGAs have the political and economic resources to drive basic education services the intrusion of the influence of higher governance structures posed severe hindrances to their efforts.

Findings based on Hypothesis 2 indicated that States and Local Government Areas have not significantly enjoyed the due autonomy in the performance of assigned constitutional roles in UBE implementation in the North Central geo-political zone of Nigeria. This finding corroborates the submission by Olumuyiwa, (2016, p. 23) who noted similar discrepancies through his study and posited that the exercise of the mandate for designated aspects of social service delivery under the separation of powers ‘must conform to the spirit of the constitution, as well as the stated objectives and intents of the federal government to focus on policy, strategy and standards and to let the states and local government authorities take charge of the delivery of education services’. Policy makers and implementers have need to consider the far reaching implication of not creating the necessary healthy environment for grassroots organs to fully exercise their autonomy in basic education delivery. Since the Federal Government does not have the

wherewithal to single-handedly address the requirements for quality UBE delivery across the country, it behoves on the government to create the right environment and ensure that States and LGAs are adequately supported to carry out their assigned roles.

Responses to research question 3 affirmed that States and Local Government Areas do not provide appropriate resources especially funds for the implementation of UBE programmes. Respondents drew attention to two critical issues in this regard; availability of resources and the will by grassroots organs to prioritize their investments in basic education. In all two counts, respondents doubted States and LGAs' capacity to address issues relating to these.

Findings based on Hypothesis 3 revealed that appropriate resources especially funds have not been significantly provided for UBE implementation by States and Local Government Areas in the North Central geo-political zone of Nigeria. This finding agrees with Nwoko (2015) which identified State Governments' failure to allocate resources to primary education but rather relying on funds allocated by the Federal Government for UBE supportive interventions and other allocations earmarked for LGAs as key among the various factors responsible for the weak education system and decentralization practices. Furthermore, this finding resonates well with the work of Oriakhi cited in Akpan (2011) which found that sub-national entities like States and LGAs parade poor service delivery due to a mismatch between responsibility and resource base, lopsided allocation in favour of the federal government and ineffective monitoring of government expenditure (Akpan, 2011), among other things. This study recommended that States and LGAs in the North Central geo-political zone will have the impetus to pursue effective UBE service delivery especially when appropriate resources are provided. For policy and implementation matters, there is need to enforce appropriate match between responsibility and resources as canvassed by the theory of fiscal federalism.

Findings related to research question 4 indicate that Federal interventions in primary and secondary education and States' involvement in Local Government Areas' primary education activities seldom fall within the ambit of law. This means that the interventions especially by the federal government do not fully take into account the independence of the grassroots organs to either accept or reject such offers especially if it does not align with indigenous education priorities.

Findings based on Hypothesis 4 revealed that Federal and State interventions in States or Local Government UBE implementation activities respectively in the North Central States are not significantly within the boundaries stipulated in the 1999 Constitution. This finding is in consonance with the earlier postulation by Moja (2000) who argues that in practice however, States are not the main determinants of the implementation strategies in UBE delivery as they rely heavily not only for policy direction but also for resourcing and implementation guidelines from the Central government. This finding is also in consonance with the submission by Ikeji, Utulu and others to the effect that the LGA which is constitutionally saddled with responsibility for primary education, however, seems to be largely dependent on external influences in most aspects of education service delivery. Furthermore, Ikeji asserts that LGA education service provisions are fully dependent on State directives and not the ingenuity or priority preferences of local authorities (Ikeji, Utulu and others, 2013).

The finding also resonates well with the argument by Obanya, (2011), that the over-centralization of education service delivery especially education policy and other education initiatives of the federal government since return to civil rule have failed to respect the true federalism principle. For example, the Universal Basic Education programme of 1999 was first launched by the federal authorities before being introduced to the states. With the reforms of 2002-2003, the current education sector road map, and

the curriculum review efforts, federal authorities took the initiatives, and then sold these to the states, which were expected to ‘buy into them’.

For effective policy and implementation, federal authorities in UBE delivery will create a better approach to this aspect if every higher governance UBE intervention activity passes through a mutually beneficial process of engagement and collaboration.

Findings based on Hypothesis 5 indicated that the Federal Government, States and Local Government Areas have encountered significant constraints in the application of the principles of decentralization in UBE implementation in the North Central geo-political zone of Nigeria. This finding aligns itself with UNESCO (2005) which admitted that in practical terms a lot of bottlenecks and constraints exist in the decentralization process and cited the examples of issues that affect UBE decentralization arising from limited autonomy granted lower levels of basic education implementation. For instance, the Local Government Education Authorities (LGEAs) were supposed, in principle, to be responsible for the recruitment and posting of primary school teachers but they are unable to do this without the approval of the State Primary Education Board (SPEB), which, itself, cannot execute the policies of the UBE programme without the approval of the State Ministry of Education (UNESCO, 2005, p. 24).

In the same vein, this finding corroborates Obanya’s (2012) submission that LGAs have been completely side-lined, especially in terms of funding (page 6), thus making it very difficult for them to carry out assigned roles effectively. This finding also has bearing on the submission by Baikie (2002) who highlights the human resource angle to the inability of grassroots agencies to assume and effectively deliver on their constitutional mandates regarding UBE delivery. Baikie maintained that a combination of political and capacity related issues are central to the inability of government agencies at federal and grassroots level to effectively decentralize UBE service delivery.

This finding corroborates the opinion of political activist within the Nigerian polity. The submission by Rt. Hon. Yakubu Dogara, former Speaker, Nigeria's House of Representatives to the effect that the near total extinction of the third tier of government as a result of hijack of its roles and resources by State Governments in disregard for the provisions of the constitution. The former Speaker observed that 'the contemptuous disregard for local council autonomy is not only worrying but also represents an assault on our collective intelligence'. In actualizing the desired change in this direction, policy makers and UBE implementers should adopt a more proactive measure in addressing the root causes of factors that inhibit full compliance to the framework for decentralizing UBE service delivery at all levels. Primarily, policy prescriptions should focus on principles and practices that will encourage the provision of adequate resources to grassroots organs and the prioritization of investments in education through the required political will.

Responses to research question 6, affirmed that the Federal Government, States and Local Government Areas could take steps towards enhancing the application of the principles of decentralization in UBE implementation in the North Central geo-political zone of Nigeria, especially in the areas of appropriate funding, upholding of the tenets of separation of powers and enlistment of quality personnel in grassroots UBE system administration, among others.

Findings based on Hypothesis 6 revealed that something significant can be done by the Federal Government, States and Local Government Areas in enhancing the application of the principles of decentralization in UBE implementation in the North Central States. This finding aligns with the fundamental principles contained in Akpan (2011) which recommended among other things improved and increased devolution of responsibility and resources as well as the inclusion of community organs in the budget and allocation

of resources from the federal government. Furthermore this finding is similar to the submission of Akpan (2015) which recommended improved capacity building of grassroots actors as a strategy for increased citizen participation in local governance. Importantly, Akpan's study advocated massive public investments towards improving social services like education, healthcare and economic empowerment of the local populace.

The finding is also in agreement with Omeje (2011) which maintained that local governments can be empowered to discharge their primary constitutional responsibilities and to contribute effectively to national development if the federal and state governments expand the functions of local governments by effectively decentralizing their powers and expanding the revenue capacities.

This finding agrees with the opinion of major players in the Nigerian polity who have over time maintained that a fundamental step towards addressing issues related to the over-bearance of federal might on States and LGAs and the dependence of States and LGAs on the Federal Government is the devolution of powers and resources to federating units. (Atiku, cited in The Authority, Wednesday, December 14, 2016, p. 37).

The former Speaker of Nigeria's House of Representative, Rt. Hon. Yakubu Dogara had during his tenure as head of the lower arm of Nigeria's parliament recommended a stoppage on the interferences in the operations of local councils as a means of empowering the LGAs and ensuring true federalism and decentralization of powers. (Daily Sun, Wednesday, December 14, 2016, page 32). In response to the usurpation of the roles of the Local Government, the Speaker recommended the restructuring of the Nigerian federation in order to 'devolve more power and resources to the federating units'. He maintains that what Nigeria needs are 'stronger federating Units (be they existing States or Zones) with greater share of resources and responsibilities'. He

advocates for stronger, economically viable States while encouraging the Federal government to completely cede its present total control of social services such as the running of schools.

Furthermore this finding is similar to the submission of Akpan (2015) who noted that granting autonomy to the decentralized entities in every facet of political, fiscal, administrative and financial operations should be upheld and enforced and not encroached on by higher levels of governance.

Supportive and collaborative processes of higher governance interventions in grassroots levels' UBE delivery processes, increased investment especially funding at State and LGA level, empowering grassroots organs to effectively take responsibility for UBE implementation in their domains, States and LGAs' assumption of full responsibility, initiation and implementation of UBE reforms that address their peculiar needs instead of relying on directives from Federal agencies as well as the enforcement of true and functional autonomy of States and LGAs in line with federative democratic principles are the major aspects that education policy makers and implementers should strive to address in this regard.

CHAPTER FIVE

SUMMARY, CONCLUSION AND RECOMMENDATIONS

5.1 Summary

This study sought to determine the extent of the application of the principles of decentralization in UBE programme implementation in North Central geo-political zone of Nigeria. Specifically, the study explored the extent to which States and Local Government Areas in the North Central geo-political zone have enjoyed due to autonomy in the performance of assigned constitutional role in UBE implementation, extent of availability of appropriate resources especially funds that could enable State and LGA basic education agencies implement designated UBE programmes at State and Local Government levels. The study also sought to determine if Federal interventions in States' UBE implementation activities or State interventions in Local Governments' UBE implementation activities are within the boundaries defined by law. The study identified possible constraints faced by States and Local Government Areas in the application of the principle of decentralization in UBE implementation in the North Central geo-political zone of Nigeria as well as steps that could be taken by the three tiers of government towards enhancing the application of the principles of decentralization in UBE implementation in the region.

A descriptive survey design was used in the study. The population of the study consisted of 37,331 UBE implementation personnel drawn from Federal, States and LGA basic education coordination, implementation and support institutions in the North Central geo-political zone of Nigeria.

The common characteristics of the population was that they were all enlightened, well informed and able to provide valid information on the variables of the study. The sample of the study comprised 2,003 UBE implementation officials and beneficiaries in the

North Central geo-political zone of Nigeria selected using the proportionate stratified random sampling technique.

For the purpose of this study, the researcher developed two instruments; a questionnaire and an interview schedule for data collection from designated basic education delivery personnel. The questionnaire was titled 'Questionnaire on the Application of the Principle of Decentralization in UBE programme implementation (QAPDUPIN) and contained 30 items based on 4 points modified likert type scales.

The questionnaire was subjected to the appraisal by experts in educational measurement and evaluation from the Department of Educational Foundations, Nasarawa State University, Keffi for content and face validation. The experts validated the instruments by checking for appropriateness and relevancy of the items, adequacy and agreement with the research questions, clarity of expression and size of print. The logical consensus of the experts gave 0.77 indices of rational validity for the questionnaire, QAPDUPIN. The logical index for the instruments being above 0.50 was therefore considered suitable for data collection for the study.

