

Management of Universal Basic Education (UBE)  
Policy implementation  
in the public primary school.  
A case study of Olua Primary School Benin City  
Nigeria

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2022

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## ABSTRACT

This study explored the management of Universal Basic Education Policy implementation in Benin City using Olua Primary School as the case study. It emphasised the importance of basic education as a tool for nationwide growth and development (Udey et al., 2009). It investigated the opinions and perceptions of the education stakeholders who are directly involved in its operation.

Chapter one provided the introduction to the study, including the background, aims, objectives, research questions, purpose and structure of the research. Chapter one also included the statement of the problem, thereby analysing and problematizing the Nigerian education system. This gave direction to the thesis. There is also an explanation of policy and then education policy, thereby providing a focus on the study. The literature review in chapter two provided an overview of the subject matter – UBE (Universal Basic Education) policy implementation and its history. This is because information about the past will help to understand the current situation. The study investigated the current situation of UBE, by gathering the views of education stakeholders in Benin, especially the ones directly connected to the school used as the case study (Olua Primary School). The investigation revealed the need for a change in the system. This chapter also introduced the change models and the rationale for using them.

The methodology gave an overview of the research process. This included the research design, which revealed the research plan and sampling. Questionnaires and Google forms were used during the field work as data gathering tools and the limitation of these data gathering tools was explained. Interviews were conducted on different days fixed between the participants and researcher. A focus group meeting was held to gather extra information to help to validate the research (Kumar, 2008). Out of 182 questionnaires and 31 Google forms distributed, 79 responses were received. 7 interviews were conducted, and 1 focus group meeting held. The conceptual framework was constructed using management change models. The diagram concerning this also showed the connections and links to UBE. The use of the change models in analysing the UBE situation revealed different dimensions of their value and suggested a solution for UBE, if utilised. The study employed a combination of quantitative and qualitative methods, but with more emphasis on qualitative methods .

In chapter four, the findings obtained from respondents' viewpoints were revealed. The results and outcomes from the findings were analysed in chapter five. Discussions followed after showing the data analysis. Analysis of the data collected revealed a clear picture of the current situation of UBE policy implementation in Benin. The discussion section also displayed a linking of the analysis of data from the respondents to what some authors stated in the literature review.

Finally, the conclusion of the study involved the linking up of the literature review and primary data, revealing how the research aim, objectives and questions were answered. This was also the point at which the limitations of research and recommendations for further studies were presented. In summary, the research into the implementation of Universal Basis Education policy revealed that UBE policy is important to the extent it cannot be ignored when growth and progress is expected. The outcome revealed that there is potential to improve UBE providing the necessary changes are made. The end of this study conclusively showed a need for further study on the subject of Universal Basic Education policy implementation.

### **DEDICATION**

This Thesis is dedicated to my Mum who despite not  
having completed her education desired  
that all her children obtain an education.

Today your dream is a reality.

Your children, grand children and great grand children  
accomplished your dream. Your first and last child  
not only have are educated but have made it to doctoral level.

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## **ABBREVIATIONS**

UBE	Universal Basic Education
EFA	Education For All
fCUBE	Free and compulsory Universal Basic Education
NGO's	Non-Governmental Organisations
UBEC	Universal Basic Education Commission
SUBEB	State Universal Basic Education Board
LGEA	Local Government Education Authority
EdoBEST	Edo Basic Education Sector Transformation
FFA	Force Field Analysis
UNESCO	The United Nations Educational, Scientific and Cultural Organization
USAID	The United States Agency for International Development
LGA	Local Government Area
ICT	Information Communication Technology

## CHAPTER ONE

### 1.0 INTRODUCTION

The concept of Universal Basic Education (UBE) is for everyone of school age to have an education. Basic education is not exactly new, but its concept has been broadened as the years went by, especially since the world declaration for EFA (Education for All) (EFA National Review Report: Nigeria, 2015). In Nigeria, having a basic education means having 6 years in primary school and 3 years in junior secondary school. In the 70's (1976), Universal Basic Education (UBE) was previously known as Universal Primary Education (Awofala, 2012). As Universal primary education, it was one of the education policies Nigeria adopted that gives an opportunity for every child between 6-12 years to have access to education at the primary level (Bakare, 2012). It was free but not compulsory for 6 years (Arhedo, et al., 2009). Twenty-three years later, it was reintroduced as Universal Basic Education for 9 years, including the first three years of secondary school (Adepoju & Fabiyi, 2007). This program was supposed to provide free and compulsory education from primary to junior secondary school.

Information from previous studies (Adepoju & Fabiyi, 2007; Ochereome, 2012; Akindele & Fasakin, 2014) had shown that despite 59 years of independence which started in 1960 and every effort made through funding to improve education, the situation had not changed. Prior to this time and over the following 59 years, several policies have been created to improve the education system of the country, but the management of these policies has become less effective. Policies change all the time and sometimes without being implemented, especially when there is a change in Government (Nnajofofor, et al., 2013). This research reviews the management of UBE policy implementation, focusing on Olua public school which is one of the 1,288 public schools in Benin City.

In this study, my interest is in the first objective from the policy, which is to provide every child from the age of 6 a free and compulsory education and my goal is to focus on the education stakeholders as key players because they are directly involved. Education transformation from successive Governments through the three-tier of Government (Federal, State and Local Government) has not been fruitful and this could be because of poor planning from a

management perspective and lack of implementation (Okoro, 2011). It was stated that poor planning was due to unreliable data on the number of children to plan for in the scheme (Amuchie, et al., 2013). I, therefore, wish to study and investigate the management of UBE policy and explore how its implementation could bring a change in the education system in Benin.

## **1.1 RESEARCH STORY**

This research came about due to an observation I made during my first year in London where I came to further my studies in 2012. I observed that every child of primary school-age is in school and looking back to where I was coming from, the difference was obvious. I decided I was going to carry out research on why many Nigerian school-aged children are not in school. I was concerned about the future of my country knowing that education is like a catalyst that boosts nations in every area, economically, socially and technologically (Udey, et al., 2009). In the eastern part of the country where I come from, I thought most children were not in school because their parents could not afford the tuition. With this mindset, I was planning to research into how the Nigerian Government could get involved in helping these parents; not realising that there is such a thing as Universal Basic Education. From then on, my understanding changed which led to the selection of the topic of my research.

After learning about the existence of UBE, the question became – if there is free education, why are many children not in school? After further research, I observed this was potentially due to lack of effective management in implementing the policy governing UBE (Akindele & Fasakin, 2014; Bolaji, et al., 2016). Thorough investigation of previous studies and recent information from respondents started to reveal the position regarding UBE implementation in Benin City and this formed the basis and rationale for this research.

## **1.2 RATIONALE/JUSTIFICATION FOR THE STUDY**

The principles of UBE are consistent with those employed by many developed nations and their success is rooted in their implementation of UBE which forms the basis of the arguments in this study. These arguments differ from developed to developing nations. In many developed nations, basic education is historical and has been achieved (Humphreys &

Crawford, 2014; Bolaji, et al., 2016). Now they are advanced and are implementing continuous skills development through advanced technology while Nigeria is still in the process of implementing the basics (Bolaji, et al., 2016). Bringing these arguments to Benin City in Nigeria has become a priority and therefore is adding to the importance of this study.

Many years ago, Universal Basic Education in Nigeria became tense and filled with disputes and disagreements on implementation (Onyeocha, 1991). Irrespective of these setbacks, it has become a prevalent issue but with scarcity of recent empirical research. It has also become widespread both in literature and in application. This interest could be due to the awareness it has created in society and could be seen in the current situation of the country as will be discussed in the findings. The Federal Government always had an interest in the education sector (Odeleye, et al., 2012; Anyanwu, et al., 2013) and is exerting pressure on the State and Local Governments. Also, the Non-Governmental organisations have become involved and, in the process, have sponsored less privileged children through donations (Okoro, 2011).

Nigerians are aware of the importance of education and would go to any length to ensure their children get the best education, irrespective of the cost but there are still many who cannot afford the fees (Nakpodia, 2011). The Government's written plan for education is comprehensive but it seems that the written plan is not easily applied in practice in the current environment. Nevertheless, Nigeria has tried to ensure that primary education in the country is of a high standard knowing it is a foundation for every child (Nakpodia, 2011). Benin City needs a change in the management of UBE policy for primary education (Ifedi, 2018) and this research, using Olua primary school as a case study, will uncover perceived causes and make recommendations to help solve the problems that have been created.

### **1.3 STATEMENT OF THE PROBLEM (PROBLEMATISING UBE)**

Every research originates from a problem. This problem guides the research and gives a focus to the plans and methods that will bring about a solution (Labaree, 2020). This section (1.3) will highlight the problems of basic education which will help guide this study. According to Akindele & Fasakin (2004),

*“The case of Education in Nigeria is likened to a seed that falls among thorns on the soil, such that when it germinates and continues to grow, the growth is abnormal to the extent that it cannot bear good fruits” (Page. 42).*

From this quote, in essence what they were saying is that from the inception of education in Nigeria years ago, it has been facing many problems that have hindered its growth and progression and also Udey, et al, (2009), argue that despite the potential benefit of UBE for Nigeria, these problems/concerns have led to its non-achievement so far, a concern which will be discussed in this study.

To be able to accomplish UBE, it is necessary to find out what may have been a hindrance to achieving its implementation thus far. This means problematising UBE and this in turn will provide an indication of what the problems are and a basis on which solutions can be formed. Since the existence of education, it has witnessed a number of issues, including insufficient funding with decreasing monetary allocations, decayed infrastructure/facilities, inadequate access to school, unqualified teachers and non-committed teachers, corruption, examination malpractices and poor academic performance (Udey, et al., 2009). Most of these problems have been recurring for years and there seems to be no permanent solutions yet for them. Also, within the UBE system, there have been many administrative problems (Udey, et al., 2009). Given the range of issues, the Government and the other education stakeholders have a role to play in order for education to move forward.

In addition, there have been efforts from the international community where different donors like World Bank, United States Agency for International Development (USAID) and British Department for international development provided assistance towards education (Maclure, 2006), but despite that, the system has not been able to normalise and with the recent global financial crisis, UBE implementation has become the subject of great concern (Udey, et al., 2009). It will be difficult to achieve UBE because these problems will be a hindrance to its implementation. Okoroma, (2006), poses the question; is UBE policy faulty or is it the implementation that is faulty? This study reveals the state of the implementation and whether the problems listed above are also perceived to be a reason for non-implementation. Okoroma (2006) also expressed the view that eradication of corruption could help in ensuring effective policy implementation. UBE was introduced with valuable objectives and as laudable as they are, they lacked proper planning and also the problems listed above were a hindrance (Udey, et al., 2009).

Universal Basic Education has been researched in various cities in Nigeria like Delta State and Imo State in previous studies from Nakpodia (2011) and Okoro (2012) respectively but Benin City has not been fully explored (Adepoju & Fabiyi, 2007). However, in those previous studies, discussions are based on issues like funding, infrastructures, enrolment (Adefeso-Olateju, 2013) and little mention has been made about management or implementation issues which seems to be a recurring problem that has remained unresolved. Although managing the implementation of UBE has been an issue in Benin City, it is better when compared to the northern part of the country where education has not been embraced owing to religious issues (Adefeso-Olateju, 2013) and other issues like funding.

Research on funding basic education is a topic that needs further study especially when it concerns some developing nations because of their inability to achieve UBE. According to Otomiewo, (2011), Nigeria yields much more income than some African countries, but investing in education has been low. Most of Nigeria's income is spent funding the National Assembly. However, it is recorded that Nigeria has had some progress in funding and distribution of educational materials. From 2005 onwards the UBEC (Universal Basic Education Commission) has distributed over 9 million textbooks to primary schools but according to (Iddrisu, 2016), the issue is not about how many textbooks have been distributed, but a continuation issue. Textbooks could be distributed this year and then the next time could be in 2 years.

In addition to funding, Nigeria's constitution in section 6 excludes the judiciary from getting involved in basic education. Section 2 of the constitution explains the right for a free education but excluding the judiciary gives the Government and other involved individuals in education the opportunity to mismanage educational funds, knowing there are no repercussions because the court cannot be involved (Nigerian Constitution, 1999; Diala, 2012). The Governments of Nigeria have worked hard to improve their educational systems and although Nigeria's economy is much more stable than most African countries, they have not been able to set funding education as a priority (World Bank, 2018).

Furthermore, Nigeria's population is high; according to UNICEF, it is 182 million (UNICEF, 2018). Population growth creates a rush in demand for more people to enroll in primary school, more teachers to employ, additional school rooms to find and equip. If a high fertility

scenario is considered, more funds will be required to meet basic education plans (National Population Council, 2006).

Quality of education has also been low in Nigeria and the quality of education is determined by the level of management in the education sector (Udey, et al., 2009). At the time of education reform in 1976 in Nigeria, enrollment increased (Musiliu & Fadayomi, 2015) but at this present time in Nigeria, location and access to education has been affected especially in the northern area of the country where Nigeria is harassed by Boko Haram (Bertoni, et al., 2019). Nigeria has faced harsh economic conditions which affected the education system, but through efforts by successive Governments, there has been a change; although it's not remarkable, it is better than previously. With respect to that, recently in Benin, during the process of this research, it was observed that the Government has been working on renovating 320 dilapidated buildings in the public primary and junior secondary schools (Enogholase, 2019) and providing additional training for teachers (Vanguard, 2018) in the state. Everyone is looking forward to seeing the effect of these actions and whether it will bring about the necessary changes in UBE implementation (Bridge, 2018; Ifedi, 2018; Vanguard, 2019).

### **1.3.1 MORE PROBLEMS WITH UBE**

Irrespective of the efforts of teachers and Government, Iyamu and Obiunu (2006) reported that most children of school age are not in school. The majority are spotted in the streets hawking foodstuff and other materials to make a living and some others in rural areas are helping their parents with farming. They work with the mind-set that hawking is the fastest and surest way of easy moneymaking and becoming rich and therefore see education as a waste of time. The reason for these children not having basic education could be multi-causal. It could be an issue that is Government-related (Government not being able to manage UBE or teachers not being able to handle change), student/pupil related (not seeing the need for education and trying to earn money on the streets by themselves), community related (people in their local environment not being concerned) or family-related (parents keeping children at home to help with house work) or a combination of the above. These listed problems are in relation to stakeholders – Government, parents, teachers, communities.



Apart from funding and infrastructural problems that are common within public school management (Okoro, 2011), the issues mentioned are basically related to UBE implementation and will be discussed in subsequent paragraphs.

### **PUPIL RELATED**

Not having basic education could be pupil related because some children believe they are wasting time attending school when they can make easy and quick money through hawking to support themselves and their families. Many of these students or pupils are orphans and have no relatives to cater for them. The ones that have relatives are often abused or maltreated (Nwaba & Uko-aviomoh, 2006). At that early stage, they are neither aware of the importance of education nor mindful that they are the adults and leaders of tomorrow and that the quality of their education and lives will determine their value to their society. They need direction through counselling to understand their future lies in their education (Arhedo et al., 2009; Ogunsanmi & Ibimiluyi, 2014). This counselling could be established through the Local Government Education Board managed by the State and Federal level. They need to realise the importance of change to secure a bright future. The first direction should come from home and this signifies the importance of parents at times being referred to as their classroom teacher at home (Apebende, et al., 2010).

### **PARENT/FAMILY RELATED**

Many Nigerian parents are not educated but understand the importance of education. It is unfortunate some did not have access to basic education that has been on offer for the recent generation. Knowing about the positive outcome of education, they should ensure their children receive the education they could not have. However, on the contrary, some of them are the reason for their children not being in school. Though they recognise the importance, their present circumstances compel them to push their children into being hawkers, helping with farm work and looking after their younger ones (Amakiri, 2014). Akindele claims that UBE involves adult education, therefore parents can also get basic education that would help them be suitable counsellors for their children (Akindele, 2012). The reality of this is that many of these parents already believe that it is too late for them to obtain an education considering their age. In addition, some are separated or divorced, and the children are confused and

lacking guidance (Apebende, et al., 2010). Others may not be divorced, but due to poverty and hardship cannot provide for their children and therefore become stressed. In certain developed countries like the United Kingdom, it is difficult to come across a child on the street during school hours and this is because the Government has put in place stringent measures and parents understand that non-compliance has negative consequences unless a child could not be in school due to sickness, in which case they are to contact the school administration (British Council, 2016).