QAPDUPIN was pilot tested on 150 respondents in segments of the population not selected as sample for the study in the FCT UBEB. Successful pilot testing of the instruments enabled the confirmation of their reliability for the study. Furthermore, Cronbach Alpha coefficient statistics of estimating reliability was employed to compute coefficients of the internal consistency of the instruments. Due to the large area covered by the study, 14 research assistants assisted the researcher in administering the instruments in order to work within the designated time frame. Though the research assistants had a common characteristic of being first degree holders in Education and the Social Sciences, they were also adequately trained on the skills of instrument

administration and especially on steps in creating rapport with the respondents in order to ensure effective data collection.

The research instruments were administered with prior permission of relevant education authorities in each State. An introductory letter from Department of Educational Foundations, Nasarawa State University, Keffi facilitated easy access and approval for the administration of the instruments in the States. More so, consent received from the respondents and assurances of privacy of information provided and the guarantee of the preservation of other ethical considerations enabled overwhelming support for the data collection by the respondents. Thereafter the researcher assistant administered the instruments. The completed and retrieved questionnaires were thereafter, batched and prepared for analysis. The analysis focused on each of the research questions using descriptive statistics (Mean and Standard Deviation). In the same vein, chi-square statistics was used in testing for the significance of all null hypotheses. Following the analysis of the data collected, the study arrived at the under-listed key findings:

1. **The first finding of this study** revealed that there is a low extent (2.24/4.00) of the application of the principles of decentralization in UBE implementation in the North Central geo-political zone of Nigeria by the three tiers of government especially in respect of the distribution of service delivery responsibilities among state organs (Federal, State and Local Governments). This is due to the fact that the Federal and State governments have not focused solely on their mandates for tertiary and secondary education respectively, and LGAs have not assumed total responsibility for primary education in line with the stated mandates as enshrined in the 1999 Constitution.
2. **The second finding of the study** indicated that States and Local Government Areas have enjoyed the due autonomy only to a low extent (2.18/4.00) in the performance of

assigned constitutional roles in UBE implementation in the North Central geo-political zone of Nigeria. This is due to the subtle influences on State and LGA education implementation operations from higher levels of governance.

3. **The third finding of the study** revealed that there is a low extent (2.17/4.00) of the availability and provision of appropriate resources especially human resources, funds, relevant structures and educational infrastructure for UBE implementation by States and Local Government Areas in the North Central geo-political zone of Nigeria.
4. **The fourth finding of this study** revealed that there is a low extent (2.16/4.00) of conformity to the constitutional provisions for Federal Government's interventions in States and Local Government UBE implementation activities and States' interventions in Local Government UBE implementation activities in the North Central geo-political zone of Nigeria. This is due to the fact that the interventions by the Federal Government in States and LGA basic education delivery operations and States interventions in LGA basic education delivery efforts are largely forced down, arbitrary and without proper consultations and partnership.
5. **The fifth finding of this study** indicated that the constraints faced by the Federal Government, States and Local Government Areas in basic education implementation have to high extent (2.96/4.00) inhibited the application of the principles of decentralization in UBE implementation in the North Central geo-political zone of Nigeria. Institutional/system challenges, inadequate resources, low political will and interferences in UBE delivery efforts are some of the factors that have made it difficult for the three tiers of government to effectively decentralize UBE delivery services in line with the constitutional provisions.
6. **The sixth finding of this study** revealed that to a high extent (3.26/4.00) the Federal Government, States and Local Government Areas could take necessary steps that

could enhance the application of the principles of decentralization in UBE implementation in the North Central geo-political zone of Nigeria. The basis for this finding is the fact that empowering the LGAs as an autonomous entity as enshrined in the constitution, improving States and LGAs resources for education delivery, allocating resources directly to the LGAs instead of routing same through the States, prioritizing investments in education at State and LGA level and continuous improvement of the capacity of State and LGA officials to take responsibility for UBE delivery in their domains are actions that could be taken if there is sufficient political will at Federal, State and Local Government level.

5.2 Conclusion

This study, occasioned by the researcher's concern over the low achievements recorded in UBE programme within a 12 year implementation period (2005 – 2017) has brought to the fore some of the system challenges that need to be addressed in order to ensure that the Federal Government, States and LGAs play expected complimentary roles in UBE delivery as enshrined in the constitution. Specifically and as the aforementioned findings indicate, the general low extent of the application of critical components of the principles of decentralization in UBE implementation points to the fact that the Federal and State Government's infractions in UBE implementation to a high extent has greatly hampered the creation of an enabling environment for States and Local Government to assume constitutional responsibilities and also thrive in basic education delivery.

As the study indicates, the overbearing influence of the Federal and State Government in UBE delivery has created the impression that UBE implementation is Federal Government's responsibility thus receiving very insignificant attention and concern from the second and third tier of government leading to situations where States and LGAs make no budgetary provision for UBE implementation but rely largely on the funding

received from the Federal Government for such. This has further fostered States and LGAs' reliance on the Federal Government on matters of UBE programme implementation and creating a situation of dependency instead of autonomy in UBE service delivery.

The findings are in consonance with Obanya (2012) and the researcher's earlier assertion that UBE programme as an interventionist agenda of the Federal Government ought to be supportive of State and Local Government efforts and not a replacement of same. This also aligns with the growing global acceptance of the fact that local actors when properly engaged, motivated and empowered can efficiently drive social transformation and provide leadership for specialized service delivery (like basic education) and also achieve far more positive and competitive results than could be attained by external actors. Importantly findings from the research buttress the fact that full autonomy of States and LGAs in entrenching indigenous approaches and programmes for UBE implementation, availability of appropriate resources especially funds for the implementation of UBE programme at State and Local Government levels, federal interventions in States UBE implementation efforts and States' intervention in Local Government Areas' UBE implementation efforts purely through consensus and not subtle or overt coercion and within the boundary stipulated in the constitution could ensure greater effectiveness in UBE programme implementation and also aid the attainment of the goals of the programme.

Thus, the desire to reverse the negative trends in UBE programme output viz-a-viz the huge investments made by the Federal Government ought to take cognizance of the need to ensure high levels of compliance to extant legal and policy guidelines set in place for the programme implementation, especially empowering States and LGAs to drive the process while the Federal Government provides strictly supportive interventions in this

respect. With the guarantee of a conducive UBE implementation environment and proper basic education implementation at the grassroots, the Nigeria child would have been better off and the socio economic development potentials of the country would have been further enhanced.

5.3 Recommendations

Based on the findings of the study, the following recommendations were made;

1. The Federal, States and Local Government Areas should take steps to enforce deliberate adherence to the principles of decentralization in UBE implementation in the North Central geo-political zone of Nigeria. Since the mandate for primary and secondary education rests with States and LGAs, UBE implementation should be grassroots driven and should follow the standards set out in the national policy for the sake of uniformity while ensuring flexibility to allow indigenous approaches for identifying local needs and harnessing resources for meeting same. This would demand that Federal support interventions should be arrived at following a bottom up approach especially in policy and programme implementation with the three tiers of government working in consonance and complementing the strength of each level in a mutually beneficial manner. Through this means States and LGAs would have been empowered to assume responsibility and play expected roles in UBE delivery instead of relying solely on the Federal Government.
2. Federal and State authorities should provide the enabling environment that could ensure that States and Local Government Areas in the North Central geo-political zone of Nigeria enjoy due autonomy in the performance of assigned constitutional roles in UBE implementation. UBEC and SUBEBs should consider relinquishing some of the responsibilities which they currently hold and which robs the LGAs of the capacity to assume total responsibility for UBE delivery. The approval of UBE

implementation plans in the States and LGAs solely at the discretion of UBEC should be jettisoned by a rather advisory and not mandatory approach to overseeing UBE delivery operations at the States and LGAs by UBEC.

3. Appropriate resources especially funds should be provided to the three tiers of government for the implementation of designated activities under the UBE programme arrangement in the North Central geo-political zone of Nigeria. Since LGA operations have been largely subject to the directives of States, a sure way to addressing the inadequacies and dependence of LGAs on the States is for UBEC and SUBEBs to set in motion a mechanism for ensuring that LGAs receive direct funding allocation from federal coffers as a distinct level of government as enshrined in the 1999 Constitution and the UBE Act (2004). Education stakeholders and political leaders at the LGA level should take steps to enforce their right to receive direct funding from the federal allocations even through appropriate legal procedures as the judicial arm of government could provide the necessary interpretations of the relevant sections of the constitution in this regard and also effectively demand for compliance or issue appropriate sanctions.
4. Since the Federal Government is permitted by law to intervene in critical aspects of UBE implementation, steps should be taken towards ensuring that such interventions are supportive of State efforts. Federal government should seek to engage states, collaboratively and in line with appropriate needs assessment procedures to determine how States and LGAs indigenous plans for UBE delivery can be improved and supported instead of imposing federally envisioned initiatives on States. UBEC should adopt a supportive and consultative approach to their engagement of States and LGAs in UBE programme delivery especially in identifying possible interventions and modalities for implementing same in each State and LGA. Creating

an atmosphere of participatory engagement will create a culture of shared importance instead of the existing superior-subordinate mentality. Additionally, UBEC support and interventions in States and LGAs should be projected as optional interventions which States and LGAs are free to accept if they so desire and not a compulsory offer which must be accepted.

5. Federal, States and Local Governments in the North Central geo-political zone of Nigeria should show increased commitment to addressing the constraints encountered in the application of the principles of decentralization in UBE implementation. First and foremost, political leaders and education stakeholders must give priority to education service delivery by exhibiting the right political will, providing sufficient resources, setting up relevant structures at State and LGA levels and providing necessary facilities for quality UBE delivery services in their domains. Importantly, Federal and State organs should desist from exerting unconstitutional infractions on the operations of lower levels of governance by confining their UBE intervention efforts especially at the LGA level to the guidelines contained in the Constitution, UBE Act 2004, the National Policy on Education and other regulatory frameworks for UBE implementation in the country.
6. The Federal Government, States and Local Government Areas should adopt the following quick measures towards enhancing the application of the principles of decentralization in UBE implementation in the North Central geo-political zone of Nigeria:
 - i. Supportive and not coercive Federal UBE interventions in UBE implementation
 - ii. Improved resource allocation to grassroots organs for their improved funding of UBE implementation efforts at State and LGA level

- iii. States and LGAs should initiate and implement UBE reforms that address their peculiar needs instead of relying solely on directives and financial resources from federal agencies
- iv. Federal Government's UBE delivery interventions should engage grassroots stakeholders right from the foundational stage and up to actual programme implementation
- v. Federal, States and Local Government Areas should join the advocacy for and exemplify best practices in the enforcement of true and functional autonomy of States and LGAs in line with federative democratic principles of Nigeria's constitution.

Due to the fact that low capacity of UBE implementation personnel was fingered as a possible constraint to States and LGAs' capacity to lead and own the UBE implementation process, the study also recommended routine capacity building activities for grassroot UBE actors as a strategy for increased citizen participation in local governance. Capacity building programmes segregated across the different layers of the UBE management structure at State and LGA level could be organized annually for decision makers in the basic education sub-sector. The study further recommended effective advocacy for grassroots stakeholders' understanding of the roles of the three tiers of government and steps that could be taken in demanding accountability for such by key actors.

The researcher believes that the above recommendations when clearly articulated in line with the performance gaps and needs of each State and LGA in the North Central geopolitical zone of Nigeria and vigorously implemented within a two year period, would have entrenched the right framework for collaborative partnership between the three tiers of government in UBE implementation. This will create and sustain a more conducive

environment for the effective management of the sub-sector and eventually the day-to-day UBE delivery operations at the State and LGA level. This will in the long run boost the confidence of grassroots stakeholders in assuming responsibility for driving the processes which at the moment is erroneously and largely perceived to be Federal and State Government's obligation.

5.4 Limitations of the Study

Some challenges were encountered in the course of undertaking this study. Some of the notable constraints include the following:

1. Insufficiency of the design method (descriptive survey) and data analysis techniques (mean and frequency counts) in providing a fool-proof procedure for unraveling the major causes of Federal Government's continued over-bearing influence on lower governance levels' basic education service delivery responsibilities as well as State and LGAs' apathy to assuming total responsibility and ownership of UBE delivery in their domains.
2. Security concerns in parts of the North Central geo-political zone of Nigeria especially Benue and Plateau States which made it difficult to assess and collate data from some target populations earlier envisaged
3. Lack of willingness and inability of SUBEB and LGEA personnel to freely express their misgivings about the imposition of authority and influence of higher level education officials on lower levels for fear of likely negative consequences

However, the main limitation of this study was the large gap and dearth of knowledge by the generality of the populace and even some education stakeholders on the concept of

separation of powers and the distinct roles that the 1999 Constitution confers on the three tiers of government in education service delivery in Nigeria.

5.5 Suggestions for Further Research

The researcher envisages that prospective researchers in this area could undertake further investigation on the following themes:

- i. The role of State actors in enforcing effective decentralization of Universal Basic Education (UBE) programme in North Central geo-political zone.
- ii. Impact of Federal Government's interventions in UBE implementation in the North Central geo-political zone of Nigeria.
- iii. The capacity of LGAs to fund and administer UBE Implementation in the North Central geo-political zone of Nigeria.

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APPENDIX A

SUMMARY OF KEY FEATURES ENSHRINED IN SUBEB LAWS N THE NORTH CENTRAL ZONE

*(Key to the abbreviation of State Names: Be = Benue, FC = Federal Capital Territory,
Ko = Kogi, Kw = Kwara, Na = Nasarawa, Ni = Niger, Pl = Plateau)*

SN	Key provisions	States with these provisions							Remarks
		Be	Ko	Kw	Na	Ni	Pl	FC	
1.	Management of Early Childhood Care and Education (ECCE); Primary, Nomadic and Junior Secondary Schools, and Agency for Mass Education	✓	✓	✓	✓	✓	✓		
2.	Registration and Supervision of Arabic and Quranic Schools					✓			
3.	Certification of products of 9 years Universal Basic Education					✓			
4.	Recruitment, appointment, promotion and discipline of teaching and non-teaching staff on salary grade level 07 and above	✓	✓	✓	✓	✓	✓		
5.	Posting and deployment of staff including inter-state transfer	✓	✓	✓	✓	✓	✓		
6.	Disbursement of intervention funds provided by both Federal and State sources; to all implementing agencies as specified by law	✓	✓	✓	✓	✓	✓		
7.	Setting up an effective supervisory unit	✓	✓		✓	✓	✓		
8.	Retirement and re-absorption of teaching and non-teaching staff	✓	✓	✓	✓	✓	✓		
9.	Undertaking new capital projects; Maintenance and rehabilitation of dilapidated classrooms/school infrastructure	✓	✓	✓	✓	✓	✓		
10.	Responsibility for the approval for the training and retraining of teaching and non-teaching staff	✓	✓	✓	✓	✓	✓		
11.	Assessment and funding of salaries and allowances of teaching and non-teaching staff based on the scheme of service drawn up by the State	✓	✓	✓	✓	✓	✓		
12.	Ensuring that annual reports are rendered by Education	✓	✓		✓	✓	✓		

SN	Key provisions	States with these provisions						Remarks
		Be	Ko	Kw	Na	Ni	Pl	
	Secretaries and heads of schools on teachers appointed to serve under them							
13.	Preparing testimonial and certificates of service for teaching and non-teaching staff whenever necessary	✓	✓	✓	✓	✓	✓	
14.	Dealing with leave matters including annual vacation	✓	✓	✓	✓	✓	✓	
15.	Ensuring annual auditing of accounts	✓	✓		✓	✓	✓	
16.	Physical development in line with child-friendly school initiative		✓			✓	✓	
17.	Promoting relationship with and coordination of assistance by donor agencies such as UNICEF, World Bank, UBE, etc.		✓			✓	✓	
18.	Establishing an office for a principal who shall head JSS 1-3		✓			✓		
19.	Purchase and distribution of instructional materials to Pre-Primary, Primary, Nomadic and Junior Secondary Schools; by the implementing agencies of the UBE components through the intervention funds; and regular assistance to registered Quranic institutions		✓			✓	✓	
20.	Carrying out mass mobilization and sensitization of the general public and entering into partnership with communities and all stakeholders on basic education with the aim of achieving overall objectives of the programme in the State		✓	✓		✓		
21.	Performing such other functions as may be assigned to the board by the State Government or UBE Commission	✓	✓		✓	✓	✓	
22.	Providing Guidelines on the establishment of new schools/centers and new projects						✓	
23.	Approval of annual estimates							

SN	Key provisions	States with these provisions							Remarks
		Be	Ko	Kw	Na	Ni	Pl	FC	
	and establishment proposals from LGEAs, JSS, Adult Education and Nomadic Education Units						✓		
24.	Manage the UBE in the State			✓					
25.	Implement the policy guidelines for the successful operation of UBE programme in the State			✓					
26.	Maintain effective and functional Departments, empowered with monthly financial votes for the monitoring and evaluation of projects ...			✓					
27.	Ensure compliance with minimum standards of education as stipulated by the Commission and the National Council on Education			✓					
28.	Advise the State Government on the orderly development of basic education in the State			✓					
29.	Prepare after consultations with LGAs and relevant stakeholders periodic master plans for a balanced and coordinated development of basic education in the State including areas of possible intervention in the provision of adequate basic education ...			✓					
30.	Carry out from time to time in conjunction with the Commission and LGAs a personnel audit of teaching and non-teaching staff of UBE institutions in the State			✓					
31.	Monitor Federal, State, and LG inputs into the implementation of UBE			✓					
32.	Present periodic progress reports on the implementation of the UBE programme to the Governor			✓					
33.	Coordinate and supervise the implementation of basic			✓					

SN	Key provisions	States with these provisions							Remarks
		Be	Ko	Kw	Na	Ni	Pl	FC	
	education related activities in collaboration with NGOs and multilateral agencies								
34.	Develop and disseminate curricula and instructional materials for basic education in the State			✓					
35.	Establish a basic education data bank and conduct research on basic education in the State			✓					
36.	Coordinate and supervise teaching and learning in public and private, Pre-primary, Primary and Junior Secondary Schools in the State			✓					
37.	Provide subventions to private schools when necessary			✓					

APPENDIX B

QUESTIONNAIRE FOR UBE PROGRAMME IMPLEMENTERS AND SYSTEM MANAGERS AT FEDERAL, STATE AND LGA LEVEL

APPLICATION OF THE PRINCIPLES OF DECENTRALIZATION IN UBE PROGRAMME IMPLEMENTATION (APDUPIN) IN NORTH CENTRAL STATES

Dear Respondent,

This questionnaire is part of a study that seeks to assess the extent to which federal, state and LGAs have applied the principles of decentralization in the implementation of the UBE programme in States of the North Central Geo-political Zone. Along this line, you are kindly requested to provide very objective responses to the issues raised in this instrument. Tick (✓) the appropriate columns of the response options that correspond with your choice and convictions on each of the statements or issues raised. Furthermore, kindly fill in the blank space at the end of the questionnaire with any further comments you may have on any of the issues listed.

Key to the options Weighing Factors

- VHE = Very High Extent..... 4
- HE = High Extent..... 3
- LE = Low Extent..... 2
- VLE = Very Low Extent 1

Background

Nigeria operates a democratic government which provides for the separation of powers and sharing of responsibilities between the Federal Government, States and Local Government Areas. According to the 1999 Constitution the responsibility for basic education (Primary and Junior Secondary schooling) rests solely with the LGAs and States respectively. This implies that basic education delivery has been decentralized (the controlling influence, decision making and implementation resting primarily with constituent units LGAs and States instead of the Federal Government), the constitution having ceded the power for such to LGAs and States. In complimenting State and LGA efforts in this respect, the constitution permits the Federal Government to provide supportive interventions in critical aspects of education service delivery.

Section A: Personal Data of Respondents

- i. Name of Respondent (*Optional*):
- ii. Official designation:
- iii. Organization/Institution:
- iv. Status of respondent: (*Circle, tick or underline the option that is applicable to you*).
 - UBE Policy maker
 - UBE Implementer
 - UBE Implementation Stakeholder/Collaborator

Introductory notes on the principles of decentralization

The key elements of the principles of decentralization among others include, but not limited to:

- autonomy of federating units (Federal, State and LGA) in the performance of assigned roles in education delivery

- strict adherence to assigned roles by federating units (Federal, State and LGA) in carrying out education service delivery programmes
- availability of appropriate resources for the discharge of assigned roles by each level of government, and
- non-interference (especially by central/higher levels of governance) in the activities of other federating units, in the discharge of duties assigned each level of government.