Nigeria cannot be compared with the United Kingdom being a developing and developed country respectively, but that was not the situation between the 18<sup>th</sup> and early 19<sup>th</sup> century. At the beginning of the 19<sup>th</sup> century, not every child could go to school in the United Kingdom (BBC Primary School History, 2014). However, through good management systems and continuous change processes, the United Kingdom reached its goal. Nigeria could take a leaf out of their book. This study will explore the perceived issues surrounding UBE implementation and recommend education change management strategies for the Nigerian Government to adopt.

## **GOVERNMENT RELATED**

Government, as mentioned earlier, has a big role to play in the administration of UBE by using their various sub-levels in the State and Local Government. The management of UBE, the need for a strategic change and the way it is handled is important. Also, at some point the Federal Government had employed special independent monitoring officers to ensure a smooth education system (Akindele, 2011), however the impact of this team is not visible and this could be traced back to poor UBE administration. These special monitoring teams most times are not monitored themselves to ensure they get to every area in the community. Often, they are not able to reach some of the schools due to bad roads and having to travel by canoe to some schools. Though the Government has tried to make the necessary efforts, the monitoring officers could achieve more with effective management in place to ensure they reach every State, Local Government Areas (LGA) and Communities (Akindele, 2011).

## **COMMUNITY RELATED**

There are communities that have taken responsibility for ensuring education reaches everyone in their domain. They ensure good infrastructure, qualified teachers and guarantee the supply of textbooks. However, there are also some communities who show no interest in education development. They make promises to parents, but most times are unable to fulfil them. In addition, terrorism is sometimes an issue that hinders the communities from achieving their goals. An example is the northern part of Nigeria which has experienced Boko Haram threats (Nigeria Country review, 2016). Their school classrooms are destroyed, and the students have no hope of continuing their education. Oredo LGA community where Olua public school is located is one of the LGA where basic education has been introduced. In this study, I will be investigating the management of their UBE policy implementation.

The problems listed above have affected UBE policy implementation in Benin City. It is important for the Government and other stakeholders' to learn from these past and present problems and to recognise that if a change is not implemented, the education system of the city, the country in general (Akindele & Fasakin, 2014) and the management of its public schools will continue to be affected in a negative way.

## **PUBLIC SCHOOLS**

The public schools are managed and funded by the 3 tiers of Government - Federal, State and Local Government through the Ministry of Education. For some years, there has been a loss of confidence in the public education establishments (Olateju, 2013). According to Ajayi (2000), there are challenges ranging from mishandling of assigned resources and the reduction of standards of quality. Okafor et al (2003) believes that a visit to some public schools would be convincing for anyone who doubts the extent to which the standard has reduced. Parents who are disturbed about the mishandling of public schools will go to any length to provide their children with the best education irrespective of the cost. They attribute this failure of academic standards to mismanagement of resources and lack of implementation of policy. They are further disappointed when they visit the public schools and are faced with dilapidated infrastructure, lack of teachers, littered environment, populated class size, low standard of teaching, resources and many more (Ajayi, 2000).

The problems explained above could be the reason UBE has not been achieved so far and the gaps that have been created need to be explored and ultimately filled. These gaps are described in the next paragraph.

#### **1.4 RESEARCH GAPS**

In exploring the management of UBE policy implementation in Benin, the researcher came across several authors like (Olatunya & Isinkaye, 2015; Taylor & Ogbogu, 2016; Ayogu, et al., 2018) who based their research on other states like Ekiti, Osun, Enugu, Anambra and there is little mention of Benin. Their studies show an awareness of UBE but not in respect of implementation or whether it is free or not therefore creating certain gaps that need to be filled with information obtained in this research. These gaps are explained in this section.

In the literature review, the importance of UBE in Nigeria and Benin City is explained yet there are claims that it is not completely functional (Adepoju & Fabiyi, 2007) which creates a gap. There are expectations from the citizens concerning UBE being FREE education, yet there are statements that show it is not completely free (Okoro, 2011; Amakiri, 2014).

In addition, the literature also shows that some international organisations like USAID, UNESCO and World Bank have contributed to education in Africa but with little result (Maclure, 2006). Also, Nigeria as a country has a growing expectation for the teachers, Government and parents to work closely to achieve a better education (Amakiri, 2014) but are they taking up their responsibilities as stakeholders and willing to utilise and implement the policy? Literature already reveals that having UBE is the first step to any country development since education is a catalyst for development (Amakiri, 2014) and also according to Alase, (2017) globalization can only be possible with strong education systems. However, while this should call for excitement, there is less emphasis on implementation because of little research which makes it a gap that needs to be considered. To help further understand this study, the aims and objectives will be discussed in the next paragraph.

#### **1.5 AIM**

The aim of this study is to assess the management of UBE policy implementation in Benin City Nigeria. Embedded in the aim is how basic education in Benin can be attained through better management and implementation of policy. Although this research is focused on Benin City in the south-west of Nigeria, achievement of this aim will represent the accomplishment of a

major aim with potential implications for education in the whole country which in turn may lead to a better educated Nigeria and will also lead to the accomplishment of United Nations' Millennium and Sustainable goal which is Education for All (EFA Global monitoring report, 2015). (See Section 2.5 on page 33). To support this aim, the following research questions were developed:

### **1.6 RESEARCH QUESTIONS**

1. What are the main challenges and constraints faced in implementing UBE policy in Benin City?
2. How does the understanding of education policy inform the implementation of UBE in Benin City?
3. To what extent can the management of UBE implementation bring about change in the public primary education sector in Benin City?
4. How does the application of change management models facilitate UBE Policy implementation in Benin City?
5. How does the involvement of stakeholders improve UBE implementation in Benin City?

To answer the above research questions and accomplish the aim, these following objectives are set:

### **1.7 OBJECTIVES**

- To explore the challenges and constraints faced in implementing UBE policy in Benin City.
- To examine how the understanding of education policy informs UBE implementation in Benin City.
- To review the extent the management of UBE implementation brings about change in the public primary education sector in Benin City?
- To review some relevant management models and seek how they can be applied to the UBE situation in Benin City
- To examine the involvement of stakeholders in UBE implementation in Benin City.

The objectives listed above form the framework of this study and determine how the data collection and analysis is done. To accomplish these objectives, empirical research is carried out. Furthermore, the process of achieving these objectives requires specific steps, which have been arranged in chapters and these chapters give the thesis its specific structure.

## **1.8 THESIS STRUCTURE**

### **CHAPTER ONE**

This chapter contains the introduction, research story, rationale, problems of the Nigerian education system and research gaps. It sets out the aims and objectives, provides a brief idea of what to expect in the research and introduces the framework the research will follow.

### **CHAPTER TWO**

Chapter two consists of the literature review which presents secondary data and information from past studies. Because the research involves Nigeria as a country and Benin City sits within Nigeria, there is also a brief history of education in Nigeria which gives an idea of the past and current status of basic education. This chapter aims to discuss Nigerian education policy, investigate the issues with Universal Basic Education, provide information about stakeholders and their involvement with respect to UBE issues prior to this time. In addition, there is also an illustration of relevant change management models and the rationale for choosing them, including an explanation and evaluation of each of them and how they can be of use in this study. The literature in this chapter will help to assess the information that will be obtained during data collection and analysis.

### **CHAPTER THREE**

This chapter is the methodology chapter that explains the path the research will take. It introduces the philosophical aspect of the study. It shows my involvement as the researcher, and my philosophical assumptions as an interpretivist and the rationale for choosing interpretivism. It consists of the research approach, research design and its rationale, sampling and sample selection.

The research instruments used for data collection will be explained, justified and their limitations explained. Ethical issues are also noted. This chapter aims to give a description and explanation of the research methods. It presents the how and why they were used.

## **CHAPTER FOUR**

This chapter presents the findings by introducing the primary data collected. The questionnaires, interviews and focus group discussion are reported in this chapter. In addition to this is the introduction of themes identified in the findings which also helped in analyzing the results in chapter five. It aims to give a full description of the respondents' perceptions about UBE.

## **CHAPTER FIVE**

Chapter five consists of the analysis and discussions. It aims to explain the links between the literature review and the information obtained from primary data (empirical evidence). There will be explanations and justifications of the themes used. It also explained how the models introduced in chapter two can be a tool for improved implementation of UBE.

## **CHAPTER SIX**

This is the conclusion chapter. It begins with a clear statement of the findings. Contributions to knowledge about UBE are stated and explained. There is also reference made to change models, education stakeholders and management theories. Conclusions are drawn, and limitations of the research are outlined. This chapter also points to potential future research. The conclusions provide answers to the research questions and how the stated objectives have been achieved. Finally, the appendices and references are inserted.

This chapter has provided a comprehensive overview of what can be expected of this research from beginning to end. It has given a brief introduction to every chapter, and also a focus to the research by problematizing the Nigerian Education System and introducing the aims and objectives. This is an indication on how this chapter contributes to this thesis. The next chapter, the literature review marks the beginning of the research process by reviewing previous research by other authors.

## CHAPTER TWO

### 2.0 LITERATURE REVIEW

#### INTRODUCTION

According to Rowe (2014), a literature review examines and explains information from previous studies and clarifies different viewpoints from past research. To carry out this research and achieve the objectives, there are several topics to be considered and understood, which are fundamental to this research, including, but not limited to management, education and policy. In this chapter, they will be reviewed. In order to investigate the management of UBE policy implementation and obtain the necessary data, information from previous research about UBE implementation was sought to inform the literature review. This literature review will focus on primary education and will reveal the past and present state of the management of UBE policy. There will be a spotlight on UBE policy and the issues that are related to its implementation. Management theory as a topic will be critically reviewed, including change management models.

There are two major types of literature review – systematic or methodological and narrative or traditional literature reviews. The narrative follows a timeline whereas the systematic is more rigorous but well-defined. The literature review in this research will follow a narrative approach at the beginning since the change management models will be explained in chronological order according to when they were formed and in subsequent chapters according to their importance. This indicates that though they were formed many years ago, they are still important and current and also provide direction for future research. Education will be discussed comprehensively at primary level since it is the focus of this study. The history of education will also be discussed and that follows a narrative approach since there is a timeline from the past to the present. Although the literature review follows a narrative approach, there are some aspects that could be viewed as systematic, especially because a number of headings and themes will be adopted and these will help in understanding the secondary sources that will be used in this thesis. , the literature is structured into sub-sections and there is a work flow connection and link from one paragraph to another (Baumeister, 2013). Several sources were used to locate the studies related to UBE implementation such as articles in journals, Newspapers, educational books, Dawsonera, and information from conference proceedings. The literature review will begin with a review of the main concepts, starting with a look at Education.



## **DEFINITION OF THE MAIN CONCEPTS**

### **2.1 EDUCATION**

Education is generally seen and known as a tool par excellence for nation-wide growth. This has become a reality for many nations because of the outcome in confidence building, total makeover and constructive change acquired through knowledge, skills, attitudes and values gained (Bakare, 2012). It is globally seen as a catalyst for development (Alase, 2017). It is obvious that the growth of most developed nations is linked to the effective management of their education system because it is regarded as a reliable and valuable investment (Fajoju, et al., 2016). It is a significant element of efficiency and speed of economic progress because operations development in every area and social interactions depend on people's knowledge, learnt through schooling (Fajoju, et al., 2016). It also functions internationally as the path to economic wealth, solution to technological innovation and development, scientific advancement, source of social equity and a key to annihilating unemployment (Asodike & Ikpitibo, 2012; Alase, 2017). The most common aspect of education is investing in human capital. Awofala (2012) posits that the ultimate goal of every education system is to build the mind because meaningful development of a nation can be achieved through educating the mind to produce improved, informed and fluent citizens with high moral standards and principles to promote nationhood.

Since the existence of education, it has been changing in its system, purpose and procedure (Fan & Popkewitz, 2020). From the early stage, educational activities were a private affair for families to share and convey their goals and experiences. Improving education has become a global aim in the last two decades with strong policy guidance and impact, to the extent that every nation sees it as a necessity. The improvement of education and its connection to the society in today's globalisation has made it complex (Marshall & Tucker, 1993; Green, 2013). It is connected to society because the purpose of schooling is to impact the students' knowledge that will help them integrate, compete and survive in a society that is changing rapidly (Bell & Stevenson, 2006). This is because knowledge gained from education is the key to competitive advantage (Bell, 2020).

Investment in children calls for quality education which is part of United Nations' Sustainable development goal (Kumar, et al., 2016). Information from the Federal Ministry of Education (2003) showed that most children that completed primary education for 6 years are practically

illiterates because of the poor quality of what they were taught. This calls for a review of the curriculum and the quality of teachers so that by the end of 9 years of education, several key skills like literacy skills, reading and cognitive skills would have been acquired. According to Spence (1973), there is a signalling model of education where the person who is educated displays to the job market that he has acquired high ability. This ability can only be manifested with quality skills like technical and analytical skills gained from being educated. Uwaifo (2006), in agreement likened education to a tool for obtaining jobs easily considering the acquired high ability in the midst of impossible unemployment rates in the labour market.

Ogunronbi & Sanni (2004) with the same view claim education as the greatest significant force that moves a nation through human capital creation for the realisation of business and service outputs. An educated worker is remunerated not just because of schooling but by obtaining a certificate that indicates the completion of his level of education (Tostel & Walker, 2004). His certificate is a piece of evidence especially to employers to assess productivity level during hiring. It indicates a sign of development on the person and it is believed that such a person would bring development to the nation (Gullason, 1999). People can only achieve this kind of education if the education system in place is effective and well managed.

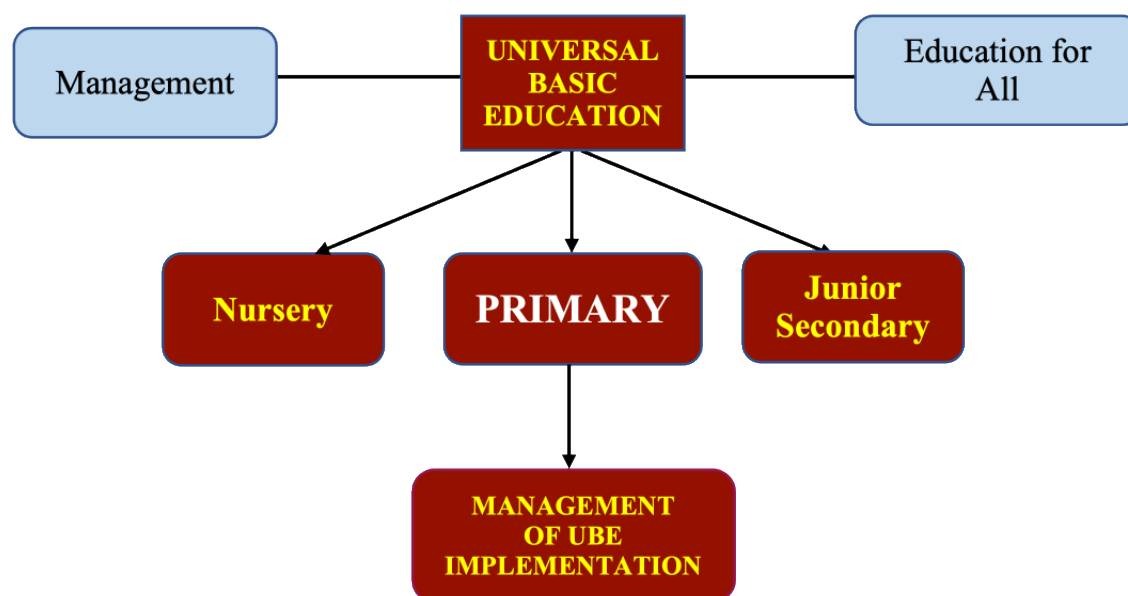
In addition, Hardarson (2012) in his explanation states that education is an activity that has a purpose and the goal of bringing development to the lives of the recipients. He claims that the real purpose of education or what it should be is described by the one who receives it. In continuation, Hardarson explained that the proof of obtaining an education should be seen in the behaviour (both moral and pragmatic) of the recipients which shows they can now accomplish what they have always wanted and which they could not achieve before receiving an education. If this proof is not seen, then it would be a misplaced education (Bediako, 2014). For anyone to reach the level of proving their education according to Bediako (2014) or showing a proof of their final certificate, they would have gone through the various levels of education which are the nursery, primary, secondary and university level. In this study, primary education is the main focus. With the above discussion on education in mind, there would then be an investigation on the management of UBE policy implementation in the public primary school using Olua primary school in Benin City as a case study. This is an indication of the importance of primary school education which is discussed in the next section.