Section B: Items on the Variables

S/No.	ITEM DESCRIPTION	Respondent's Option			
		VHE (4)	HE (3)	LE (2)	VLE (1)
	<u>Cluster 1</u> Extent to which the Federal Government, States and Local Government Areas have applied the principles of decentralization in UBE implementation in the North Central States				
1.	The Federal Government often upholds the tenets of decentralization in its UBE interventions in the North Central States				
2.	State Governments in the North Central States do take into account the principles of decentralization in their UBE implementation efforts				
3.	Local Government authorities in exercising their constitutional mandates have assumed full responsibility for Primary Education in the North Central States				
4.	Existing revenue generation and distribution mechanisms permit each tier of government to effectively and efficiently provide for designated UBE implementation activities				
5.	The Federal Government only supports and does not impose its authority on States and LGAs in UBE implementation in the North Central States				
	<u>Cluster 2</u> Extent to which State and Local Government Areas in the North Central States have enjoyed due autonomy in the performance of assigned constitutional roles in UBE implementation				
6.	The Federal Government does not influence nor impose its authority on States in the performance of assigned roles in secondary education				
7.	State Governments do not influence nor impose their authority on the Local Government Authorities in the performance of assigned roles in primary education				
8.	States have the liberty to initiate and implement appropriate UBE programmes in line with their peculiar needs				
9.	Local Government Areas have the liberty to initiate and implement appropriate UBE programmes in line with their peculiar needs				
10.	Local Government Authorities take their own decisions				

S/No.	ITEM DESCRIPTION	Respondent's Option			
		VHE (4)	HE (3)	LE (2)	VLE (1)
	and receive no directives from States or the Federal Government on UBE implementation				
	<u>Cluster 3</u> Extent of State and Local Government Authorities' capacity to independently provide for their constitutional roles in UBE Programme implementation				
11.	States have sufficient resources and can provide the financial resources for undertaking their assigned roles in secondary education without recourse to the Federal Government.				
12.	States have set up appropriate institutions and structures for the implementation of secondary education programmes				
13.	LGAs have sufficient resources and can provide the financial resources for undertaking their assigned roles in primary education without recourse to the State Government.				
14.	LGAs have set up appropriate institutions and structures for implementing UBE programme				
15.	State and LGA UBE institutions and structures have competent personnel that can independently implement their assigned roles in UBE delivery.				
	<u>Cluster 4</u> Confinement of Federal interventions in Primary and Secondary Education and States' involvement in Local Government Areas' Primary Education activities within the boundaries stipulated by law				
16.	Interventions by the Federal Government in secondary education are within the boundaries defined in law				
17.	The involvement of State Governments in primary education is within the boundaries defined in law				
18.	The Federal Government always secures States' consent prior to intervening in any aspect of Secondary education				
19.	The State Government always secures Local Government's consent prior to intervening in any aspect of primary education				
20.	Federal and State Governments do not interfere in LGAs' primary education responsibilities since the constitution vests such responsibilities on the LGAs.				
	<u>Cluster 5</u> Constraints faced by States and Local Government Areas in the application of the principles of decentralization in UBE implementation in the North Central States				

S/No.	ITEM DESCRIPTION	Respondent's Option			
		VHE (4)	HE (3)	LE (2)	VLE (1)
21.	Federal UBE implementation agencies are unable to uphold the principles of decentralization because States do not possess the financial resources required to effectively handle such responsibilities				
22.	Federal agencies are unable to allow States and LGAs take full responsibility for UBE implementation owing to the prevailing dominance culture of the Federal Government over the States and Local Government Areas				
23.	State authorities/UBE implementation agencies are unable to uphold the principles of decentralization because Local Government Authorities do not possess the financial and human resources required to effectively handle assigned responsibilities for primary education				
24.	State Governments are unable to allow LGAs to take full responsibility for Primary education owing to the prevailing dominance culture of the State Government over the Local Government Areas				
25.	States and Local Government Areas are unable to apply the principles of decentralization in UBE implementation due to unhealthy influences and interference from higher governance structures				
	<u>Cluster 6</u> Steps that could be taken by the Federal Government, States and Local Government Areas towards enhancing the application of the principles of decentralization in UBE implementation in the North Central				
26.	Supportive and not coercive Federal UBE interventions will aid the application of the principles of decentralization in UBE implementation				
27.	Increased investment especially funding at State and LGA level can empower grassroots organs to effectively take responsibility for UBE implementation in their domains.				
28.	States and LGAs' initiation and implementation of UBE reforms that address their peculiar needs instead of relying on directives from Federal agencies will enhance UBE decentralization				
29.	UBE delivery interventions initiated by the Federal Government that directly engages grassroots stakeholders from the policy development to actual programme implementation will enhance States and LGAs effective participation and sense of ownership of the UBE process				
30.	Enforcement of true and functional autonomy of States and LGAs in line with the federative democratic principles will enhance the application of the principles of decentralization in UBE delivery.				
31.	Any other suggestions by the respondent :				

S/No.	ITEM DESCRIPTION	Respondent's Option			
		VHE (4)	HE (3)	LE (2)	VLE (1)
	a.				
	b.				
	c.				
	d.				

Other Comment(s) by the Respondent on any of the issues raised in the Questionnaire

The researcher acknowledges that the issues raised above may not be fully exhaustive. Accordingly, should the respondent have any further comment(s) or if the response to any of the issues raised in '1 – 30' above requires additional clarification(s), kindly indicate such in the space provided below.

1.
.....
2.
.....
3.
.....
4.
.....
5.
.....
6.
.....

The researcher appreciates your kind response. Thank you.

APPENDIX C

INTERVIEW SCHEDULE FOR UBE PROGRAMME IMPLEMENTERS AND SYSTEM MANAGERS AT FEDERAL, STATE AND LGA LEVEL

APPLICATION OF THE PRINCIPLES OF DECENTRALIZATION IN UBE PROGRAMME IMPLEMENTATION (APDUPI) IN NORTH CENTRAL STATES

1. To what extent has education service delivery has been decentralized and distributed among State organs in the North Central geo-political Zone in line with the provisions of Nigeria's 1999 constitution?
 - a. Federal government focuses solely on tertiary education and only provides supportive interventions in critical areas of other levels of education
 - b. State governments focus on Junior and Senior secondary education
 - c. LGAs are solely in charge of UBE implementation (Primary education)
2. Do state organs in the North Central geo-political Zone have autonomy in the performance of assigned constitutional roles in UBE delivery?
 - There are subtle or evident influences and interferences in service delivery
3. Do state organs at different levels possess appropriate resources especially funds for the implementation of UBE programmes in the North Central geo-political?
 - a. Human resources
 - b. Funds
 - c. Appropriate structure and infrastructure
4. Are Federal or State interventions in States or Local Government UBE delivery activities respectively in the North Central geo-political Zone within the boundaries defined in law?
 - a. Consensus and partnership is sought prior to interventions
 - b. Policies and interventions are forced down on lower levels
5. Are there constraints faced by designated tiers of government in the North Central geo-political Zone in the application of the principles of decentralization in UBE implementation?
 - Institutional inadequacies, lack of resources, low political will and interference etc.
6. What possible steps could be taken by government at all levels towards ensuring improved compliance to the constitution and application of the principles of decentralization in UBE delivery in the North Central geo-political Zone.
 - a. Empower LGAs to perform their roles as an autonomous entity as enshrined in the constitution
 - b. Improve State and LGA resources
 - c. Allocate resources to LGAs directly and not through States
 - d. Prioritize investments in education at State and LGA level
 - e. Build capacity of State and LGA officials to take responsibility for UBE delivery

APPENDIX D

VALIDATION SCALE NO. 1 FOR THE RESEARCH INSTRUMENT

VALIDATION SCALE FOR RESEARCH INSTRUMENT

Department of educational foundation

Nasarawa state university, keffi

prof. Maicibi, Head of
unit (Admin & planning)

Dear sir/madam

VALIDATION OF QUESTIONNAIRE

The attached questionnaire has been designed for collecting data for the study on

Application of the principles of decentralisation
in the implementation of universal Basic Education
programme (UBE) in north central states, Nigeria.

.....your view is
required for validating the research instrument as appropriate for the above purpose.
Please rate each item in the questionnaire in terms of comprehensiveness and
relevance for the stated purpose and adequacy for target group using the 4-point
scale shown below. Any other suggestion for improving the instrument for data
collection on the topic will be highly appreciated. Thanks.

No name!?

* a) When on the background, Disposition to R&S?
b) See back page / last page for other comments

S/N	ITEM DESCRIPTION	Very relevant (4)	Quite relevant (3)	Fairly Relevant (2)	Irrelevant (1)
	Cluster 1: Extent to which the Federal Government, States and Local Government Areas have applied the principles of decentralization/in UBE implementation in the North Central States				
1.	The Federal Government has very clear roles in education service delivery in the North Central States				✓
2.	States have been assigned very clear roles for secondary education			✓	
3.	Local Government authorities have been assigned very clear roles for Primary Education in the North Central States			✓	
4.	The different tiers of government are aware of this roles and have effectively assumed them				✓
5.	The three tiers of government understand their roles to be distinct but collaborative in UBE delivery.				✓
	Cluster 2: Extent to which State and Local Government Areas in the North Central States have enjoyed due autonomy in the performance of assigned constitutional roles in UBE implementation				
6.	States have autonomy from the federal government and LGAs in the performance of assigned roles in secondary education			✓	
7.	LGAs have autonomy from the Federal and State Governments in the performance of assigned roles in primary education			✓	
8.	States have the liberty to initiate and implement appropriate UBE programmes in line with their peculiar needs	✓			
9.	Local Government Areas have the liberty to initiate and implement appropriate UBE programmes in line with their peculiar needs	✓			
10.	As expected by law, LGAs have assumed total responsibility for primary education and are not resourcing to State or Federal Government for UBE implementation		✓		

*improvable in some of
approximation.*

	Cluster 3: Extent of availability of appropriate resources specially funds for the implementation of UBE programmes at State and Local Government levels in the North Central				
11.	States have appropriate resources especially funds for undertaking their assigned roles in secondary education	✓			
12.	States have set up appropriate structures for the implementation of secondary education programmes		✓		
13.	LGAs have appropriate resources especially funds for undertaking their assigned roles in primary education	✓			
14.	LGAs have set up appropriate structures for implementing UBE programme		✓		
15.	State and LGA UBE structures have sufficient human resources for implementing the UBE programme		✓		
	Cluster 4: Confinement of Federal interventions in States' UBE implementation and States' interventions in Local Government Areas' UBE implementation in the North Central are within the boundaries stipulated in the 1999 Constitution				
16.	Interventions by the Federal Government in State Government's secondary education delivery efforts is only within the boundaries defined in law		✓		
17.	Interventions by the State Governments in LGA's UBE implementation efforts is only within the boundaries defined in law		✓		
18.	The Federal Government always secures State's consensus and partnership prior to intervening in any aspect of Secondary education service provision		✓		
19.	The State Government always secures Local Government's consensus and partnership prior to intervening in any aspect of UBE delivery		✓		
20.	Federal and State Governments do interfere in LGAs' basic education responsibilities without taking cognizance of constitutional provisions that vests such responsibilities on the LGAS.	✓			

improvable

	Cluster 5: Constraints faced by States and Local Government Areas in the application of the principles of decentralization in UBE implementation in the North Central States				
21.	Federal UBE implementation agencies are not able to apply the principles of decentralization because of States' lack of financial and human resources capacity to effectively handle such responsibilities		✓		
22.	Federal agencies are unable to decentralize UBE operations, allowing States and LGAs to take full responsibility of same owing to the prevailing dominance culture of the central government over the federating units		✓		
23.	State UBE implementation agencies are not able to apply the principles of decentralization because of Local Government Areas' lack of financial and human resources capacity to effectively handle such responsibilities	✓			
24.	State Governments are unable to decentralize UBE operations, allowing LGAs to take full responsibility especially for Primary education owing to the prevailing dominance culture of the State Government over the Local Government Areas	✓			
25.	States and Local Government UBE delivery organs are unable to apply the principles of decentralization in their UBE operations due to unhealthy influences and interference from higher governance structures		✓		
	Cluster 6: Steps that could be taken by the Federal Government, States and Local Government Areas towards enhancing the application of the principles of decentralization in UBE implementation in the North Central				
26.	Supportive and not coercive Federal UBE interventions will aid the application of the principles of decentralization of UBE implementation		✓		
27.	Increased investment especially funding at State and LGA level can empower grassroots organs to effectively take responsibility for UBE implementation in their domains.	✓			
28.	States and LGAs' initiation and implementation of UBE reforms that address their peculiar needs instead of relying on directives from Federal agencies will enhance UBE decentralization		✓		

29.	UBE delivery interventions initiated by the Federal Government that directly engages grassroots stakeholders from the policy development to actual programme implementation will enhance States and LGAs effective participation and sense of ownership of the UBE process		✓		
30.	Enforcement of true and functional autonomy of States and LGAs in line with the federative democratic principles will enhance the application of the principles of decentralization in UBE delivery.		✓		

Suggestion for improvement:

See below.

Name *Prof. Maicibi Nok* signature *[Signature]* date *7/4/18*

- Items in cluster 1 cannot generate data to answer RA 1. Change all the items to address 'have applied'.*
- Items in cluster 3 may not test 'extent of'...*
- Add open-ended space for respondents to opine on other suggestions you could not list in cluster 6.*
- The CVI/LVI stands @ $0.766 = 0.77 = 77\%$.*
- Improve as suggested b/y proceeding for ~~proceed to full~~ ~~improvement~~ ~~define~~*

APPENDIX E

VALIDATION SCALE NO. 2 FOR THE RESEARCH INSTRUMENT

VALIDATION SCALE FOR RESEARCH INSTRUMENT

Department of educational foundation
Nasarawa state university, keffi

prof. kukwi Isaac,
Dean, faculty of Edu.

Dear sir/madam

VALIDATION OF QUESTIONNAIRE

The attached questionnaire has been designed for collecting data for the study on
THE EXTENT OF APPLICATION OF THE PRINCIPLES OF DECENTRALIS-
ATION IN UBE PROGRAMME IMPLEMENTATION IN NORTH CENTRAL
STATES, NIGERIA.

.....your view is
required for validating the research instrument as appropriate for the above purpose.
Please rate each item in the questionnaire in terms of comprehensiveness and
relevance for the stated purpose and adequacy for target group using the 4-point
scale shown below. Any other suggestion for improving the instrument for data
collection on the topic will be highly appreciated. Thanks.

S/N	ITEM DESCRIPTION	Very relevant (4)	Quite relevant (3)	Fairly Relevant (2)	Irrelevant (1)
	Cluster 1: Extent to which the Federal Government, States and Local Government Areas have applied the principles of decentralization in UBE implementation in the North Central States				
1.	The Federal Government has very clear roles in education service delivery in the North Central States	✓			
2.	States have been assigned very clear roles for secondary education				✓
3.	Local Government authorities have been assigned very clear roles for Primary Education in the North Central States		✓		
4.	The different tiers of government are aware of this roles and have effectively assumed them	✓			
5.	The three tiers of government understand their roles to be distinct but collaborative in UBE delivery.		✓		
	Cluster 2: Extent to which State and Local Government Areas in the North Central States have enjoyed due autonomy in the performance of assigned constitutional roles in UBE implementation				
6.	States have autonomy from the federal government and LGAs in the performance of assigned roles in secondary education			✓	
7.	LGAs have autonomy from the Federal and State Governments in the performance of assigned roles in primary education				✓
8.	States have the liberty to initiate and implement appropriate UBE programmes in line with their peculiar needs		✓		
9.	Local Government Areas have the liberty to initiate and implement appropriate UBE programmes in line with their peculiar needs	✓			
10.	As expected by law, LGAs have assumed total responsibility for primary education and are not resourcing to State or Federal Government for UBE implementation		✓		

	Cluster 3: Extent of availability of appropriate resources specially funds for the implementation of UBE programmes at State and Local Government levels in the North Central				
11.	States have appropriate resources especially funds for undertaking their assigned roles in secondary education				✓
12.	States have set up appropriate structures for the implementation of secondary education programmes		✓		
13.	LGAs have appropriate resources especially funds for undertaking their assigned roles in primary education	✓			
14.	LGAs have set up appropriate structures for implementing UBE programme	✓			
15.	State and LGA UBE structures have sufficient human resources for implementing the UBE programme		✓		
	Cluster 4: Confinement of Federal interventions in States' UBE implementation and States' interventions in Local Government Areas' UBE implementation in the North Central are within the boundaries stipulated in the 1999 Constitution				
16.	Interventions by the Federal Government in State Government's secondary education delivery efforts is only within the boundaries defined in law			✓	
17.	Interventions by the State Governments in LGA's UBE implementation efforts is only within the boundaries defined in law			✓	
18.	The Federal Government always secures State's consensus and partnership prior to intervening in any aspect of Secondary education service provision	✓			
19.	The State Government always secures Local Government's consensus and partnership prior to intervening in any aspect of UBE delivery		✓		
20.	Federal and State Governments do interfere in LGAs' basic education responsibilities without taking cognizance of constitutional provisions that vests such responsibilities on the LGAS.			✓	
	Cluster 5: Constraints faced by States and Local Government Areas in the application of the principles of decentralization in UBE				

implementation in the North Central States				
21.	Federal UBE implementation agencies are not able to apply the principles of decentralization because of States' lack of financial and human resources capacity to effectively handle such responsibilities		✓	
22.	Federal agencies are unable to decentralize UBE operations, allowing States and LGAs to take full responsibility of same owing to the prevailing dominance culture of the central government over the federating units			✓
23.	State UBE implementation agencies are not able to apply the principles of decentralization because of Local Government Areas' lack of financial and human resources capacity to effectively handle such responsibilities	✓		
24.	State Governments are unable to decentralize UBE operations, allowing LGAs to take full responsibility especially for Primary education owing to the prevailing dominance culture of the State Government over the Local Government Areas			✓
25.	States and Local Government UBE delivery organs are unable to apply the principles of decentralization in their UBE operations due to unhealthy influences and interference from higher governance structures			✓
Cluster 6: Steps that could be taken by the Federal Government, States and Local Government Areas towards enhancing the application of the principles of decentralization in UBE implementation in the North Central				
26.	Supportive and not coercive Federal UBE interventions will aid the application of the principles of decentralization of UBE implementation	✓		
27.	Increased investment especially funding at State and LGA level can empower grassroots organs to effectively take responsibility for UBE implementation in their domains.		✓	
28.	States and LGAs' initiation and implementation of UBE reforms that address their peculiar needs instead of relying on directives from Federal agencies will enhance UBE decentralization			✓
29.	UBE delivery interventions initiated by the Federal Government that directly engages grassroots stakeholders from the policy development to actual programme implementation will enhance States and LGAs effective	✓		

	participation and sense of ownership of the UBE process				
30.	Enforcement of true and functional autonomy of States and LGAs in line with the federative democratic principles will enhance the application of the principles of decentralization in UBE delivery.				✓

Suggestion for improvement:

.....

Name.....Kubir I. J.....signature.....[Signature].....date.....2/05/2018.....

$$\begin{array}{r}
 9 \times 4 = 36 \\
 9 \times 3 = 27 \\
 7 \times 2 = 14 \\
 5 \times 1 = 5 \\
 \hline
 30
 \end{array}$$

$$\frac{82}{30 \times 4} = \frac{82}{120} = 0.68$$

∴ The logical validity index
68%

APPENDIX F

RELIABILITY COEFFICIENT FOR THE RESEARCH INSTRUMENTS

COEFFICIENT OF RELIABILITY ON APPLICATION OF THE PRINCIPLES OF DECENTRALIZATION IN THE IMPLEMENTATION OF UNIVERSAL BASIC EDUCATION USING CRONBACH ALPHA METHOD OF ESTIMATING RELIABILITY

RELIABILITY

/VARIABLES=VAR00001 VAR00002

/SCALE('ALL VARIABLES') ALL

/MODEL=ALPHA

/STATISTICS=DESCRIPTIVE SCALE HOTELLING CORR COV

/SUMMARY=TOTAL MEANS VARIANCE COV CORR.

Reliability

Notes		
Output Created		5-4-2018 22:01:17
Comments		
Input	Active Dataset	DataSet0
	Filter	<none>
	Weight	<none>
	Split File	<none>

Case Processing Summary

	N of Rows in Working Data File	20
	Matrix Input	
Missing Value Handling	Definition of Missing	User-defined missing values are treated as missing.
	Cases Used	Statistics are based on all cases with valid data for all variables in the procedure.
Syntax		RELIABILITY /VARIABLES=VAR00001 VAR00002 /SCALE('ALL VARIABLES') ALL /MODEL=ALPHA /STATISTICS=DESCRIPTIVE SCALE /SUMMARY=TOTAL MEANS VARIANCE COV CORR.
Resources	Processor Time	00:00:00.031
	Elapsed Time	00:00:00.035

		N	%
Cases	Valid	30	100.0
	Excluded ^a	0	.0
	Total	30	100.0

a. Listwise deletion based on all variables in the procedure.

Scale: ALL VARIABLES

Reliability Statistics		
Cronbach's Alpha	Cronbach's Alpha Based on Standardized Items	N of Items
.88	.88	30

Mathematics			
Item Statistics			
	Mean	Std. Deviation	N
VAR00001	59 ;4000	15.34741	2200
VAR00002	39.4667	1133710	920

APPENDIX G

ANALYSIS OF RESEARCH QUESTIONS AND TEST OF HYPOTHESES

GET FILE='C: \Users\EASY E\Documents\OSSOM DATA.sav'.

DATASET NAME DataSet1 WINDOW=FRONT.

DESCRIPTIVES VARIABLES=Item1 Item2 Item3 Item4 Item5 Item6 Item7 Item8
/STATISTICS=MEAN STDDEV.

Descriptive Statistics			
	N	Mean	Std. Deviation
Item1	1996	2.46	1.042
Item2	1996	2.26	1.001
Item3	1996	2.23	.963
Item4	1996	1.97	.895
Item5	1996	2.29	1.052
Valid N (listwise)	1996		

Descriptive Statistics			
	N	Mean	Std. Deviation
Item6	1996	2.36	1.003
Item7	1996	1.94	1.015
Item8	1996	2.58	1.018
Item9	1996	2.24	1.012
Item10	1996	1.78	.984
Valid N (listwise)	1996		

Descriptive Statistics			
	N	Mean	Std. Deviation
Item11	1996	2.52	1.057
Item12	1996	2.42	1.015
Item13	1996	2.07	.973
Item14	1996	2.12	.992
Item15	1996	1.73	.860
Valid N (listwise)	1996		

Descriptive Statistics			
	N	Mean	Std. Deviation
Item16	1996	2.35	1.108
Item17	1996	2.37	1.054
Item18	1996	2.27	1.003
Item19	1996	2.14	.959
Item20	1996	1.65	.787
Valid N (listwise)	1996		

Descriptive Statistics			
	N	Mean	Std. Deviation
Item21	1996	2.31	.943

Item22	1996	2.92	.957
Item23	1996	2.93	.916
Item24	1996	3.02	.975
Item25	1996	2.80	1.062
Valid N (listwise)	1996		

Descriptive Statistics			
	N	Mean	Std. Deviation
Item26	1996	3.24	.969
Item27	1996	3.21	.816
Item28	1996	3.37	.651
Item29	1996	3.34	.665
Item30	1996	3.15	.895
Valid N (listwise)	1996		

APPENDIX H

CHI-SQUARE TEST

H0:1			
	Observed N	Expected N	Residual
SD	514	499.0	15.0
D	1283	499.0	784.0
A	46	499.0	-453.0
SA	153	499.0	-346.0
Total	1996		

Test Statistics	
Chi-square	3.379 ^a
df	3
Asymp. Sig.	.000
a. 0 cells (.0%) have expected frequencies less than 5. The minimum expected cell frequency is 499.0.	