## 2.2 PRIMARY EDUCATION

Although many children are taken to nursery school before primary school, their first level of compulsory education is the primary school (Olubor & Inua, 2015), therefore Primary Education is the first level of education (Awofala, 2012) (see figure 1 with Primary highlighted as the focus)). it is the foundation on which other levels of education are built (Awofala, 2012). Therefore, it is certain that when a child is deprived of this first level of education, the child will not imagine being relevant in the society revolution in few years' time (Ochereome, 2012). Naturally, when the foundation of a building is weak, it is susceptible to fall, therefore if the foundation of education (which is the primary level), is weak through its lack of management, infrastructure, qualified teachers or their motivation, the outcome would be unsatisfactory and poor performance (Ndifon & Cornelius-Ukpepi, 2014).

### CONCEPTUAL FRAMEWORK

Figure 1: Conceptual Framework (Universal Basic Education)



From the diagram, UBE consists of the primary and junior secondary education with the primary highlighted as the focus of this research.

Source: Researcher

Studies from Udey, et al., (2009) and Akindele & Fasakin, (2014) revealed that public primary schools are affected by ineffective management of UBE due to poor funding and lack of monitoring in Nigeria. These problems are the cause for up to 12% of primary school children not having desks and chairs therefore, resolving to sit on the floor. 38% of schools have no ceilings, 87% of classrooms are overloaded and pupils lack workbooks (Adepoju & Fabiyi, 2007;

Akindele & Fasakin, 2014). In addition, Primary school enrolment has been affected by the high rate of poverty in the country. As of 2005, the Federal Ministry of Education stated that 12 million children are dropouts in Nigeria and as of 2014, it was 10.5 million (Adam, 2015). Although UBE was in operation, its policy was not enforced (Usiwoma & Mgbor, 2005). An understanding of education policy could give an insight into the present situation.

### **2.3 EDUCATION POLICY**

According to Bell (2020), traditionally, policy comprises of a set of objectives that are planned to consist of what is expected to happen considering the conditions or situations. In a shorter definition, policy is the decision by the Government to either do something or not (Adams, 2014). It is about their intention which is purposive and the aftermath which is the outcome. The outcome is supposed to reflect and produce a specific end just like Universal Basic Education is meant to produce a specific end – which is basic education for all citizens within a set period. An example was the United Nations Millennium goal that was set for 2015 and most countries could not achieve it. Another date is set for 2030 for its continuation through Sustainable Development goals (Ani, 2016; Sustainable Development Goals Report, 2019).

Education policy according to Fan & Popkewitz (2020), is a type of document that includes guidelines, plans, codes and regulations and which is used for tackling educational problems, settling educational disputes, answering questions about establishing educational relationships. In continuation, they claim it is an active, effective and well-structured development process that guides educational activities and administrates the educational cause. Policies work with timeliness in responding to social changes especially in meeting the needs of education at specific periods. This is usually to solve an existing issue emerging at the time especially between education and the society (Fan & Popkewitz, 2020).

A policy exists because it serves as a backing for official actions. It describes areas where decisions need to be made but does not make the decisions. It is a guide to facilitate decision making. A policy is to be programmed, conveyed, supervised and evaluated (Okoroma, 2006). Policy is seen as '*Static*' but also '*Dynamic*' because of its progress in development which can be seen in educational activities according to Fan & Popkewitz (2020) and also as a code of conduct. Educational policies tend to solve educational problems which are common in every country but issues are unique and vary from country to country. It is the desire of these

countries to attain educational reform especially when the world is changing constantly socially. Because policies help in solving educational issues, it is important to note what these issues are and according to Coombs (1983), these issues/problems are classified into six elements. These are curricular, financial, access, school organisation, governance and personnel issues. Several stakeholders are involved, including the States, Federal Government, as well as administrators within the school. Some of these issues are already stated in chapter one, sections 1.3 to 1.3.1 (pages 13-16). When these problems are resolved, then implementation of policy could become easier (Coombs, 1983).

Although education policies are available to solve educational problems, they also help in ensuring that values stated are acknowledged by those who endorse policies. These policies are usually not a final and definitive document but seen as a process that can be re-evaluated and revised therefore making it possible for the implementation and outcomes to be negotiated. This means that policies can be reformed or remade at any given time (Bell, 2020). Ball (2015), claims that it is always being contested and modified and focus is on what is written and said, not how the statements were formed. In addition, education policy is a guideline that gives direction to educational activities, brings consistency of activities according to organisational principles and can be reviewed when the need arises. Furthermore, Bell (2006) pointed out that the role of those who endorse policies like the Nation State is fundamental but for these policies to be enacted, the question becomes, what are the relationship of power between Government and the various institutions at local level and the schools? This will be discussed in the subsequent chapters through one of the models (Etzioni's Compliance theory) used in this study.

An educational improvement or reform is an obvious development of education policy and this leads to effective schooling and therefore human capital is built (Bell, 1999a). When education became compulsory in 1999 (Awofala, 2012) and started spreading and expanding and the role of the Nigerian States got strengthened, it started developing and becoming a public and social affair. As the strength of the states increased, it gave them the right to manage education, making education policy part of the group of public policy. As a policy, it has become a vital tool and channel for the Government to manage, grow and accomplish education (Zajda, 2015). Since education and the society are connected, that brings about the focus of this study in implementing the education policy in the Benin City environment

knowing that Nigeria as a country and its education activities are linked. In addition, because education is linked to the society, it also serves as a key to global security (Olssen, et al., 2004).

According to Bell & Stevenson (2006) and Adedayo, et al., (2018) educational policy is also affected and determined by political reactions making it a political issue. It becomes political when the teachings are considered and these comprise of what is and what is not learnt, how they are taught and how the schools are structured and controlled. These policies are what determines what happens in the individual schools and what impacts on the stakeholders in these schools including the students and workers (Bell, 2020).

The existence of a policy could be used as a claim for progress, but sometimes the implementation may never commence (Neuman & Devercelli, 2012). An example is the policy on early childhood development formed in 2007 in Nigeria, but which was not implemented. There is still no financial commitment even with the plans fully stated (Neuman & Devercelli, 2012). Vargas-Baron (2005), explains that the best way for written policies to become a reality is through short precise implementation plans. The issues that relate to policy implementation start from the planning stage (outlining and arranging actions in advance) which comes immediately after the formation of the policy. When there is good planning and it is well managed, there should be an implementation capable of producing intended results. In this study, universal basic education policy is considered and its meaning will be explained in the next paragraph.

#### **2.4 UNIVERSAL BASIC EDUCATION (UBE) POLICY**

The provision of Universal Basic Education is a common aim in every nation. Basic according to the dictionary meaning typifies fundamental and essential. It is universal because everyone is involved equally, irrespective of race, gender and social class. It is basic and universal therefore it is expected that no child grows up without having basic knowledge.

The application of basic education was the yardstick for the development of the now developed nations because it gave their citizens an opportunity to acquire skills to participate in the economy (UNESCO, 2007). The developing countries are catching up by building on their basic education to become as developed as the others. Usually the literacy rate of nations has been used to assess their education viability/status (UNESCO, 2007) and has been used to compare them with each other. Literacy rate is 62% for Nigeria as at 2018 (World Bank, 2018). Murtala et al, (2013) claim primary education is a bedrock in checking literacy rates.

Educational policies are made by the Government. UBE is a policy and according to the EFA Global monitoring report (2015), a policy that has been agreed on could either be a liability or of benefit. UBE is of benefit when effectively implemented because of its outcome in the long run. This confirms the words of Hoy & Miskel (2013), that a good policymaker does not expect a hundred percent of its policy to be implemented irrespective of how beneficial the policy is, but a lot can be achieved if much attention is given to implementation.

Universal Basic Education (UBE) formed in 1999 was previously known as Universal Primary Education in 1976 (Awofala, 2012) and has always been administered through UBE policy. This policy was launched on September 30<sup>th</sup>, 1999 as an educational reform policy with the mindset that it was going to be an overhaul of the primary school education by the Federal Government. This also brought about a change in the curriculum to include basic skills which would be taught during the initial 9 years of schooling. It has been a dream for the Nigerian Government to provide a free, compulsory and uninterrupted 9-year formal education to children of school age (National Policy on Education, 2013). There were clear-cut objectives that guide the UBE. These are:

- Providing every child from the age of 6 with an education;
- Building in the citizens an educational consciousness and being committed to promoting its growth for the future;
- Ensuring basic educational needs of young people are met during their juvenile age;
- Curtailing the percentage of dropouts of children in schools and discover the reasons for dropouts;
- Ensuring they acquire correct and standard levels of literacy.

(National Policy on Education, 2013).

In this study, the focus is on the first objective – providing every child from the age of 6 years with an education and how this is possible through UBE. The goal of providing every child with Universal Basic Education has received broad national and international support and some educational systems have evolved from predominantly ‘fee-charging’ towards predominantly ‘fee-free’ status in recent times. Information from previous studies has shown that efforts to ensure free education in the three-tiers of Government (Federal, State and Local Government) has been unfruitful because of poor planning, implementation and funding. It was also stated that poor planning was due to unreliable data on the number of children to plan for in the scheme and poor implementation was due to poor management (Amuchie, et al., 2013).

Prior to this time, several policies have been created to improve the education system (Arhedo, et al., 2009). Arhedo in continuation states they were a total failure due to corruption, lack of infrastructure and non-qualified teachers. The then western and eastern part of the country introduced Universal Primary Education in 1955 and 1957 respectively. The Federal Government introduced it to the rest of the country in 1976. The Federal Government involvement has always been quarterly. The State Government is also involved in funding (Bolaji, et al., 2016). According to Ekpunobi (2006), certain percentages of funding were allocated to various levels of UBE: 5% for nursery level, 60% for primary level and 35% for junior secondary level. Within these allocations when categorized among these different levels, 70% were for infrastructure, 15% for training materials and 15% for manpower improvements (Federal Ministry of Education, 2008).

With a historical lack of implementation processes of various policies, the desire to see a change in the education system through UBE led to the overhauling of the agencies responsible for implementation (EFA Global monitoring report, 2015). At the federal level this was the Universal Basic Education Commission (UBEC) for quality control, sustaining standards and general coordination; at the state level, the State Universal Basic Education Board (SUBEB) and local level the (LGEA) Local Government Education Authority (EFA Global monitoring report, 2015). The Federal Government monitors the State and Local Government. Unfortunately, in 2015 Nigeria could not achieve their plan made in the year 2000. The World bank rated Nigeria as unsatisfactory, predicting risk to country development (World Bank, 2015).

Up until this moment in the history of education in Nigeria, the poor performance of Nigerian education as described with the literacy rate and the report on education for all of 2015 mentioned earlier has been worrisome and the question remains, is it the policy that is faulty, or the implementation of the policy? (Okoroma, 2006). In continuation, as stated by Okoroma (2006), there has been a gap between educational policies and goal attainment through implementation and this has become of great concern. Okoroma's findings blamed the issues surrounding basic education on failures in managing the implementation and not involving stakeholders, as they are the individuals that decide or should decide what happens and how it happens in the education sector. When these stakeholders are effective, education for all which is the goal of UBE can be achieved.



## **2.5 EDUCATION FOR ALL (NIGERIA)**

Education for all came about as a world watchword and according to United Nations on their declaration for universal access to education, both national and international, it affirms that every citizen has a right to education especially at the primary school level (EFA Global monitoring report, 2015). This is due to the importance education has for a Nation's growth and development. Because of this, Nigeria has committed to achieving this goal. It was agreed to contribute towards education and poverty eradication in September 2000, when world leaders met in New York and adopted a United Nations Millennium Declaration. This was an agreement with a timeframe of 2015. They called it Millennium Development Goals (MDGs) with eight specific goals which include eliminating poverty and hunger, stabilising of the environment, empowerment of women, preventing HIV/AIDs and malaria, encouraging gender equality, decreasing child mortality (Awofala, 2012). Nigeria being one of the Nations involved, signed to achieve these goals by planning for a fully functional UBE, knowing it is the catalyst that would yield such results. However, prior to the United Nations Millennium Developmental goals, Nigeria had tried to achieve UBE but could not and this can be explained by studying its history.

## **2.6 HISTORY OF MANAGEMENT OF EDUCATION IN NIGERIA**

Education commenced in Nigeria in 1842. It was an ushering in of a new education sponsored by Christian missionaries (both catholic missionaries and church missionary society) with the first curriculum on bible reading though the first European contact in 1472. Primary school was the first level of education established at that time in Badagry on the outskirts of Lagos. From there it spread to the southern part and then to other parts of Nigeria (Awofala, 2012; Odeleye, et al., 2012).

Management of UBE implementation in Nigeria is carried out through administrative functions and it dates back to when western education commenced in Nigeria's political history (Udey, et al 2009). There are several periods that relate to how education has been managed. These are the missionary, pre-independence and post-independence periods. Apart from the missionaries, the British colonial Government was involved. The missionaries participated between 1840 and 1887, followed by the Colonial Government between 1887 and 1960 (Udey, et al., 2009). In addition, Okoroma (2006) claims that the Nigerian Government had no interest in the management at that time. They only got involved in giving grants-in-aid for schools. After independence in 1960, total management of education was rested on Nigerians. The first

giant stride made by the Nigerian Government was the introduction of an educational document named the National Policy on Education in 1977. This policy was to serve as a guide to help in the management and to direct Nigerian education to the right path. Due to the military and civilian rule between 1960 and 1999, these management settings changed (Alase, 2017). At that time, education in Nigeria witnessed unstable educational policies (Udey et al., 2009).

The management of education in the 21<sup>st</sup> century has seen remarkable change as the Government has become fully involved. The difference between the colonial rule and now can be seen by using the literacy rate as an example. At the time of independence in 1960, the literacy rate was at 15.6%, in 1980 it was between 40-45% (Aderinoye, 2002). Between 1991 to 2010, it was 59.6% (UNESCO, 2012) and 62% as at 2018 (World Bank, 2018). The Nigerian Government has reached positive landmarks in education presently compared to the colonial and pre-independence era, establishing more primary and secondary schools, introducing the UPE (Universal Primary Education) and later UBE (Udey et al 2009). The establishment of up to 148 universities in this 21<sup>st</sup> century is huge when compared with the history of education in Nigeria. Though they have made much progress, there are still issues with the different levels of education (See issues on pages 13-16). Federal, State and Local Government have allocated up to 30% of their monetary budget towards education but despite the laudable effort to reposition the country on the world map, Nigeria continues to suffer several setbacks especially because of corruption (Uzodimma, 2019). With respect to national development, Amuchie et al (2013) stated that what Nigeria needs for a turnaround in the economy is not to extend education but to provide a management system that would help in ensuring the implementation of basic education to the extent that every citizen becomes a graduate with technical and analytical skills and knowledge that would be useful in different kinds of jobs. In my research, UBE as a policy, and the management of its implementation will be explored and investigated with the focus being Benin City in Edo State.

### **2.6.1 EDUCATION IN BENIN CITY**

Benin City is located in the southern part of Nigeria in Edo State with a population of 4.2 million as at 2016 (World Data Atlas, 2018). The state is divided into 18 Local Government Areas (LGAs) and 3 senatorial districts. Each Local Government is further divided into Political Wards and Community Clans (Edobor & Aigbokhaebho, 2017). The education sector in Edo State is also divided into State and Local Government sections (Imhangbe, 2012). This research is

focused on Olua Primary School located in Oredo LGA. Ihimekpen (2012) and Ochereome (2012) argue that Edo State Education is still at a crossroad. John (2014) in agreement with them also stated that it has not been the best so far. In contrast, Atuma (2016) claims that education in Edo State had a turnaround recently because the present Governor as at 2017 created an awareness of education and said there would be no significant progress if education at the State level is weak. In continuation, Atuma (2016) posits that Edo State which was 30<sup>th</sup> in position became 2<sup>nd</sup> in position in national examinations. He claims that UBE has been well managed and implemented in the State.