H0:2			
	Observed N	Expected N	Residual
SD	514	499.0	15.0
D	1388	499.0	889.0
A	37	499.0	-462.0
SA	57	499.0	-442.0
Total	1996		

Test Statistics	
Chi-square	5.515 ^a
df	3
Asymp. Sig.	.000
a. 0 cells (.0%) have expected frequencies less than 5. The minimum expected cell frequency is 499.0.	

H0:3			
	Observed N	Expected N	Residual
SD	514	499.0	15.0
D	1111	499.0	612.0
A	297	499.0	-202.0
SA	74	499.0	-425.0
Total	1996		

Test Statistics	
Chi-square	4.786 ^a
df	3
Asymp. Sig.	.000
a. 0 cells (.0%) have expected frequencies less than 5. The minimum expected cell frequency is 499.0.	

H0:4			
	Observed N	Expected N	Residual
SD	514	499.0	15.0
D	1149	499.0	650.0
A	193	499.0	-306.0
SA	140	499.0	-359.0
Total	1996		

Test Statistics	
Chi-square	3.070 ^a
df	3
Asymp. Sig.	.000
a. 0 cells (.0%) have expected frequencies less than 5. The minimum expected cell frequency is 499.0.	

H0:5			
	Observed N	Expected N	Residual
SD	588	499.0	-60.0
D	234	499.0	236.0
A	439	499.0	89.0
SA	735	499.0	-265.0
Total	1996		

Test Statistics	
Chi-square	275.435 ^a
df	3
Asymp. Sig.	.000
a. 0 cells (.0%) have expected frequencies less than 5. The minimum expected cell frequency is 499.0.	

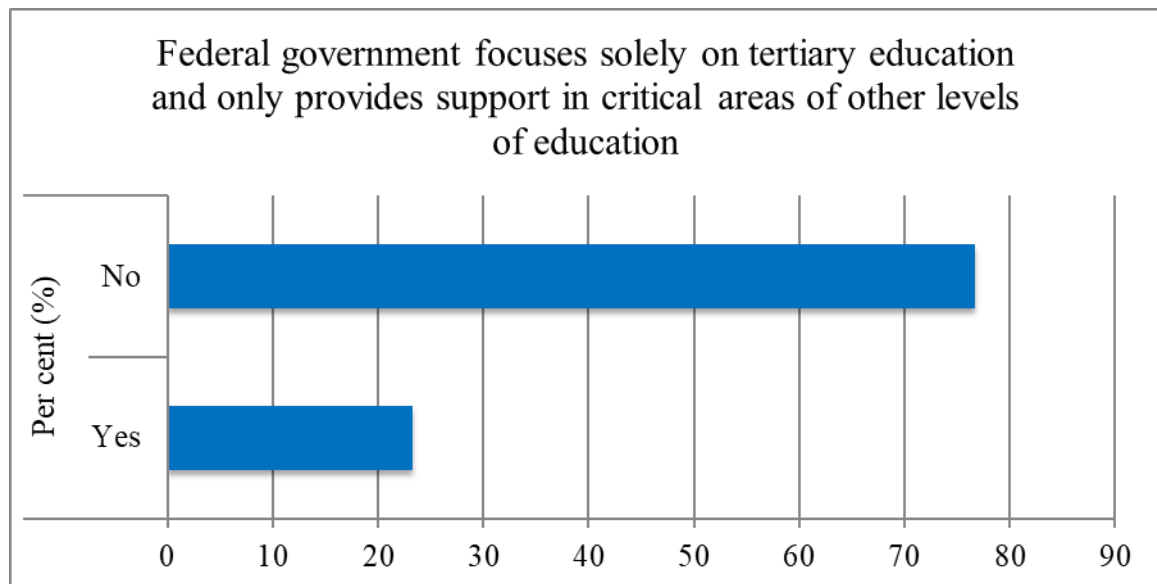
H0:6			
	Observed N	Expected N	Residual
SD	217	499.0	-282.0
D	101	499.0	-398.0
A	657	499.0	158.0
SA	1021	499.0	522.0
Total	1996		

Test Statistics	
Chi-square	1072.898 ^a
df	3
Asymp. Sig.	.000
a. 0 cells (.0%) have expected frequencies less than 5. The minimum expected cell frequency is 499.0.	

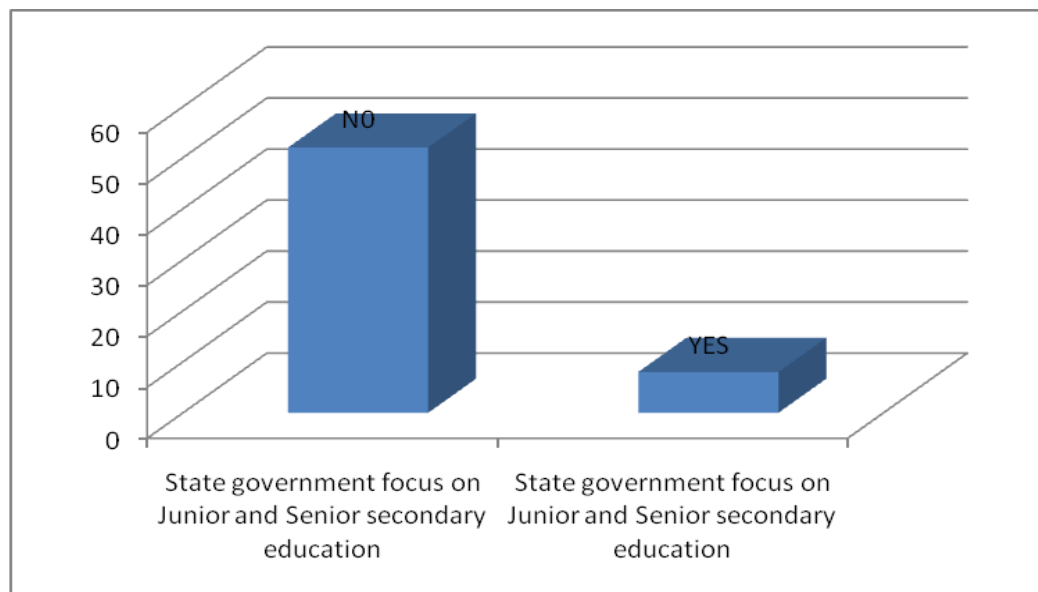
APPENDIX I

ANALYSIS OF THE INTERVIEW

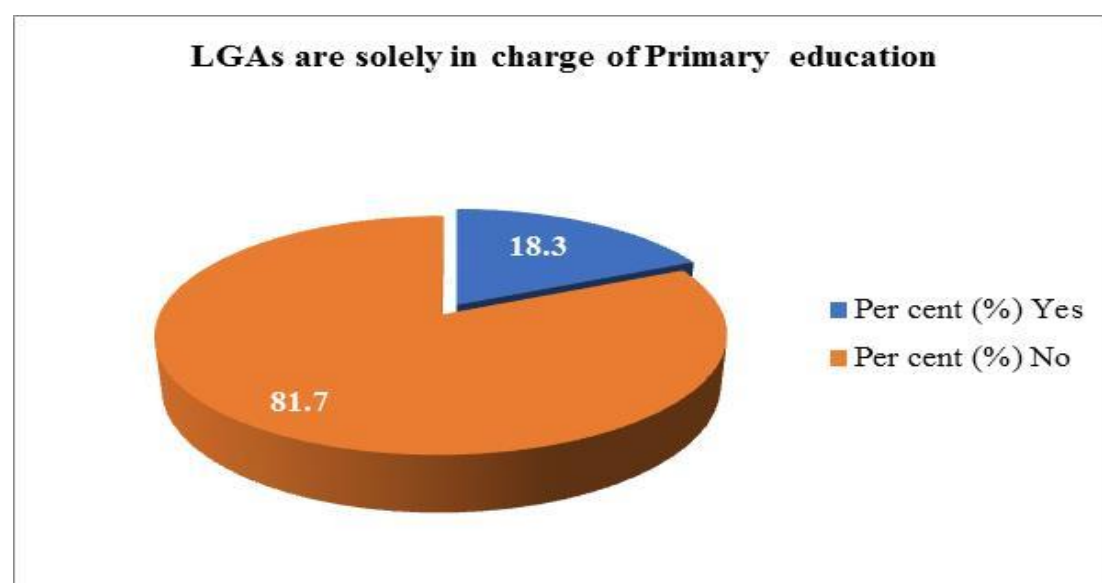
Federal Government's Sole Focus on Tertiary Education					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Federal government focuses solely on tertiary education and only provides support in critical areas of other levels of education	(NO) (46)	76.7	76.7	76.7
	Federal government focuses solely on tertiary education and only provides support in critical areas of other levels of education	(YES) 14	23.3	23.3	100.0
	Total	60	100.0	100.0	



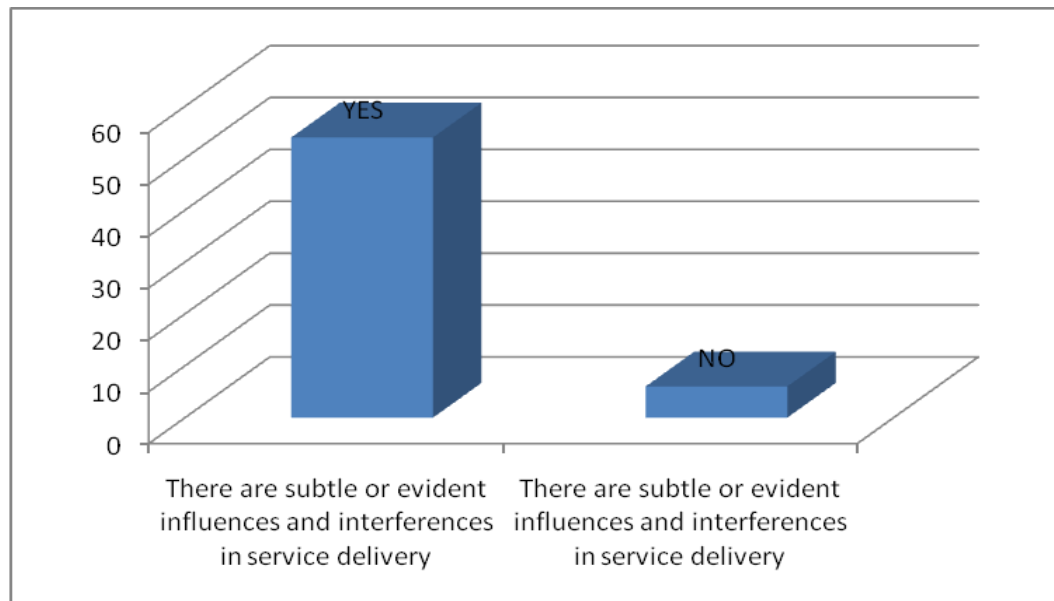
State Government's Sole Focus on Secondary Education					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	State governments' focus on Junior and Senior secondary education	(NO) 52	86.7	86.7	86.7
	State governments' focus on Junior and Senior secondary education	(YES) 8	13.3	13.3	100.0
	Total	60	100.0	100.0	



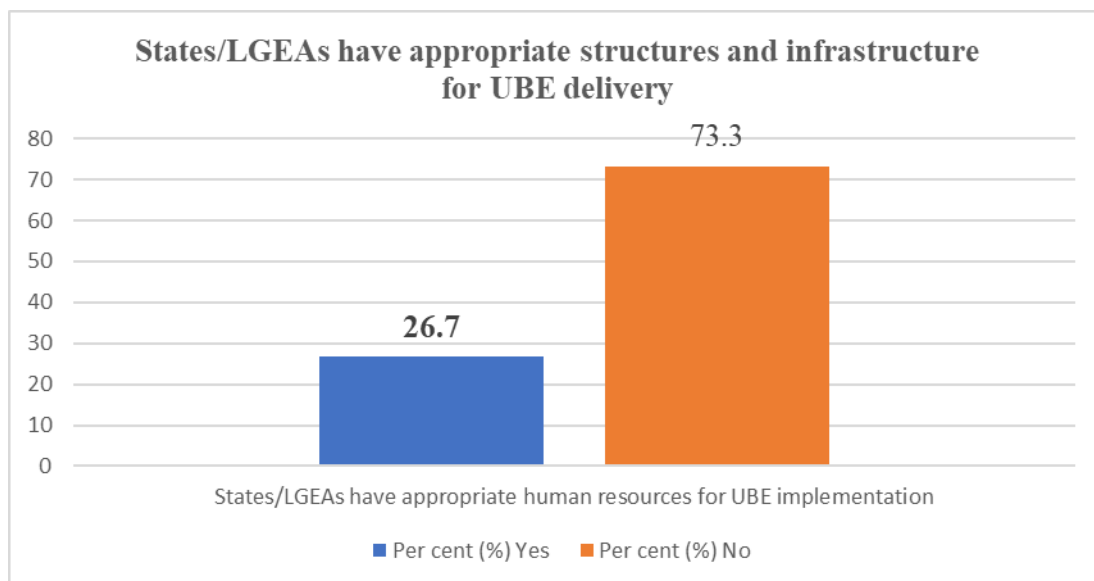
LGA's Sole Focus on Primary Education					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	LGAs are solely in charge of UBE implementation (Primary education	(NO) 49	81.7	81.7	81.7
	LGAs are solely in charge of UBE implementation (Primary education	(YES)11	18.3	18.3	100.0
	Total	60	100.0	100.0	



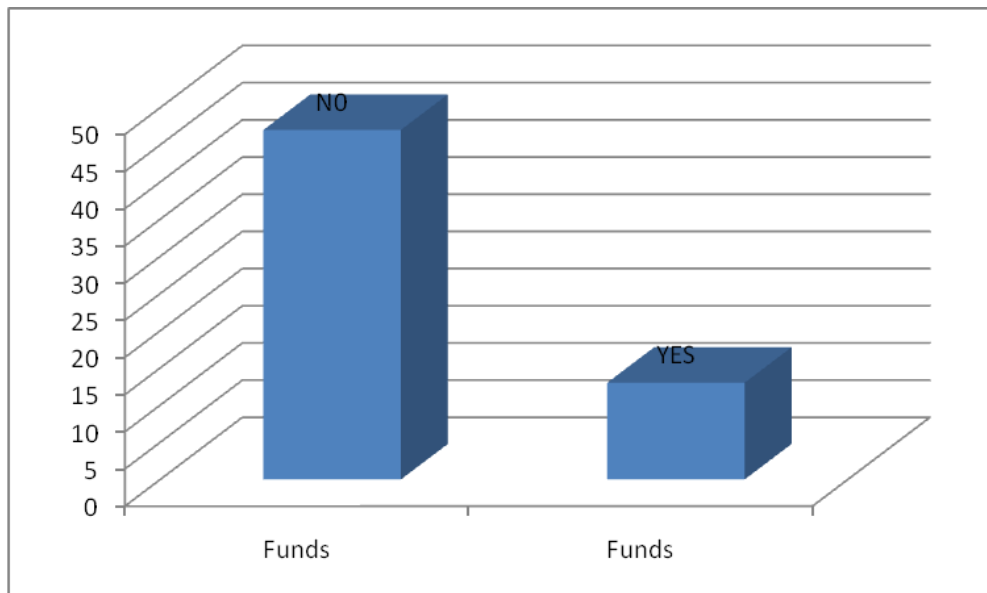
Service Delivery					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	There are subtle or evident influences and interferences in service delivery	(YES) 54	90.0	90.0	90.0
	There are subtle or evident influences and interferences in service delivery	(NO) 6	10.0	10.0	100.0
	Total	60	100.0	100.0	



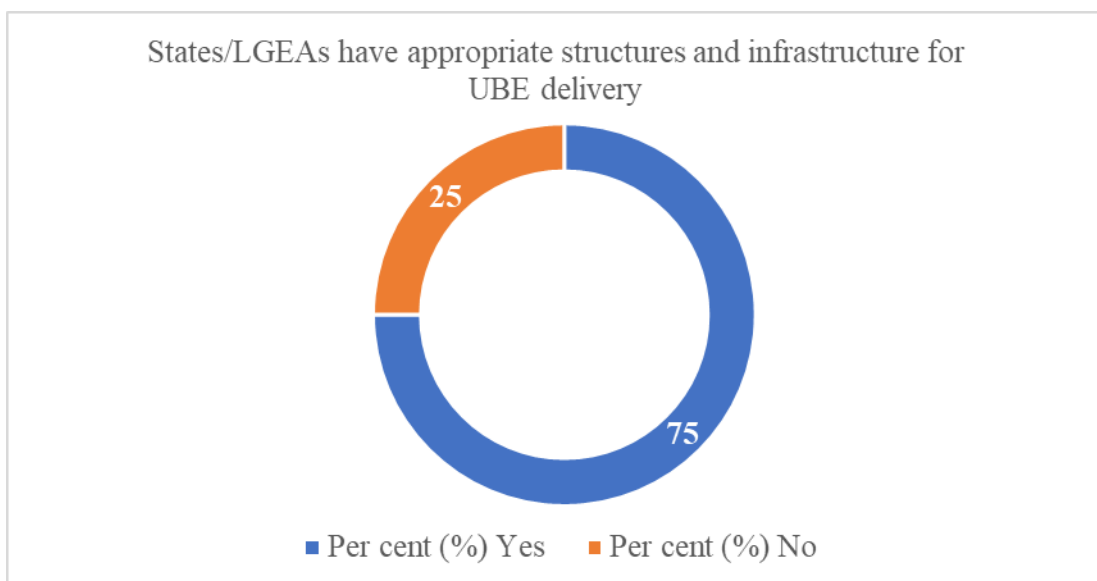
Resources					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Human resources	(NO) 44	73.3	73.3	73.3
	Human resources	(YES) 16	26.7	26.7	100.0
	Total	60	100.0	100.0	



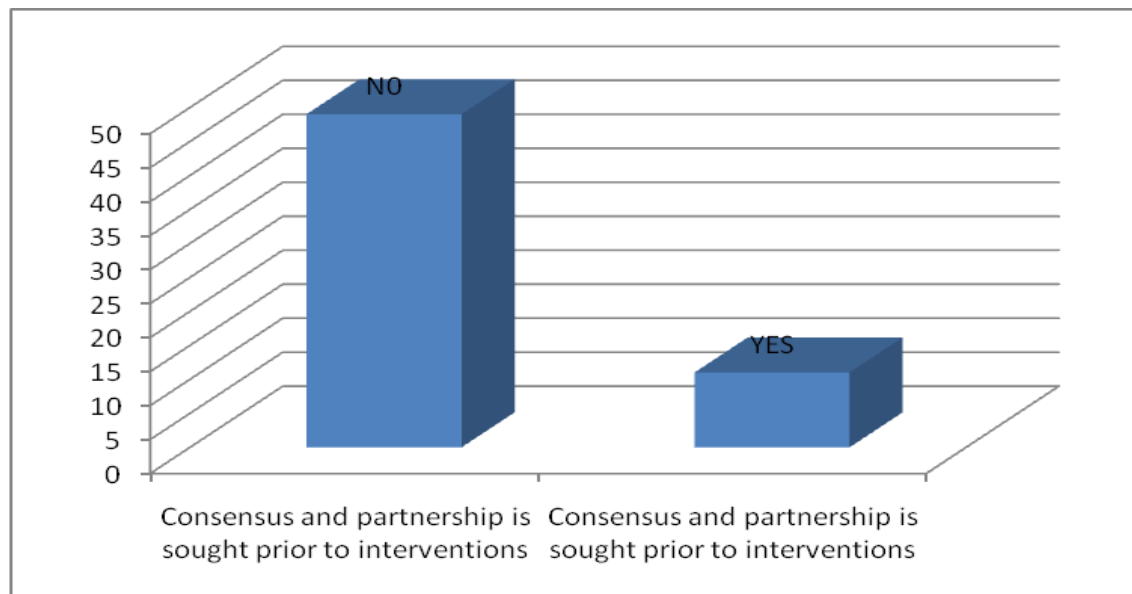
Resources					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Funds	(NO) 47	78.3	78.3	78.3
	Funds	(YES) 13	21.7	21.7	100.0
	Total	60	100.0	100.0	



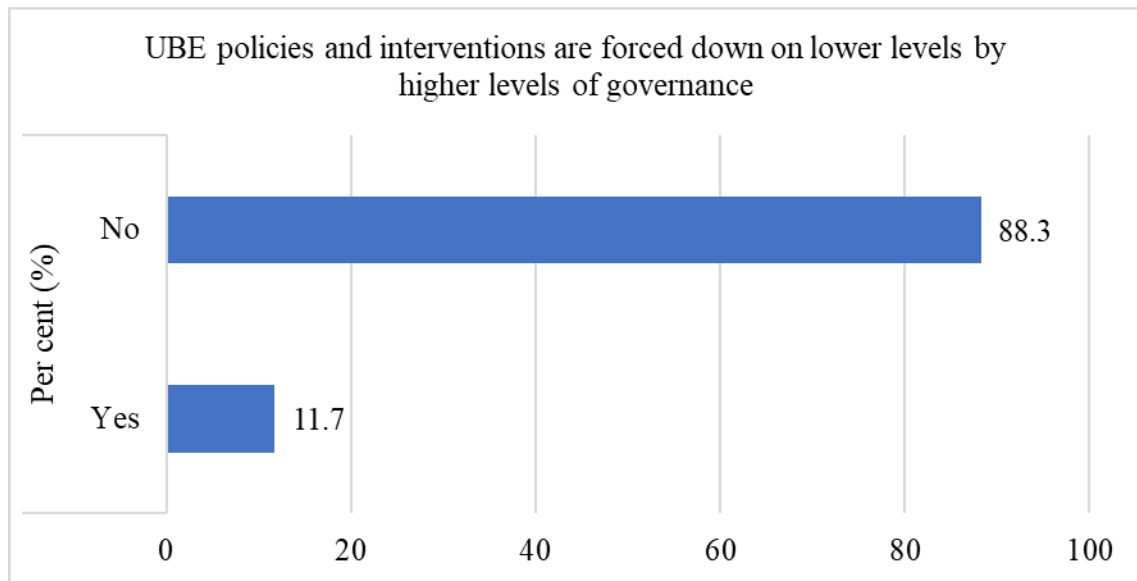
Resources					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Appropriate structure and infrastructure	(NO) 45	75.0	75.0	75.0
	Appropriate structure and infrastructure	(YES) 15	25.0	25.0	100.0
	Total	60	100.0	100.0	