These above-mentioned authors have stated different opinions concerning education in Edo State with contrasting claims. In this study, to respond to and probably satisfy the quest for the clarification of the remarks made by the authors, there will be an investigation of the management situation of UBE implementation in the public schools using Olua Primary School as a case study, to discover its present situation and to ascertain the type of change needed. However, as Okoroma's (2006) findings explained, one of the changes needed to solve the issues surrounding basic education is to involve stakeholders, as they are the individuals that decide what happens and how it happens in the education sector. The next section describes their participation.

## **2.7 EDUCATION STAKEHOLDERS**

This session describes the stakeholders' participation in UBE. Their involvement in education determines its success or failure. Stakeholders are individuals or a group of individuals who have a common involvement and interest in an organisation or a cause. Though they share conflicting expectations, they have one objective. They are either involved directly or indirectly (Newcombe, 2003). In this study, the stakeholders under consideration have some form of involvement in the primary school UBE function. The ones that are directly involved are the teachers and headteachers of the Public School, Government and Ministry of Education. Those indirectly involved are the community members, parents and interested groups who may wish to participate after hearing about the research. Because the stakeholders determine how the education sector functions, they are either effective due to appropriate management and implementation of policy that governs them or defective due to poor and/or non-implementation. The list of UBE stakeholders is incomplete without explaining the involvement of one of the stakeholders (teachers) who play an important role in the sector. They are referred to as being the inseparable cornerstone for the development of children and

society (Ofili, et al., 2009). Teachers are considered to be change agents in education settings and the criteria for any change to occur is working with people like them who are willing to put already formulated plans into actions and act as assets and catalyst for their achievement. Ball, et al., (2011) refer to teachers as innovative, sophisticated and manage policy work but most time overloaded. They and other stakeholders can contribute to the best of their abilities through good management.

## **2.8 MANAGEMENT**

Management according to Olum (2004), is a process that involves planning, maintaining of the environment and the people that live in it to achieve a particular aim. Management has numerous applications such as planning, organising, leading and controlling which helps to maximise productivity. According to Koontz (1990), management is a practice of sustaining a work setting where individuals work together to achieve an aim. In this study, the work setting consists of education stakeholders. Management can also be a development of bureaucracy that requires to be strategically organised, coordinated and controlled. It involves administration, human resource and problem solving (Koontz, 1990). One of the most important aspects of management according to Udey et al., (2009) is solving recurrent problems after several periods of struggling for achievement. UBE implementation became a recurrent issue that needed to be solved due to lack of effective management of the public schools.

The management of Education is one of the most important aspects of management for every Nation because education is seen as a change agent (Bush, 2011). Education Management has been an issue in the development of education in Nigeria. Successful efforts have been made in creating policies to guide education. The problem is not the policies but a lack of implementation of these policies (Bush, 2011). These policies are a guide for every education stakeholder to follow and this is controlled by the Government. It provides direction that should lead to a change in the education system (Udey, et al., 2009). In addition, to understand Universal Basic Education in schools, it is important to have a little knowledge about management of schools. Schools are goal seeking organisations (Bell, 2007) and every goal seeking organisation has a management setting with hierarchical structures that operate and help in achieving the goal. With the existence of UBE policy, these management settings have the ability to control school activities to achieve their goals. Also, every school setting has administration as part of its management.

Furthermore, administration as part of management mentioned earlier is required in performing executive duties of carrying out policies and controlling its day to day running and execution (Udey, et al., 2009). This involves following planned procedures or policies to bring about productivity and productivity requires effectiveness and efficiency. Olum (2004) in explaining effectiveness and efficiency states that effectiveness means that objectives are met, efficiency means that overall goals are met with the least resources. Applying this definition to UBE reveals the need for effective management of Universal Basic Education after several years of struggling to get Nigeria to have a successful educational system. In addition, management also involves organisational leadership and human resource management. UBE can only be achieved if the leadership recognises that their appropriate management of UBE is a national concern, what the issues really are as stated in chapter one and that handling the situation appropriately through effective management is required.

There are other aspects of management that could be added to this study due to their connection to policy management functions. Management theories existed in the early 18<sup>th</sup> century (Kitana, 2016). Frederic Taylor unraveled the principles of management and Henri Fayol explored managerial behaviour. Taylor was interested in management as a whole while Fayol was interested in the functions of management (Fayol, 1984). Fayol's work on management functions could be of interest in this study and may yield appropriate results if used. His view of management as a skill that can be taught could be attributed to some of the opinions of other authors like Awofala, (2012), Hardason (2012) and Bediako (2014).

In addition, Max Weber's study on bureaucratic management (Weber, 1964) involves structures and guideline and this could be attributed to the UBE policies making it fall into that category. His study could provide a major understanding about managing policies and the rules governing them. This implies that the theory could assist in mending UBE policy if needed. Weber and Fayol focused on managerial behaviour but their work did not include how the behaviour could be achieved through change therefore their theory is not part of this study. Some theories of management are affiliated to education. Some of the theories of educational management include formal, collegial, political, subjective, ambiguity and cultural education management models (Bush, 2011). These six educational management models, though important, are not used in this study because they are not change-oriented which is

an attribute that is needed in an unstable situation like the one regarding UBE. This investigation, in turn, leads to the consideration of change management.

## **2.9 CHANGE MANAGEMENT**

Sohmen (2016) states that change is inevitable for continuous growth. Without change, people and organisations remain in their current situation. According to Pennington (2013), change is a constant because it is a way of life in delivering results. There are several change management theories that will be considered in this study, beginning with Lewin's change model. Lewin's management of change postulates that the only way for change to occur is when there is a realization and a need for a change. When this happens, then there is a process that follows (Mitchell, 2013; Pennington, 2013). There are other change management models that will be discussed in subsequent paragraphs.

Nigeria needs a change in managing the education system since it appears to be in crisis. The Government has been concerned and involved in a way, but there are still such contradictions in the system to the extent that there are still many Nigerian children of school age not in school (Iyamu & Obiunu, 2006). It is recognized that there must be certain factors responsible for this situation to still be in existence, irrespective of the efforts made. Nigeria had previous policies established to ensure focus on education and since the Colonial Era, the Government has so far played a positive role, even though more was expected. Bolaji, et al., (2016) explained the amendments, innovations and restructurings from the Government to make education available to all citizens. Bolaji et al., (2016) in continuation affirms that these amendments, innovations and restructurings are the types of change Nigeria needs at this moment. It is in the interest of the country that education stakeholders see the need for change and endorse it. Endorsing a change could be difficult because humans generally resist change (Sohmen, 2016) and most times would prefer to remain in their current situation if they are benefitting from it, rather than accepting a change. Nigeria does not need a change in UBE policy. The policy is unique, but they need a change in how to manage its implementation to achieve success (Bolaji, et al., 2016).

From what several authors have stated (Okoroma, 2006; Udey et al, 2009; Amuchie et al, 2013; Bolaji et al, 2016), it is seen that several changes are needed in the UBE implementation. In the process of this research, the researcher has shown that education stakeholders may need a change of approach towards education. The Government may need a change in the way they

have handled the management of UBE. The teachers may need a change in the way they teach by getting trained to give quality education to the children. Parents should take their children off the streets and ensure they are attending school. The monitoring officers should use an effective monitoring system that yields appropriate results. Every stakeholder has a part to play in this change process. Change Management models can be used for a better understanding of implementing changes and according to Zaltman et al., (1977), change models provides a planning framework and this could help the Nigerian Government reverse the situation of basic education in public schools. Some of these models are described in the next paragraph.

### **2.9.1 KEY MANAGEMENT MODELS FOR EFFECTING CHANGE**

Management models are strategic tools and practices, which when applied could help in improving certain management situations and become a solution to undeniable problems. Medhurst & Richards (2006) claim that such models could be described as a practical part of total quality management. Organisational changes do not occur by reading about models but by implementing them. Singhal & Hendricks (2001) postulated that it has been proven by research that those who use models achieve more than their counterparts who do not think it is necessary. In explaining the situation of UBE management in Benin City, certain models will be analysed to ascertain how their usage could make an impact on the changes required in the education system. Although most of these models have been criticised by various authors, their usefulness in solving strategic change problems is important (Tsoukas & Cummings, 1997; Palmer, et al., 2009). Some of these models are listed and described below in the order of when they were established:

- Lewin's Change theory (the 1940's) (Three step model and Force Field Analysis)
- Etzioni Compliance typology (1961)
- Stakeholder Mapping (1984)
- Beckhard & Harris Change Model (1987) as reworked by Everard & Morris (1989)

These change management models listed will be used in this study and the rationale for choosing them is explained below.

### **RATIONALE FOR CONSIDERING THE CHANGE MODELS LISTED ABOVE.**

In organisations, change is considered when strategies fail or are not yielding results as expected. This is because if there was no failure, there would not have been a necessity for

change (Connelly, 2019). Information about these failures provides an opportunity for others to learn and not to make the same mistake. Therefore change models are like maps provided by people before us for direction and instructions for the next step (Connelly, 2019).

One of the rationales for using change models is because of their ability to provide a comprehensive approach with articulated steps. Another reason is that they afford the ability to recognize the resistance towards a change and construct strategies to eliminate it. Every change model has a structure that guides its implementation and also gives the people exacting the change the idea that it is manageable (Sharma, 2019). The five models listed above (Lewin's change theory, Force Field Analysis, Etzioni Compliance typology, Stakeholder mapping, Beckhard and Harris change models) have these two elements – recognizing resistance and providing strategies to eliminate them and implementing the necessary changes. These change models were developed since the early 20<sup>th</sup> century and continue to be used in this day and age. The earliest change model to be discussed in this research is Lewin's change model which was developed in the 1940's.

### **2.9.1A LEWIN'S CHANGE MODEL (THE 1940'S)**

Lewin was of Jewish origin, born in 1890. His seminal work on leadership and experiments on planned change during the second world war was an effort to change consumer behaviour. After the war, he developed a center for group dynamics to investigate group behaviour and how this can be changed (Burnes, 2004). Lewin's planned approach to change consists of four elements which are:

- a. Field theory (Force Field Analysis)
- b. Group dynamics
- c. Action research and
- d. 3 step model.



Figure 2: Lewin's Planned Approach

Source: (Burnes, 2004)



Driving and restraining forces impacts upon a situation and motivate or demotivate change. Lewin's change model was a key contributor to organisational change. He attributed its success to working closely with the three step model and field theory (Burnes, 2004). In his field theory, he claims that people's attitude is a function of the group environment or field. He explains that the changes that occur within these people come from the changes that arise within the field. In group dynamics, he described 'dynamic' as a force. Schein (1996) claims that group dynamics refer to the forces that operate in a group. A group is responsible for shaping the behaviour of its individual members and group behaviour should constitute the main reason for the change and not the individuals in the group (Schein, 1996). In explaining action research, Lewin (1947a) emphasized that it is a divided process which establishes that change. The process requires action and this action should be directed towards achieving it. The Force Field Analysis and the 3 Step Model will be further analysed for this study.

### **2.9.1B FORCE FIELD ANALYSIS**

Force Field Analysis (FFA) stemmed from Lewin's Field Theory. This theory makes it possible to appreciate propelling forces as well as restricting forces towards change. This indicates that stability inside organisations is dynamic because there are always driving and resisting forces. It either makes it possible for a change to take place or prevents the change process from taking place (Okafor & Russell, 2012). Paton & McCalman (2000), opines that FFA is a positioning tool which helps to determine what the forces are and to what degree, and what/who they are for or against with respect to the changes. In summary, FFA is a tool that presents the top management with a well-defined description of the positive forces (opportunities) both within and outside their organisation that will help them achieve their stated goals and also reveals the negative forces (barriers) that would want to destroy the process of change they are anticipating. This makes it possible for them to proactively manage and solve the problems. Example of these propelling/driving forces are new technology, incentives, new personnel, competition etc. and some examples of restricting forces are – employee's fear of failure, their inactivity and sluggishness.

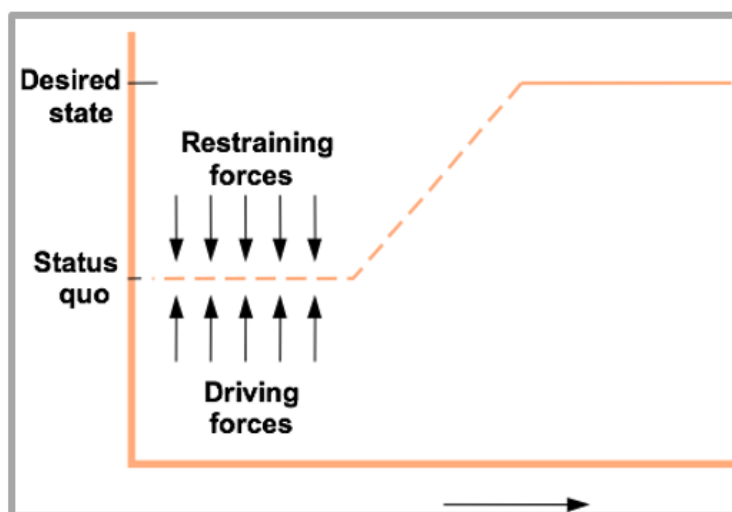
In addition, Toves., et al (2016) explains that Force Field Analysis (FFA) is one of Lewin's change models that reveals how people behave when their present position is disrupted or when a change is initiated. He explained that there are three main actions needed for change to occur. The first action is to identify the impeding features or forces that affect behaviours. Secondly,

to determine the forces that can be contained or positively influenced in promoting change. Thirdly, to develop ideas and strategies that can lead to expected positive change (Lewin, 1951; Toves et al., 2016). Criticisms of Lewin’s field theory were that it is over simplified in theory whilst being a complex model in its application (Rosch, 2002). Force Field Analysis was also criticized because it did not include feedback on the nature of action or resistance.

### THREE LEVELS OF RESISTANCE FOR FORCE FIELD ANALYSIS

Three levels of focus on resistance were identified by Bargal & Schmid (1993) for FFA. These are organisational, group and individual levels. In this study, organisational level will be considered. This is because Universal Basic Education policy is designed for the achievement of basic education in schools which in this study could be referred to as organisations as is the case according to Ball (2005) and Bell (2012) who postulates that schools could be referred to as organisations. According to Amaechi & Crane (2006), an organisation could be managed for change and become effective by handling the relationship between the stakeholders (in this study, education stakeholders) in decision making and carrying out strategies. Force field analysis could work for UBE if the stakeholders will evaluate the opposing resistance and overcome them by replacing them with the driving forces that can lead to implementation.

Figure 3: Force Field Analysis



Source: (Thomas, 1985)

#### 2.9.1C THE 3-STEP MODEL

Lewin’s change model concluded with the 3-step model which would bring about a successful change. This model consists of three steps – Unfreezing, Moving and Refreezing (Lewin,

1947a). Unfreezing comprises of creating a motivation to change especially the already existing behaviour towards work practices – confronting the status quo and preparing the environment for change. At this stage, the plan is communicated to every employee in the organisation so they can understand, support and prepare themselves for the upcoming changes. The next step, known as the moving or change process is a learning process that encourages communication where people are encouraged to learn new ways to work with new rules, values and behaviours (Schein, 1996). This step in the 3-step model is promoted by action research. There is consistent research to identify problems and action plans to solve the problems. Refreezing which is the final step is a step that stabilizes the organisation. At this stage, the benefits of the change process are realised. This step ensures that change is deeply incorporated into the culture of employees and that this new behaviour does not deteriorate (Clegg, et al., 2005).

In this research on management of UBE policy implementation, Lewin's model could be applied because the change they may require is not an individual change but a group change comprising of the stakeholders. It may also require unfreezing (confronting the status quo) and refreezing (stabilizing the policy implementation). Lewin's change model is still being used in most organisation, even though it has been criticized especially for being too simplistic, but it has also been defended by some authors (Tsoukas & Cummings, 1997; Weick & Quinn, 1999; Palmer, et al., 2009). It was also criticized for being mechanistic for today's modern environment. Child (2005) states that the refreezing part of Lewin's work is not necessary for today's generation (Clegg, et al., 2005)

In continuation, Ford (2009) claims that change is not just a three-step process but a continuous dynamic process. Burnes (2004) also emphasised that it was only appropriate for small scale change ventures and that it disregards administrative power, conflicts and politics. Though criticized, Lewis (2012) emphasized that because of its wide application to change management, it is regarded as the first step to take in any change management. Lewis (2012) continued by stating that some elements of Lewin's change model can be found in some other change models like Kotter's eight-step model and Bridge's theory of transition (not included in this research) (Neumeier, 2013). This indicates that some of the change models are built on the foundation of Lewin's change model and they are basically developed for organisations to apply so their management will become more effective (Lewis, 2012).

As mentioned earlier, Lewin's first step in the three-step model which is unfreezing comprises of changing the status quo. Looking at change practically, people always want to change their current situations by preparing themselves for a change. Many times, they confront their current status after they observe what others have done and desire to change their previous method (unfreezing) to become better.

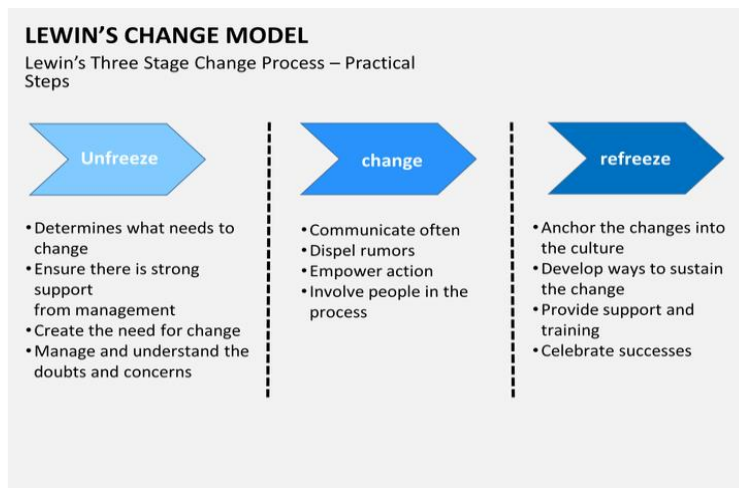


Figure 4: Lewin's 3-Step Model

Source: (Burnes, 2004)

### 2.9.1D ETZIONI COMPLIANCE THEORY 1961

According to Everard and Morris (1996), before an organisation adopts any kind of change, it is necessary to consider if the change will be supported by the power system in that state or country. This refers to the political backing for the implementation of that change especially where resources are concerned. Because this involves the Government's support, teachers and parents' attitude, compliance theory was considered. Also, Bell (2006) stated that for policies to be enacted, the relationship of power between the Government and other stakeholders should be taken into consideration.

Compliance theory was developed by Amitai Etzioni in 1961. He described organisations as artificial social entities different from family, tribes and clans which he refers to as natural entities. In this theory, he categorised organisations as having stated goals and being required to achieve them. Therefore, they are interested in which type of power would lead to the achievement of these goals (Etzioni, 1975). He, therefore, classified organisations by the power they use in controlling the attitude of their employees and the response of the employees to the power. This is a model that describes a connection between the people in power and to whom they exercise their power (Etzioni, 1975). According to Van Assen et. al

(2009), power requires others to comply and people can only comply when they are involved in that power process. Their attitude to power is seen in their involvement. According to Drummond (1993), this model combines power and involvement. Three kinds of power are combined with three kinds of involvement. They are

**Power**

- Coercive power (Physical force used)
- Remunerative power (Reward considered)
- Normative power (Depends on beliefs)

**Involvement**

- Alienative involvement (people disagree with power but yield against their will to avoid being punished)
- Calculative involvement (People submit to power because of personal gain and to avoid sanctions)
- Moral involvement (based on norms and values)

According to Drummond, when power and involvement is plotted in a matrix, nine types of compliance become apparent and congruence is formed. The congruence of 1,5 and 9 is more frequent and effective.

1 (coercive/alienative),

5 (utilitarian/calculative) and

9 (Normative/moral)

Figure 5: Compliance Theory

TYPOLOGY BASED ON COMPLIANCE			
BASIS OF POWER	KINDS OF INVOLVEMENT		
	ALIENATIVE	CALCULATIVE	MORAL
COERCIVE	1	2	3
UTILITARIAN	4	5	6
NORMATIVE	7	8	9

Source: (Drummond, 1993)

From figure 5 above, Etzioni explained that power and involvement are related to these three combinations;

- Coercive/alienative - When coercive power is used, people respond by being hostile which is alienative involvement.
- Utilitarian/calculative - When it is utilitarian (where remuneration is used), they will show a calculative involvement by maximising their personal gain.
- Normative/moral - Normative control is through rewards. E.g. contributions to the society, identifying goals. This creates moral involvement (Lunenburg & Ornstein, 2012).

According to Lunenburg and Ornstein (2012), some organisations combine two or three of these powers. He claims that most schools with unions make use of utilitarian and normative powers to have compliance from members. He refers to public schools as normative organisations (Lunenburg, 2012) because using coercive and utilitarian powers could become oppressive and lead to dysfunctionality. Although this model has been useful in describing different power usage in organisations, it has also been criticised because the researchers are not providing information that assesses the view of the subordinates concerning their situation irrespective of what their view will be (Sciulli, 2011). This model is important in determining the kind of power in organisations and if there is congruent compliance between management and employees. It is important in this research because it will help identify the congruence compliance between the Government and other stakeholders in UBE.

Nigeria has operated democracy since independence in 1960 but where power is concerned, due to the military rule which took place many years ago (Alase, 2017), Nigerians are more conversant with autocratic rules which can also be referred to as coercive power (Iguisi, 2014). Through the primary data that will be collected during this research, the type of power in use by the Government in the UBE implementation will be revealed. In my investigation, the application of Etzioni's compliance theory to the management of UBE is important because it will describe the compliance of stakeholders (teachers, headteachers, non-academic workers) and processes by the top management (Government and Ministry of Education). It is a type of control and could act as a blueprint to the stakeholders and direct them to their various responsibilities and work boundaries. This could bring about innovation, creativity, new opportunities and other qualities for stakeholders' effectiveness needed for basic education.

### 2.9.1E STAKEHOLDER MAPPING (1984)

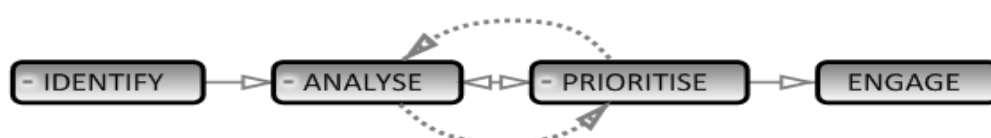
The word “stakeholder” has been in existence since the 1960s from pioneering work done at Stanford Research Institute (SRI) by Igor Ansoff and Robert Steward (Ansoff, 1965). Stakeholders’ approach to strategy came up in the mid-1980. It became popularised by Freeman in 1984. Freeman (1984) built his concept from the work of Ansoff (Fontaine, et al., 2006). The concept of stakeholders can be traced back to the great depression in the USA (1929-1941). At that time, General Electric described four main groups of stakeholders – shareholders, employees, customers and the public (Mishra & Mishra, 2013).

According to Post et al., (2002), stakeholders refer to people who can affect or are affected by decisions, policies and processes of an organisation. The management of these stakeholders for efficiency is known as stakeholder theory. It is stipulated that every organisation’s success depends on how they can manage interactions of their key groups (stakeholders) like customers, staff, investors (Mitchell, et al., 1997). Sapriel (2013) claims that stakeholder mapping as a part of stakeholders’ theory is used in determining who the stakeholders are and what their interests are in the organisation.

Stakeholder mapping is a technique used in Stakeholder Analysis which according to Freeman (1984), is a term used in defining stakeholders and their roles. Kennon et al., (2009) sees stakeholder analysis as a tool used in identifying stakeholders that can have an impact in a project or not. Mapping is one of the steps used in engaging stakeholders to commit to specific purposes. It has been used to handle crisis management (Sapriel, 2013). Mapping is step 2 out of 5 steps in business social responsibility. It starts with identifying the stakeholders to recognise their level of power. There are four phases which includes;

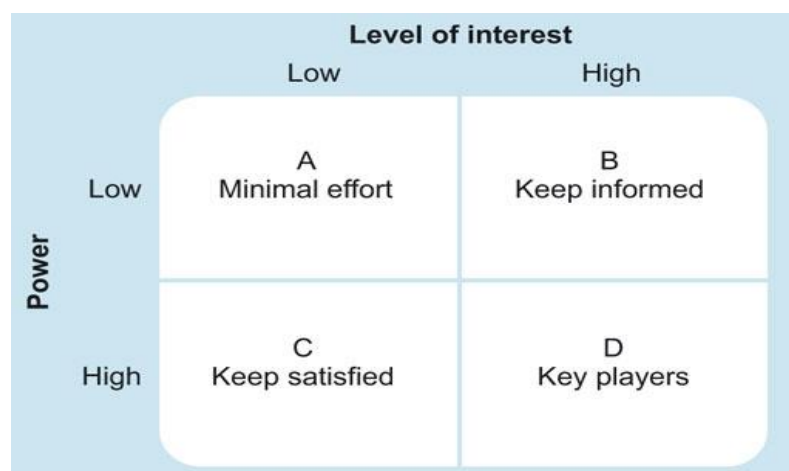
- identifying (who are they),
- analysing (defining roles and expectations),
- prioritising (categorising them into engagement levels i.e. do they need to be informed, satisfied or controlled?)
- mapping (engaging with stakeholders to achieve objectives)

(International Finance Corporation, 2007).



Source: (Kloosterman, 2014)

Figure 6: Stakeholder Mapping



Source: (Johnson & Scholes, 2002)

Stakeholders theory has been criticised by some because the importance of shareholders is reduced. It was also a matter of deliberation who these stakeholders are and how they got their status and their various priorities in the organisation (Orts & Strudler, 2002). Philips (2003), in order to explain these criticisms, suggested 2 types of stakeholders – normative and derivative stakeholders. Organisations have moral obligations to normative stakeholders like employees. Derivative stakeholders refer to people or groups that could have an impact on the company like media and competitors. It was also criticised that stakeholder theory's reliance on an economic model limits the moral value of the theory (Hendry, 2001). It does not help in answering moral questions on business like an obligation to obeying the law. Irrespective of these criticisms, stakeholder theory has been successful in most modern businesses and its concept used in public relations literature.

This study reveals why teachers, Government officials, headteachers, parents, community are referred to as stakeholders in the delivery of UBE policy in Nigeria generally and Benin City in particular. Respondents' answers during the process will determine and describe if they are stakeholders or not and if they are, to what degree they are interested and/or have influence over the organisation. The quality of the mapping in this research is dependent on the knowledge of the respondents. The criticism that the shareholders are not being recognised does not apply to this study because it is not a profit-making organisation, and everyone involved in UBE are stakeholders but to different degrees. The Government's main goal is to achieve UBE and Beckhard and Harris' (1987) model can help in the transition from present state to desired future state.



### 2.9.1F BECKHARD & HARRIS (1987) CHANGE MODEL

Beckhard and Harris' model describes a process of evaluating the accomplishment or failure of a specific change initiative in organisations (Chapman, 2018). It looks into the activities that could lead to the success of that change. The change involves navigating through a transition period from a present state to where the organization wants to be i.e. the desired future state (Beckhard & Harris, 1987). Although the name was derived from Beckhard and Harris in the 80's (1987) and was re-worked by Evarard & Morris in 1996, the model's formula ( $D \times V \times F > R$ ) was first developed in the 1960's by David Gleicher with the original formula for change as ( $C = A \times B \times D > X$ ) signifying  $C$ (Change) =  $A$ (Dissatisfaction)  $\times$   $B$ (Desired state)  $\times$   $D$ (Practical Steps)  $>$   $X$ (cost of change). After Beckhard and Harris (1987), it was then further simplified by Kathie Dannemiller in the early 90's (Chapman, 2018). The formula  $D \times V \times F > R$  signifies:

*D – Dissatisfaction* - with the existing situation of the organisation. This is a position where it is acknowledged that for change to take place, there has to be an acceptance that the present state is unacceptable.

*V – Vision* – after realising the need for a change, the management are to set a vision that indicates the desired future state including the short and long term. The vision is centered around the organisation's values and beliefs.

*F – First Step* – This indicates action plans. A vision without an action plan cannot be implemented. The change becomes realistic when an initial step is practicalized but these steps are usually easy to follow. If not, they may lose their motivation.

*R – Resistance to change* – naturally, people do not easily embrace change. Irrespective of the explanation, some will always resist.

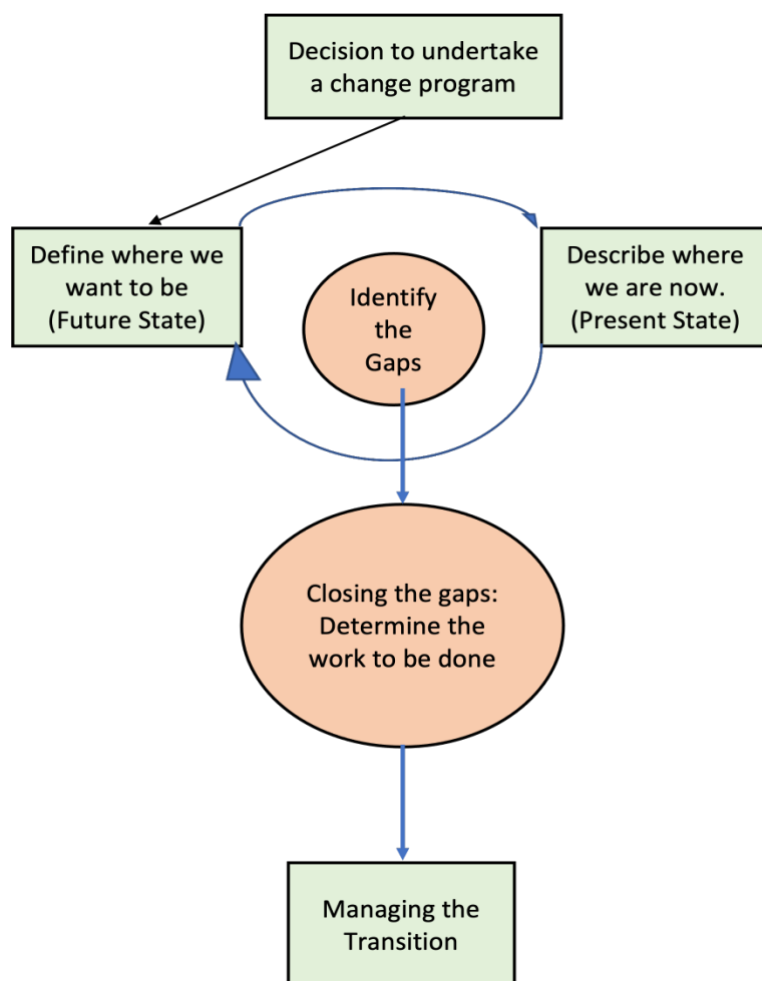
According to Chapman (2018), people are afraid to lose rather than make a gain and therefore it prevents them from taking risks and they remain in their present situation. This resistance according to Beckhard and Harris (1987) are the forces that must be overcome for change to take place. From the equation, when the Dissatisfaction, Vision and First step are greater than the resistance, change is possible. Multiplication sign is used in the equation because if any of the letters on the left ( $D, V, F$ ) is zero, there will be no change. Beckhard and Harris (1987) model was used by the Imperial Chemical industries Plc (ICI). The long experience gained by ICI staff when they worked with school heads led to its modification. It was then built up in the educational perspective by Fullan (2001). Everard put it into use through the production of a practical training guide in Education by applying it to the implementation of the 1981

Educational Act. Although it was for Special Educational Needs (SEN), the materials can be applied to other change related problems (Everard & Morris, 1996; Everard., et al, 2004).