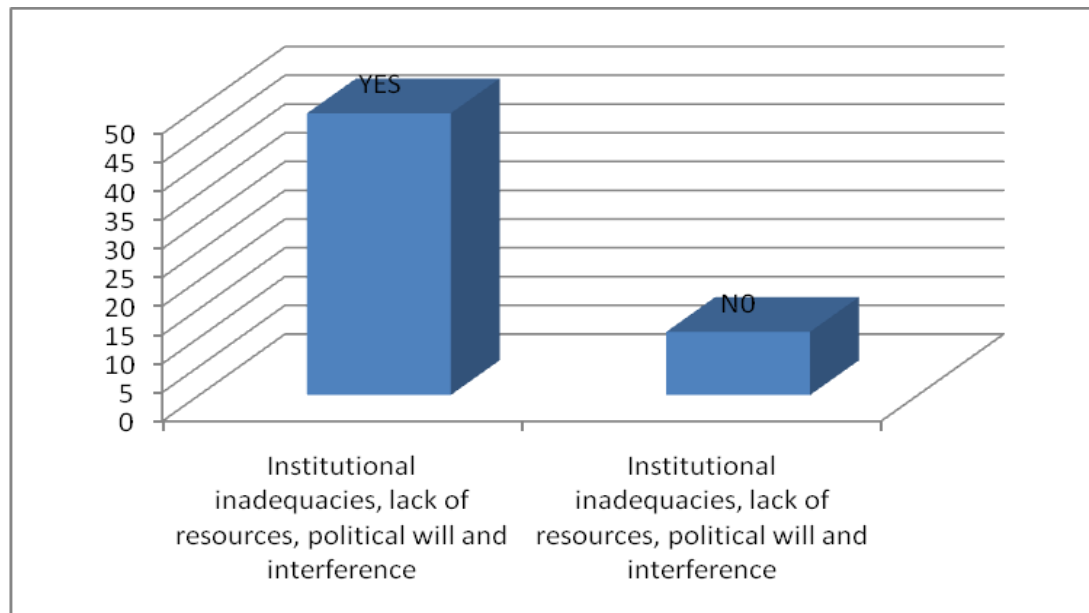
Consensus					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Consensus and partnership is sought prior to interventions	(NO) 49	81.7	81.7	81.7
	Consensus and partnership is sought prior to interventions	(YES) 11	18.3	18.3	100.0
	Total	60	100.0	100.0	



Policies					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Policies and interventions are forced down on lower levels	(YES) 53	88.3	88.3	88.3
	Policies and interventions are forced down on lower levels	(NO) 7	11.7	11.7	100.0
	Total	60	100.0	100.0	

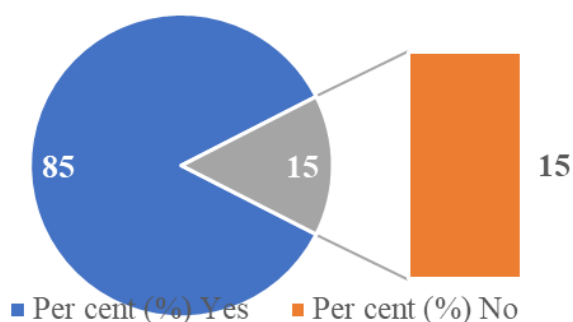


Constraints					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Institutional inadequacies, lack of resources, political will and interference	(YES) 49	81.7	81.7	81.7
	Institutional inadequacies, lack of resources, political will and interference	(NO) 11	18.3	18.3	100.0
	Total	60	100.0	100.0	

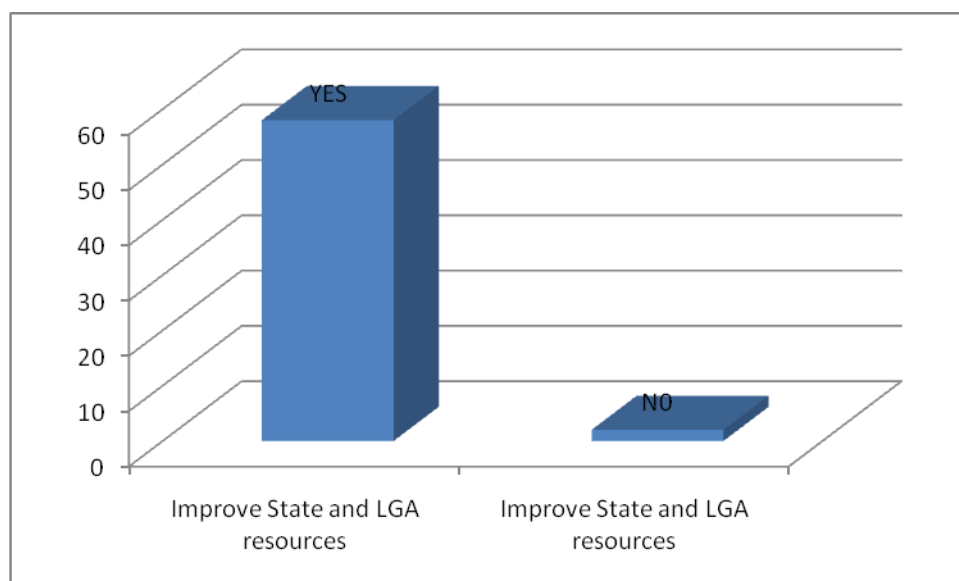


Possible steps to be taken towards enhancing the Application of the Principles of Decentralization					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Empower LGAs as an autonomous entity as enshrined in the constitution	(YES) 51	85.0	85.0	85.0
	Empower LGAs as an autonomous entity as enshrined in the constitution	(NO) 9	15.0	15.0	100.0
	Total	60	100.0	100.0	

Empowering LGAs to perform their roles as an autonomous entity as enshrined in the constitution is among the steps that can ensure improved compliance to the constitution and application of the principles of decentralization in UBE delivery in the North C

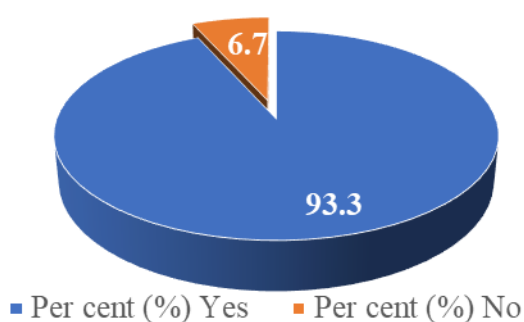


Possible steps to be taken towards enhancing the Application of the Principles of Decentralization					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Improve State and LGA resources	(YES) 58	96.7	96.7	96.7
	Improve State and LGA resources	(NO) 2	3.3	3.3	100.0
	Total	60	100.0	100.0	

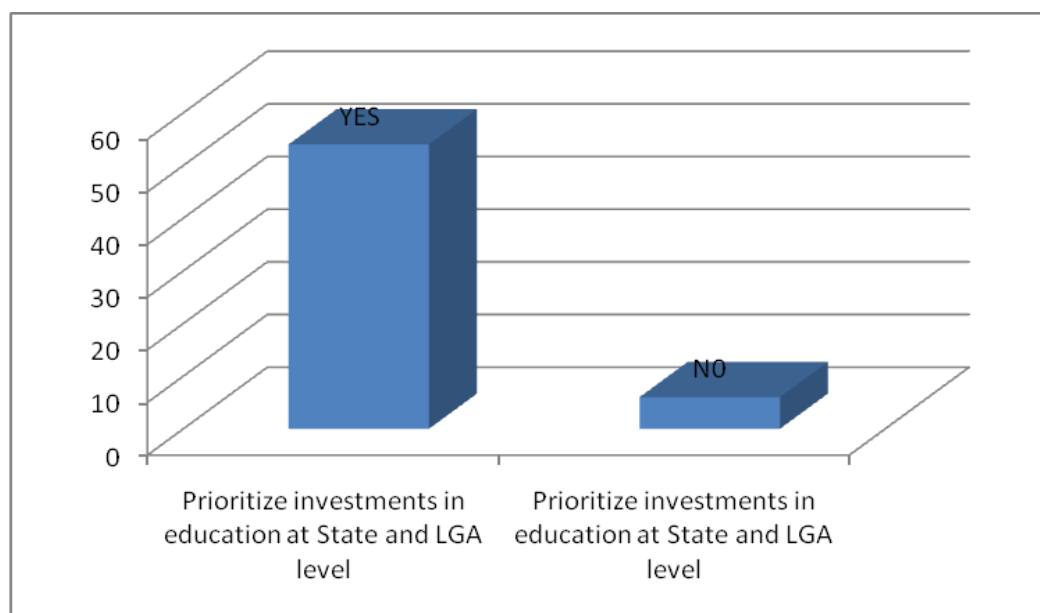


Possible steps to be taken towards enhancing the Application of the Principles of Decentralization					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Allocate resources to LGAs directly and not through States	(YES) 56	93.3	93.3	93.3
	Allocate resources to LGAs directly and not through States	(NO) 4	6.7	6.7	100.0
	Total	60	100.0	100.0	

Allocating resources to LGAs directly and not through States is among the steps that can ensure improved compliance to the constitution and application of the principles of decentralization in UBE delivery in the North Central geo-political zone



Possible steps to be taken towards enhancing the Application of the Principles of Decentralization					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Prioritize investments in education at State and LGA level	(YES) 54	90.0	90.0	90.0
	Prioritize investments in education at State and LGA level	(NO) 6	10.0	10.0	100.0
	Total	60	100.0	100.0	



Possible steps to be taken towards enhancing the Application of the Principles of Decentralization					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Build capacity of State and LGA officials to take responsibility for UBE delivery	(YES) 51	85.0	85.0	85.0
	Build capacity of State and LGA officials to take responsibility for UBE delivery	(NO) 9	15.0	15.0	100.0
	Total	60	100.0	100.0	

Building the capacity of State and LGA officials to take responsibility for UBE delivery is among the steps that can ensure improved compliance to the constitution and application of the principles of decentralization in UBE delivery in the North Central