**In the work done by Everard & Morris (1996), there are six key steps**

1. Decision for a change
2. Establish what the future will be and what could happen if change is not considered
3. Determine the current situation indicating what we are here for, what is expected of us and what are the barriers to achieving that.
4. Find out the difference and indicate the gaps between the current and the future. Discover a way to close the gaps. Also who should help to close them.
5. Oversee the transition from current to future including the timeline and commitment of the people to be involved.
6. Supervise, monitor and appraise the change – was change really achieved at the end?

Figure 7: Beckhard & Harris (1987) model as re-worked by Everard & Morris (1996)



Source: (Everard & Morris, 1996)

One of the limitations of Everald and Morris' (1996) model is in the usage of the model. They advised that the method should not be used in such a way that it is constrained. It should be flexible depending on the type of change being considered because it is possible that some steps may not work for another change process and some important steps may be skipped. Everard and Morris' (1996) work which draws on Beckhard and Harris (1987) will be analysed in this study because it is more comprehensive. Also, In this study, during the interview, the respondents will be able to express their satisfaction or dissatisfaction of UBE and that will determine the next step to follow.

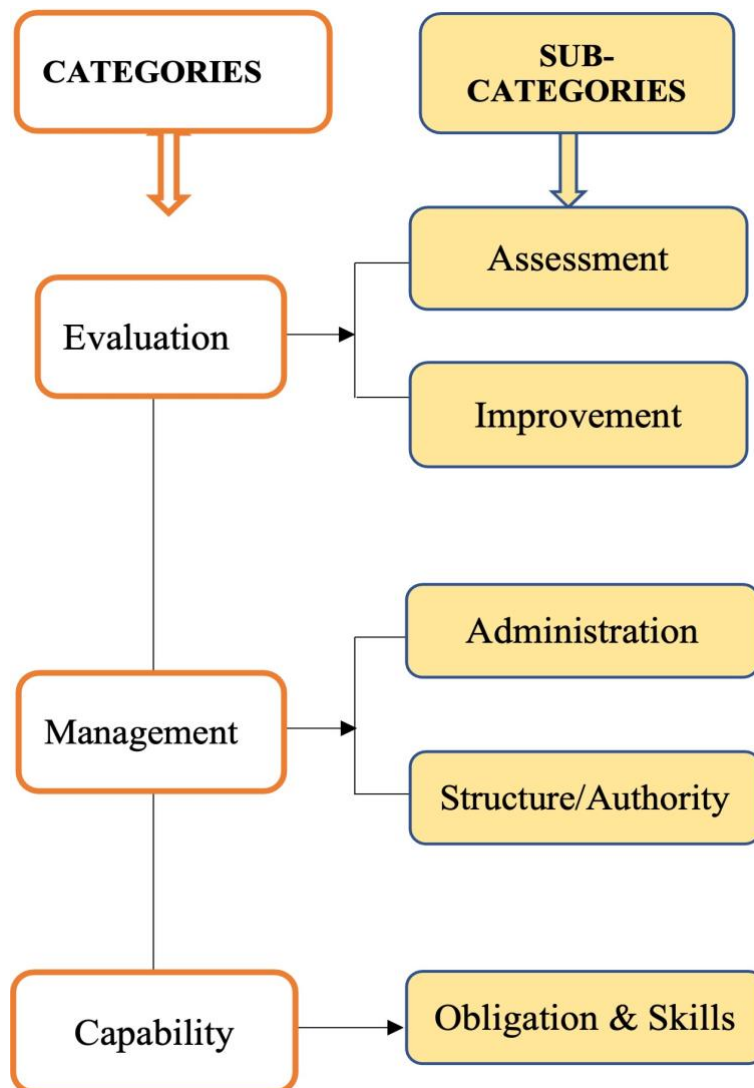
Duck (1993) focused on the dynamic aspect that involves the setting up of a transition management team (TMT) which consists of people who will work directly with the board. These are employees who have been leaders and are objective in their opinions, intelligent and have respectable personal capabilities (Siegal et al., 1996; Lodiene, 2005). If this method will be accepted by the Government in Benin City, they could also set up a transition team for change.

These sections (2.9.1A – 2.9.1F) on pages 40-49, described the five models (Lewin's change theory, Force Field Analysis, Etzioni Compliance typology, Stakeholder mapping, Beckhard and Harris change models). Most of these models have two main elements – recognizing resistance and providing strategies to eliminate them and implementing the necessary changes. With these models and literature review in mind, the categories and subcategories were formed.

## **2.10 SUGGESTED CATEGORIES & SUBCATEGORIES AND RATIONALE FOR CHOOSING THEM**

The literature review and the application of the models described above brings about some suggested categories which will be utilized in this study. Such categories include management, capability and evaluation. Management is considered because the study is about management and in management, there are structures and administration. Capability is considered because people (stakeholders) are involved and they have obligations and skills which are seen. Evaluation is included because improvements are needed and there are steps in the process that will lead to it. Evaluation also involves assessment and in this case, assessing if UBE policy is functioning as it should. (See figure 8 in the next page)

Figure 8: Suggested Categories



Source: Researcher

In this chapter, five models have been reviewed (See pages 39-49) and the two most important to be discussed in the data analysis and discussion chapter are stakeholder mapping and Lewin's change model. This is because without the stakeholders, there will be no UBE and their presence is not an indication that UBE will function effectively. They need effective change processes and strategies to work effectively. Further information about UBE will be obtained through the primary data collection when respondents get involved. The methods used to gather these data are discussed in the next chapter.

## CHAPTER THREE

### 3.0 RESEARCH METHODOLOGY

#### 3.1 INTRODUCTION

Following a critical evaluation of the literature review and designing a proposed conceptual framework, it became important to acquire an approach for methodology that would be useful in addressing the research aim, questions and objectives. The methods employed then led to the gathering of data used for the analysis. This chapter reflects on the empirical aspect of this study which comprises of the methodology guiding the research, rationale for the approach, data collection method and the analysis employed, commencing with the philosophical paradigm that guides the research - interpretivism. This aspect will reveal clarity on the methods used and will also justify the approach used for the research.

Choosing a methodology for this research is dependent on different factors especially the aim of the study which is - to assess the management of Universal Basic Education policy implementation in Benin City. To achieve this aim, education stakeholders' perceptions are explored to discover their realistic opinions on the UBE situation in the city. The methodology for this study is qualitative though there are elements of quantitative data involved indicating a mixed method approach. The use of mixed method approach in analyzing research data strengthens the study. Sammon, et al., (2007) describes it as a method that helps in large scale studies. Greene, Caracelli & Graham (1989), claim it yields enhanced and elaborate understanding of a complex research phenomenon. Qualitative research in education has long been in existence and helps to obtain detailed information. Most real-world occurrences are subjects of qualitative research unlike the social sciences (Remenyi, et al., 1998). The reasons mentioned above gave me the insight to choose qualitative research.

The study addresses the research questions - What are the main challenges and constraints faced in implementing UBE policy in Benin City? How does the understanding of education policy inform the implementation of UBE in Benin city? To what extent can the management of UBE implementation bring about change in the public primary education in Benin City? How does the application of change management models facilitate UBE Policy implementation in Benin City? How does the involvement of stakeholders improve UBE implementation in Benin City?

To answer these questions and accomplish the aim of this study, I:

- Explored the challenges and constraints faced in implementing UBE policy in Benin City
- Examined how the understanding of education policy informs UBE implementation in Benin City
- Reviewed the extent to which the management of UBE implementation brought about change in the public primary education sector in Benin City
- Reviewed some change management models and sought how they can be applied to the UBE situation in Benin City.
- Examined the involvement of stakeholders in UBE implementation in Benin City.

This research employed a two-staged approach to data collection. The first was the collection of secondary data through journal articles, published by other authors, newspapers, archives, Ministry of Education materials. According to Scott (1990) and McCulloh (2004), using these types of materials in research is referred to as documentary research. They state that documentary research comprises of the use of documents both personal, public and official. The contents of these documents in my study were analysed in the literature review and gave a vivid understanding of what insights had been obtained into the management of UBE with public schools in Nigeria previously.

In continuation, Bowen (2009) gave a vivid explanation of analysing documents – she claims, document analysis is a process of analysing documents in an organised manner. These documents could be paper, or internet based and are easily accessible without authors' permission. The data are carefully selected, analysed and interpreted. Analysing the content of these materials according to Elo & Kyngäs (2008) is referred to as content analysis. They affirm that content analysis is a kind of method researchers use when analyzing secondary data for a better understanding. Through this method, there was a better understanding of the theories in the document. Also, the documents in the literature review were analysed and the knowledge gained is used during triangulation.

The second approach was collection of primary data using three tools – questionnaires which provided most of the quantitative data; semi structured interview which produced comprehensive qualitative data and finally through a focus group meeting. These methods were utilised and when combined could propose answers to the research questions. (See section 3.9 on page 64 for details on data gathering tools). These data were collected when the researcher travelled to Benin City, Nigeria. See next section 3.2 for the research journey.

### **3.2 THE RESEARCH JOURNEY**

The process of primary data collection was tedious due to needing to travel to Nigeria and the stress experienced in the process. Piloting was easier because it took place physically in London with some students and through the telephone. The data collection process started with a meeting with the head teacher of Olua primary school, two of her teachers, a colleague in Nigeria who helped with some aspect of the research in my absence and myself. This meeting provided an avenue for the research to be elaborated on, the signing of the consent letter and the opportunity to carry out interviews with the teachers. Also, this facilitated the creation of a relationship that helped in the continuation of the research with the school. The date for the interviews was scheduled. They chose a time when the children would be on lunch break to allow enough time for the discussions. Plans to have a focus group meeting was later discussed. Some indicated interest while some did not. Other teachers and neighbors were also invited to the focus group meeting. 15 teachers, 3 head teachers and 10 neighbors were invited to the focus group meeting. On the day of the meeting, 8 people attended. The meeting held at one of the participants house in Benin City.

### **3.3 SELECTION OF BENIN CITY**

UBE research has a wide scope considering Nigeria is one of the largest countries in West Africa (World Data Atlas, 2020). It was important to confine it by restricting the research to a single city – Benin.

#### **WHY BENIN CITY?**

Benin City is the capital of Edo State in Nigeria and is one of the largest cities in the state. It is situated in the southwest of Nigeria with 4.2 million people as at 2016 (World Data Atlas, 2018). The number of public primary schools in Benin is 1,288 (Ogundamisi, 2018) with 235,652 pupils (World Data Atlas, 2018). Benin City was chosen because of my familiarity with the city. I was a resident of Benin from the early 2000s and have observed the trend of education at all levels. At the time, the city could be referred to as a rural area but has now progressed as technology increased. Although these developments took place to an extent in the city, there remains a need for the progression of education. As a resident in Benin, I would ask – In the future, would I be comfortable to allow my children to attend free public schools in Benin? The question remained unanswered bringing about this research.

The quality of education is measured by achievements from academic success which relies on examinations, scores and certificates. Scores could be used to analyse a city's educational level

compared to other cities and for acquisition of information. Information on numeracy and literacy ranking has placed Benin in a better education stance when compared with other cities in Nigeria. Literacy rate for Benin according to World Atlas as at 2010 shows 71% compared to other states in Nigeria (World Data Atlas, 2018). As the years progressed, there was a drop in the quality of education. Some say it was because of low performance of the teachers, others believe it was the mismanagement of UBE policy (Kadingbi, 2004).

Armed with knowledge of the above mentioned issues, political, social, economic and educational background of Benin, my interest in progression of education in Benin was aroused to investigate the functions of the present UBE and discover the way forward and how its implementation would bring about a new Benin with respect to education. Being familiar with the city facilitated this research by making it easy financially and in gaining access to the education sector especially Olua Primary School which was 5km to my former residence.

#### **3.4 OLUA PRIMARY SCHOOL – THE CASE STUDY**

Olua Primary school was selected for this study because of its location and popularity. It is one of the public schools situated in the heart of Benin City town. Its location is strategic and close to a Nigerian Federal University in Edo State - University of Benin. Its location contributed to its popularity. Prior to the beginning of this research, accessibility to the school was poor owing to bad road and flooding which characterises the Uselu-Ugbowo road where the school is located. It was used as a case study because it could represent the other 1288 public schools as stated by Ogundamosi (2018) which are or were in the same position and condition regarding basic education policy implementation. My knowledge of Benin and Olua Primary School also contributed to my personal view of the world of education and that informed my philosophical perspective on the subject matter.

#### **3.5 PHILOSOPHICAL PERSPECTIVE - PARADIGM**

Philosophical assumption of a researcher is part of every research project. As a researcher, the importance of understanding the ontological and epistemological stance or assumptions of research is of utmost importance. It is often difficult to be involved in research without consigning to ontological and epistemological standpoints (Grix, 2010). These assumptions are connected to the methodology chosen for research and the findings.

Rossmann & Rallis, (2016), claim a paradigm is the view of the world on subject matters and how the individuals share such views from their different perspectives. Scotland (2012), also



states that a paradigm comprises of epistemology, ontology, methodology and methods. They are somewhat related and could be described and explored together. Ontology is concerned with what is, that is like answering the question on what comprises or signifies reality? Epistemology which is concerned with knowledge creation and how it is communicated would always ask the question – what is the form of connection between a knower and what is known? (Cohen, et al., 2007). Ontological and epistemological views are easily revealed through the methodology or methods used. Methodology is like a blueprint or strategic approach which lies behind the methods applied in the research and the methods are specific procedures and techniques utilised during the collection of data and the analysis (Crotty, 1998; Creswell, 2013). Grasping the knowledge of philosophical assumptions of these paradigms will reveal how they present themselves in the methodology and methods (Scotland, 2012). In continuation with the philosophical perspective, these assumptions are what underpins the research. From an ontological perspective, this research is socially constructed because of the involvement of stakeholders. Also, from an epistemological point of view, it became clear that my understanding of UBE can only be possible through the methodology/processes used and the knowledge obtained. My understanding of the ontology and epistemology of research is what determined my choice of methods. The next paragraph will give a more comprehensive description of ontology and epistemology and how they are useful for this research.

### **3.5.1 ONTOLOGY**

Yin, (2011) describes ontology as a philosophical conviction of people towards what they think represents social reality. The two aspects of ontology as described by Saunders et al (2012) are objectivism and subjectivism. Objectivism describes that social entities exist separately and not connected to social actors (Bryman & Bell, 2015) and this does not portray what my research is about. Subjectivism complements this research because social occurrences are formed by performances and opinions of these social actors (education stakeholders). This is a continuous process since the interaction of these people (social actors) depicts everyday activities which require constant improvements/amendments, and this shows that reality cannot be explained with finality requiring researchers like me to do their best to come to their version of understanding of the phenomena.

Remenyi et al, (1998) explains the importance of learning and exploring the circumstances to understand its reality and he claims it is known as social constructionism. It analyses reality as being socially structured. Remenyi et al, (1998) in continuation states that social

constructionism is linked to interpretivist philosophy which explains the importance of exploring subjective meaning of what inspires the behaviours of social actors because this is the only way the researcher can understand their behaviours. Relating what Remenyi et al (1998) said to this research, it would mean that the social actors in this research (stakeholders and I) placed different interpretations to the same issue that is being studied because of our different views of the world and experiences.

### **3.5.2 EPISTEMOLOGY**

Epistemology relates to what knowledge is in a research study. Is it acceptable and what does it consist of? Knowledge for a researcher with an objective view who considers objects as being real is different from what constitutes knowledge for a researcher who has a subjective view and considers people's feelings and behaviours even though they may be working on the same thing. In qualitative study, knowledge is usually discovered as subjective (Yin, 2011).

This description reveals my subjective view of this research. This is because of my direct involvement with the stakeholders. Epistemology involves positivism, realism (direct and critical realism) and interpretivism. Positivism focuses on objective method, tangible data which can be proven by experiment. In positivism, the researcher is independent of the research, neither is he affected by it (Easterby-Smith, et al., 2008). Realism is like positivism and is not related to this research, but interpretivism is associated with my research as discussed in the next paragraph. Another philosophical position considered in this study is pragmatism. This is because this study involves solving practical problems in a real world like case studies and involves a mixed method approach like in this study. It is also a philosophical position that requires the research question being an important determinant. In this study, the research question is considered important, but pragmatism was not utilised because this study though having a mixed method approach is more of a qualitative nature.

Furthermore, because this study is an African based research, storytelling could be a method chosen because UBE has been in existence in the early 70's. According to Berger & Quinney (2004), stories are narratives for joining the past, present and unknown future and UBE history is part of that past which was already described in chapter two. Mucina, (2011) calls it Ubuntu storytelling which states that as long as we are relating our stories or experiences, then it becomes our research method and according to Okri (1997), in 'Africa', everything breathes a

story. Ubuntu means humanity relating to the black people. It is a concept that directs our actions and help us maintain our connections through our bonds within our Ubuntu standpoint. Mucina, (2011) also explains that one story is not enough to come to a conclusion because a story leads to other stories that are interrelated and also acknowledges our customs and traditions to regenerate. Dei, (2000) calls it a worldview that identifies the society's interactions with the neighboring communities where nature is experienced and for continued existence of the society. Some aspect of Ubuntu storytelling relates to this study like the History of UBE but it was not used in this research because of the thought that the story may become too long and lack focus just like Desta (2009) asserted in his research. Also, it is traditional and relates more to culture meanwhile UBE has gone beyond that (Mucina, 2011).

### **3.5.3 INTERPRETIVISM**

Interpretivist philosophy is adopted for this research. Interpretivism is a philosophical position where the researcher is involved in the research just like in this research. It relates to understanding how human beings view and make sense of the world they live in. Saunders et al, (2012) calls it phenomenology. Researchers like me place ourselves in the world of the social actors, taking an empathetic stand to understand their perception of things or the topic being researched (Hussey & Hussey, 1997; Saunders, et al., 2012). Rossman & Rallis (2016), explain that Interpretivist philosophy reflects subjective knowledge, and in this research, it can be seen in how the stakeholders perceive the UBE situation with different perspectives.

Schwandt, (1998) explains interpretivism is applied to research when the world should be interpreted and not observed. It can only be interpreted by social interactions of those who are in that world by recognizing their opinions which is also subjective when viewed epistemologically. This opposes positivism and sometimes is being referred to as anti-positivist because their experiences as social actors are contained in the world unlike the positivist who views that the world is external to the individuals (Cohen, et al., 2007).

Attributing this to research, it could indicate the difference between undertaking research with humans and conducting research with objects. As an Interpretivist (subjectivist), I believe that the happenings or phenomena in the world of education can only be understood by the explanations of the experiences gathered by the respondents who are associated with such happenings. It is these explanations that reveal their experience in basic education. It explores their subjective views which describe their involvement and proffers a constructive meaning to the phenomena which is being researched.

### **3.5.4 RATIONALE FOR CHOOSING INTERPRETIVISM AS EPISTEMOLOGY**

Justification for choosing interpretivism is because it incorporates people's feelings and this study is based on understanding the feelings of people through their experience in the case under study (Schwandt, 1998). Information about UBE policy implementation can be obtained when people who are directly involved (stakeholders) share their experiences. In this study, the stakeholders are the Government Officials, parents, teachers and head teachers. As a researcher with an interpretivist approach, it is important to view the research with a subjective perspective and understand the meaning of respondents' experience to be able to give a full description of their story. Interpretivists are not observing the world like positivists who are independent of the context but through their social interaction, their subjective opinions which give an in-depth insight becomes necessary (Schwandt, 1998).

Interpretivism requires the researcher to be a part of the study, which I am and that gives me the understanding of how people view their world due to their life experiences. This position gives me an understanding of their various perspectives through sharing their opinions. Though pragmatism was considered, it was not used because there could be an opportunity for the respondents to give an objective opinion instead of their individual experiences.

### **3.6 APPROACH – RATIONALE FOR CHOOSING INDUCTIVE APPROACH**

An inductive approach is used in this study for two reasons: firstly, because qualitative research relates to inductive reasoning and secondly, because an inductive approach generates meaning from data - in this research the experiences of respondents are considered to get the correct information on the situation being researched (Saunders, et al., 2012). Inductive reasoning propelled me to carry out empirical investigation to ascertain respondents' views. The knowledge/findings from such views helped to analyse the UBE implementation situation.

### **METHODOLOGY - CASE STUDY**

The methodology used is Case Study because it involves empirical investigation of a specific and existing phenomenon, using real life situations with multiple methods/evidences. It provides a vivid comprehension of the context and procedures of the study (Yin, 2011). It gives the opportunity for the researcher to have rapport with the respondents and obtain an in-depth insight. The information gathered could be used for research on similar situations (Mouton, 2001). In explaining the case study approach, Yin (2014) mentioned single and

multiple case studies. Single case study could either be critical, unique or revelatory. In my research, single case study is used. It is a unique case study because of the exploration of a specific phenomenon for better understanding. Due to the use of case study, triangulation was considered because of the multiple sources of data used.

Another strategy considered was ethnography because case study & ethnography have some common grounds since they are rooted in the inductive approach. Ethnography involves the researcher getting involved as a part of the group (in this case stakeholders) acting like an observer. It entails a long period of time in the field and observations are supported with evidence from interviews. Although case study takes time, ethnography takes an even longer time with observation which is strenuous and demanding (Wilkinson & Birmingham, 2003; Saunders, et al., 2012). As a researcher who has limited time in Nigeria, this option was not feasible. Due to this, ethnography, though considered was not used in this study

## **RATIONALE FOR THE CHOSEN METHODS**

Different approaches were used in this study and this chapter explains the description and the rationale for each method used, starting with the research design.

### **3.7 RESEARCH DESIGN**

Research design is a plan showing how the research will be carried out. It describes the start of data collection and how the data should be analysed (Creswell, 2008). O'Sullivan et al, (2007) describe it as a blueprint of research study. Cook & Cook (2016) claim it forms the type of knowledge produced from the research. The research is designed in such a way that it involves the use of certain methods described below to extract the required information and explain reasons for choosing those methods. Research design is important in my research because it will help solve the research problem. The choice of research design is dependent on the research aim, objectives and research questions. There are also other factors that can affect the choice of research design. Some of these factors are time, available resources, budget and the researcher's attitude/approach. Three major kinds of research design are causal (explanatory), descriptive and exploratory research design (Creswell, 2013) and in this study, explorative and descriptive research design is considered.

#### **3.7.1 RATIONALE FOR RESEARCH DESIGN**

The rationale for choosing exploratory research design is because it gives the opportunity to seek new information (Creswell, 2013). Questions are asked to obtain new information on the

subject (Ponelis, 2015) just like in this new study where there are research questions on UBE policy implementation. Exploratory research design is important when there is an issue to clarify (Mouton, 2001) as portrayed in this study where problems have been highlighted (pages 13-19). Also, in exploratory research, past literature reviews, recent interviews and focus group meetings are necessary. Likewise, descriptive research design is attributed to this study because it considers the aim and has a direct impact on the attitude and behaviour of the sample used for data collection (Cook and Cook, 2016). It helps to obtain information on current situations. In summary, this research follows the direction of exploratory and descriptive research design because new information is obtained from the respondents on the UBE situation and attitudes, feelings, beliefs and behaviour of the participants are considered, which are revealed in their responses. Explanatory research design is not used in this study because of its attribute to investigation between cause and effect relationship with variables (Saunders, et al 2012; Zikmund, et al 2013).

### **3.8 SAMPLING**

The sampling stage of this research is important and demands a thorough approach because any error with wrong sampling will bring about significant damage to the validity and reliability of research. The process of selecting individuals used during the data collection is known as sample process. According to Saunders et al (2012), there are 3 major areas of sample process – sample size (the number of people that will participate), sample unit (who are the people to be used) and sample procedure (how to get these individuals). The sample size in this study will determine how the population of Benin City is represented. The sample units consists of education stakeholders, which includes Government officials, headteachers, teachers, Ministry of Education staff, parents, and neighbours in the community where the school is located. Each of these categories of stakeholders were represented with at least 5 persons except the head teachers who were three. The sample procedure comprises of how the samples will be chosen (Bryman & Bell, 2015).

In this research, non-probability sampling is chosen. There are several types of non-probability sampling like convenience, purposive and snowball sampling. Purposive sampling is a non-probability sampling that involves specific participants who meet the purpose of study (Etikan et al, 2016). Convenience sampling is used when there is easy accessibility or availability at a given time. Snowball sampling is also known as chain referral sampling according to Dudovskiy (2018) and is used when a sample is not easily reached therefore requiring a referral. Naderifar

et al, (2017) referred to snowball sampling as a type of purposeful sampling because the individuals targeted for referral have experiential knowledge of the case in study. As it is a qualitative research, purposive sampling is employed because of the anticipated richness and relevance of information gathered from the respondents due to their knowledge of information required for the study (Saunders, et al., 2012). Purposive sampling is used because the stakeholders chosen have expert and experiential information on the subject of UBE. Convenience sampling was also used because some of the stakeholders were chosen when they were available during the school visits. Snowball sampling was used on the Government Officials and Ministry of Education employees because there was no direct link to them except through other people (in this study, they are former work colleagues).

### **3.8.1 HOW THE SAMPLES WERE SELECTED**

The stakeholders were reached in different ways. The teachers from Olua public primary school were approached during visitation to the school and permission was given by the head teacher. The questionnaires were distributed, and interviews held at different subsequent visits. The parents were reached through convenience sampling because it was convenient when they were available to pick-up their children from school. The Government officials and Ministry of Education staff were selected through referral from some former work colleagues. Interested group were reached during my visit to the schools since they live around the school environment. Questionnaires were distributed and google forms were sent to those that preferred to use internet resources. The google form and the questionnaires are survey document that consists of pre-formulated questions arranged in a sequence distributed to the sample units who are assumed to be representative of the population. The questionnaires were validated before use, the interview questions were also approved and the google form is compliant with UWTSD's ethical requirement. This gave me the opportunity of ensuring validity of data. In addition, through triangulation of data from the various sources – questionnaires, interviews and focus group meeting, validation is ensured.

The initial sample size chosen for this research was 30 at the time the proposal was written but after guidance from my supervisors and piloting, the number increased. 182 questionnaires and 31 google forms were distributed, 79 responses were received. Seven (7) interviews were conducted and 1 focus group meeting held. From the responses, there were 36 teachers, 23 parents/community members, 3 head teachers and 9 Government and

Ministry of Education officials. Interested groups made up the remaining 8 respondents. These stakeholders were adults, aged 18 years and above, people that lived in the same community where the school is located. The parents, community member and some teachers were differentiated by their level of education. Their answers/viewpoints in the questionnaire and during the interviews were an indication of their educational level. These listed criteria eliminated the participation of teenagers and people from other cities, therefore guiding the selection of the people that were contacted.

### **3.8.2 CONTACTING THE INTERVIEWEES**

The participants were contacted by the researcher when they were approached during the school visits and through researchers point of contact – a colleague in Nigeria who has contacts with people in the community. Another colleague knew people in the Government and Ministry of Education. These were reached through snowball sampling. Nine of them participated. They completed the questionnaires but only one participated in the interview. The respondents are groups of individuals comprising of 5 categories of people which are the teachers, head teachers, Government officials, parents and interested persons, therefore sub division of the samples would be necessary (Hill, et al., 2005). Subdividing them will aide in triangulation where the different groups are cross compared. The interviewees were given an idea of what the research was all about. The interview questions helped to achieve this. The interview was one of the data gathering tools as discussed in the next section 3.9.

## **3.9 DATA GATHERING TOOLS**

In this research, the researcher used three sources of primary data collection. The first source of data was obtained through questionnaires and online survey, second source of data was through semi structured interview and the third source of data was through a Focus group. The interview questions focused on a series of related subjects on UBE management as well as the questions on the questionnaire.

### **3.9.1 QUESTIONNAIRES AS FIRST DATA SOURCE**

The main enquiry instruments used in this research are questionnaires and google forms. The use of the questionnaire provided the opportunity to obtain quantitative data used to create a profile of the education stakeholders. Also, embedded in the questionnaire were open questions where opinions could be specified. This resulted in some qualitative data from the



questionnaire. The questionnaires were distributed in the same area within one month and later through researchers point of contact. The questionnaire contained some variables like educational qualification, age, sex and interested group. See rationale for choosing them below.

## **THE RATIONALE FOR CHOSEN VARIABLES (Educational Qualification, Age, Gender, Interested Group) Is Explained Below.**

### ***I EDUCATIONAL QUALIFICATIONS***

The knowledge of the stakeholder's educational qualifications provided an insight on the 'why' of their individual opinions. This is especially important because this study is educationally inclined. There is always an obvious disparity between the educated and the illiterates. Also, including their educational qualification depicts an assumed knowledge of educated people in Benin though the sample is not large enough to determine that. An example was some of the questionnaires the researcher discarded because of improper use of English words from respondents who were illiterate.

### ***II AGE***

In the questionnaire and during the interviews, age was taken into consideration as a variable because it represents an individual group. This made it possible to exclude teenagers from completing the questionnaires and from participating in the interviews. It also portrays an idea of maturity in their answers. During the interviews, one of the teachers between ages 18-25 responded differently from the others. Another example was during one of the periods of questionnaire distribution, some people who were supposedly adults but they were not adults were encountered. They looked older than their age. They were between 15-17 years and their questionnaires were discarded. This made 'age' become a factor.

### ***III INTERESTED GROUP***

Some participants who live nearby but outside of the community indicated interest due to their knowledge of the educational system. Several of them have children in the public and private school or have neighbours whose children attend. Some live in the community but prefer to be anonymous and are excited to know they can express themselves anonymously.

### ***IV GENDER***

Considering Nigeria with its background on education of the male and female child (Akindele, 2011), it became important in my research to consider gender. The knowledge of respondents' gender provided an idea about which gender is more educated although it is a small sample.

Findings revealed that more women responded. These women are educated and through observation while at the public school, there were lots of girls in the school. This could indicate that the girl child education in the southwest of Nigeria has increased.

### **3.9.2 SEMI STRUCTURED INTERVIEW AS A 2ND DATA SOURCE**

According to Brod, et al., (2009), interviewing is an interactive procedure which brings about up-to-the-minute data which helps to endorse or refute acknowledged information. There are structured and semi-structured interviews. The semi structured interview is the major data gathering tool used in this study. It is semi structured because apart from the pre-formulated questions about UBE, more questions emerged that were not initially included. This indicates the flexibility of semi-structured interview. Likewise it gives the researcher an opportunity to adjust the questions to the level of respondents understanding of the topic (Ponelis, 2015). Using a structured interview would be too strict for some of the participants due to their educational background in the community. The structured interview would be a limitation because it will prevent the researcher from acquiring new lines of inquiry that may come up from the interviewee that may also be relevant to the study. The interviews provided an in-depth opinion of the stakeholders on the complexities, development and cause of action concerning UBE. This provided comprehensive qualitative data for analysis.

### **3.9.3 FOCUS GROUP AS 3RD DATA SOURCE**

Brod, et al., (2009), explains that a focus group is a temporary small community of individuals with the same or similar personalities. It is usually carefully planned, organised and moderated (Anderson, 1996). They assemble for an interim period to discuss the characteristics that unites them within a given phenomenon. What makes them different is their individual experiences of that same phenomena. In this study, the focus group are people with similar educational inclination. The data obtained from the focus group discussion was an extra information to support data from interviews and questionnaires. The people interviewed and focus group are different sets of people from the respondents that filled the questionnaires except for one (head teacher of a private school) and most of them were contacted earlier with an explanation on ethics and on being anonymous. The focus group meeting was held towards the end of the questionnaire collection. The focus group met at the house of one of the participants. The researcher was also a participant as well as the moderator.

### **3.10 LIMITATION OF THE RESEARCH INSTRUMENTS CHOSEN**

One of the limitations of using questionnaires is data saturation after collection of vast amounts of data. Due to the large distribution of questionnaires, it might lead to the collection of more data than needed. Also in contrasts, it is possible to receive insufficient data due to lack of time on the respondents' side on completing them (Fusch & Ness, 2015). Interview is the second source that is used in gathering data and its major limitation is that it is time consuming both during the interview and transcription (Hiller & DiLuzio, 2004). Interpretation of the data collected can be different, especially when two or more people are involved in conducting research. There is always a possibility for the respondents to deviate from the topic therefore introducing unusable data. Also training is required and most times it is achieved through piloting which also takes time (Wilkinson & Birmingham, 2003).

In the focus group meeting, one limitation is the possibility for the participants to give an answer to please others. For example, a participant may want to please the author or the sponsor instead of speaking truthfully and sincerely concerning the topic. Also some may be careful not to object to the group conclusion. Focus group meetings limit the information group members give because they believe it may be sensitive thereby obstructing important information about the research (Wilkinson & Birmingham, 2003). Demographic information like age and occupation is considered when choosing members of the group because it might have an effect on their opinions. Another limitation is that if the members of the focus group are colleagues, they may not speak honestly (Wilkinson & Birmingham, 2003; Brod et al., 2009). Due to the knowledge of these limitations, the researcher made plans on how to ensure these were dealt with during data collection (see limitations of study on section 6.7, page 177). Before the questions for the questionnaire, interview and focus group were employed, they were validated by researcher's supervisors (see section 3.12, page 69) and also piloted by the researcher.

### **3.11 PILOTING**

Piloting is an important phase in the research that helps the researcher at the early stage of research. It helps organise the researcher especially in testing the research instruments to be used. Without piloting, a researcher could move back and forth and obtain irrelevant data not linked or connected to the research objectives or not answering the research questions. Experience gained during piloting is like a blueprint (Bryman & Bell, 2015). Some of these experiences include the ability to improve on the questions, learn the process of distributing

questionnaires or conducting interviews, having an idea of people's reaction during interviews and then being familiar with the software to use in analysing data.

The piloting of the questionnaire and interview questions was done from London where the researcher was residing at the time. Questionnaires were distributed to some former colleagues in Nigeria through friends that volunteered to help. There were also telephone interviews with some colleagues in Nigeria and then in the UK through face to face interview. According to McDermott, et al., (2005), it is argued that face to face interview is more costly and takes more time than telephone interview. This is because the researcher may have to travel which is the case in this study. Telephone interview would eliminate the cost and time and give more people opportunity to be interviewed.

During the piloting, 20 people were interviewed, and their answers revealed the quality of questions especially in indicating if the questions were irrelevant for the study. Residing in London also gave the researcher the opportunity to search for some Nigerians in the UK. The researcher got in touch with some who lived in Benin previously, but now live in London.

There were many insights realised during the piloting especially in the use of terminology. The words stakeholder, normative and derivative were not familiar to some of the respondents, especially the uneducated who fell in the category of some parents. This brought about the change or dismissal of some words (Bryman & Bell, 2015). The sequence of some questions was also not coordinated. Some questions were brought forward while some were shifted towards the end. More space was created in the questionnaire because some had more ideas to contribute even though it may not have been part of the questions, but they felt it should be included. The researcher also noticed that three of the questions provided the same answer which led to the combination of the three questions and rephrasing them into one question. The first set of questions piloted was reviewed by the participants, but their answers were not related to the objectives of the research. These observations created an opportunity for a redesign of the questionnaire. The rephrasing and changing of questions after piloting was an indication that some important questions were omitted initially. Piloting the interview questions gave a clear picture of whether the respondents would understand the questions, how long it would take for each interview and to check the validity and reliability of the questions (Saunders, et al., 2012). Therefore, the questionnaire was reviewed and redesigned three times. The final version of questionnaire used can be seen in appendix 3, on page 189.

The first interviews held through the telephone during piloting was with 4 people. It was filled with questions that needed explanation before they could answer. That was an indication that the questions were not valid enough. These questions were reviewed again by researcher's supervisors and tried once again on the participants before the actual data collection. After piloting, the questions were approved and used. The next section 3.12 explains how the questions were validated.

### **3.12 VALIDATING QUESTIONNAIRE AND INTERVIEW QUESTIONS**

To guarantee the validity of the questionnaire used in this research, it was piloted with a one phase pilot approach – content validity. Content validity is used by researchers to check the validity of questionnaires. It is described as the extent to which the components of the questionnaires are relevant and could illustrate the purpose of the targeted research (Haynes et al, 1995; Saunders et al, 2012). Brod et al (2009), assert that content validity is dependent on whether the researcher is seeking new information or existing information. In this research, both new and existing information is sought.

Lynn (1986), explains that there are two phases to content validity – designing (i.e. development) and judgement (i.e. judging the accuracy). Development involves identifying the field of study, generating suitable items considering the literature and then designing the questionnaire. In this research, with the field of study identified and items generated, the questionnaire was designed (see questionnaire in appendix 3 on page 189). The contents were arranged for the next process of scrutiny (judgement). The scrutiny or judgement phase is where some experts (in this study – researcher's supervisors) evaluated the designed instrument. This helped to recognise relevant contents since it is a process of eliminating and adding questions (Tojib & Sugianto, 2006). The questionnaire was scrutinized four times prior to piloting and it was further redesigned after piloting. This is usually a lengthy process because of the two phases explained above. At the end, the instrument (questionnaire) is content valid. The use of questionnaire helped to reduce bias (bias is explained in section 3.14, page 71). It also gave the researcher the opportunity to have a wider range of responses geographically unlike interviews that covered a smaller range.

### **3.12 VALIDITY AND RELIABILITY**

Generally, validity of a study is an evaluation of that study being measured to establish if the result obtained is true, false or relevant. Prior to conducting this research, validation of the survey instrument took place. Many authors have stated that validity is demonstrated more with quantitative research (Golafshani, 2003; Saunders, et al., 2012; Scotland, 2012; Creswell, 2013) and therefore prefer to adopt and utilise some other terminology for qualitative research. They believe the word validity has a kind of devotion to quantitative study. Smith (1983a) in agreement affirms that their incompatibility is akin to their epistemological and ontological assumptions. According to Joppe (2000), validity finds its roots in positivist philosophy because it is affiliated to measuring and confirming results of the study.

The qualitative research paradigm sees validity as the extent to which the data collected is credible and trustworthy and can be defended if challenged. Creswell and Miller (2000) affirm that validity in qualitative research depends on the researcher's awareness of validity and the paradigm that is associated with the study. Bashir et al (2008), in combining the validity of quantitative and qualitative paradigm states that both researches have just one goal – finding result (the truth). In continuation, they state that though they investigate the result, it is done in different ways.

According to Maxwell (1992), validity has three important types for qualitative research which are descriptive (Researcher does not modify or alter information), Interpretive (Researcher through thoughtful considerations and intellectual processes can construct and interpret information), Theoretical validity (Theories developed during analysis). Johnson (1997) added external and internal validity as being important for qualitative analysis. Onwuegbuzie & Johnson (2006) decided it is better to replace the term validity for trustworthiness or credibility and rigor in qualitative analysis. In recent studies, the word triangulation has been the most used criteria for validity in qualitative research (Yin, 2011; Saunders et al, 2012). In this research, validity was applied to the research design and methodology and defined as the ability to check the correctness and understanding of the instruments used. This was done through piloting. Also, validity was used in the data analysis and was checked through triangulation.

### **3.13 TRIANGULATION FOR VALIDITY AND RELIABILITY**

In this study, validity and reliability of data was done through triangulation. Triangulation is used because information received from the different categories of respondents is compared with other data sources to gain a broader picture and better knowledge and understanding of what is happening with Universal Basic Education. It is a cross comparison of data sources and is reliable because it provides information from different angles, though it is the same topic. Through triangulation, secondary data would also be compared with data obtained during interviews and qualitative data compared with quantitative data (Myers, 2013).

Triangulation brings about research confidence. Jick (1979), refers to triangulation as a mixture of methods when the same phenomenon is studied. In triangulation, it is like a merging of or agreement between two methods to prove that the result obtained during research is not a fallacy and it also enriches our beliefs. Patton (2002), states that triangulation strengthens research when the methods are mixed. It helps in cross checking/comparing data to evaluate consistency from the different sources of data obtained. It also helps in controlling bias. Hayashi et al (2019), affirms that triangulation recently may be the best criteria that qualitative researchers could use and Olson et al (2016), refer to it as the most used in qualitative research. The relationship amongst these sources brings about better understanding and comprehension of the topic in research and by this reliability is enhanced.

### **3.14 RESEARCHER BIAS**

Researcher bias is one of the threats to validating research. The assumption is that the researcher will always find what he wants to find and record it. This is more apparent in qualitative research because of its open-ended element, being exploratory and less structured than quantitative research. It happens frequently because the researcher wants to be selective in his/her observation and in documenting data. It also happens because the researcher tends to allow opinions, views and perspectives to affect how the research is carried out and how data interpretation and analysis is done. This is also the researcher's emic perspective as discussed in this section (Page 73). Johnson (1997), in explaining researcher bias claims that there are two ways to understand researcher bias. These are reflexivity and negative case sampling. In reflexivity, the researcher evaluates him-/herself critically by reflecting on his/her potential biases and tendencies. In this scenario, there is more self-awareness. They consider their background and predict if there are factors that could affect their study. Locating these factors will help the researcher create an approach or strategy to solve the bias. Negative case

sampling is a situation where the researcher investigates and explores some examples that would negate their personal opinions and expectations (Johnson, 1997).

For this research on UBE, because the researcher lived in the city under study for a while and knowing the Government's input prior to this study, it is possible that the experience may have an impact on the study and create bias. There were certain answers expected from the research and some the researcher was hoping to receive. This was handled by writing down some of the expected answers before embarking on collection of data. It was eliminated with openness when the interviews were transcribed, edited and utilised (Richards, 2015).

According to Delaney (2021) and Agerberg (2020), there is another kind of bias known as response bias where the respondents do not reveal the truth about a case in review. This could be due to personal or motivated reasonings, corruption or background of the researcher handling the research. Knowing that this kind of bias exists and knowing my background of studying in a developed country, respondents may speak with a convincing attitude with personal intentions. This could make them express their opinion based on personal motives and not what is happening in the education sector, making them display an etic attitude as though they are outsiders. This bias was eliminated by using friends as point of contact to distribute most of the questionnaires and handle the collection of completed papers.

During piloting, some colleagues and friends were used and that helped in redesigning the questionnaire with the correct questions after the judgement process as described earlier. However, it was different during the actual primary data collection. Respondents were selected from Olua Primary school and vicinity and this reduced potential biases that could have reflected if some friends were included while collecting primary data. I would also acknowledge that some of these friends were an instrument in making the research a success. Bias also could come from the interviews because interviewees carry their personal bias towards the question and proposed answers (Hiller & DiLuzio, 2004). Recognising this type of bias helped me to plan for control by constructing pre-set questions. Another way bias was handled was during data analysis, the interviews are transcribed word for word. This helped to remove any personal experience by allowing the data to speak for itself. From the commencement of this research, I knew there could be some element of bias, but I prepared for it by compressing my thoughts and allowing the research to teach me knowing the benefit of what I was going to gain from it.



## **EMIC & ETIC PERSPECTIVES**

In addition to bias, two important terms emic and etic are also involved in qualitative research. Emic is referred to as the insider viewpoint while etic is defined as the outsider viewpoint. The researcher could be an insider who belongs to the people and is of the same culture in relation to where the research is taking place. The outsiders are people outside the area or culture who could evaluate the research from their external perspectives (Headland et al, 1990; Morris et al, 1999; Peters, 2019). The insiders' view (emic) helps the researcher to understand the respondents and the reason for their answers. This study includes the researchers view as well as the view of the stakeholders. Researchers' views could be etic when they are not part of the research they are carrying out. An example could be someone researching stigmatised or oppressed people but s/he does not belong to that world. In this study, it is different because the researcher belong to the educational body (Gadelshina & Dyson, 2014), and also belong to the same culture as the stakeholders which is an indication that the researchers viewpoint is from an emic perspective.

### **3.15 THEMATIC ANALYSIS**

Thematic analysis deepens the understanding the reader has of what the data shows based on what the respondents have said. It helps to recognise patterns through coding and themes. The themes used in the next chapter on (page 76) to categorise the findings were obtained from constant reading and critical reflection and by linking together the research questions, data collected and transcribed. Because this research takes an inductive process, the coding and themes are directly related to the content of data obtained during data collection unlike in a deductive approach where the concepts and ideas that already exists are considered (Maguire & Delahunt, 2017).

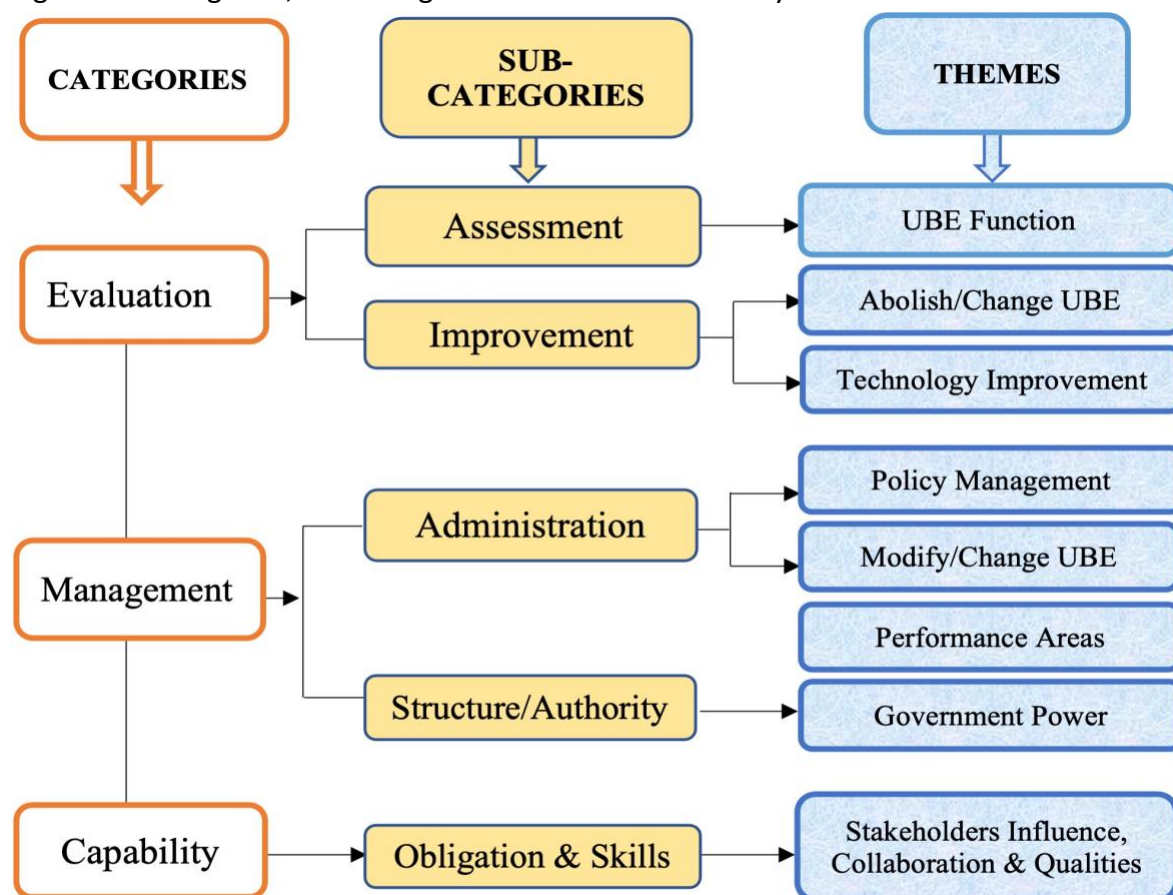
In this research, the thematic analysis approach used is by Maguire & Delahunt (2017). They argued that thematic analysis is to identify themes to address a research and not just about summarizing and making sense of it. There are three steps to consider. They are; becoming familiar with data, generating codes and themes and reviewing themes to ensure they complement with the study. These three steps started with the transcription of the interview audio and collation of the written data. These were transcribed immediately to prevent the problem of trying to remember important data (Swift & Piff, 2014). Recording of the interview was a better method for all interview so as not to miss out any data but this was not achieved as some of the respondents objected to being recorded, therefore notes were taken. There



Furthermore, there were also codes generated from the data and they represent some important features embedded in the dataset. This thematic analysis is also used in chapter five (page 119) for data analysis/discussion and it is a recurring process involving moving back and forth of data from literature review and primary data. The themes were recognized during the transcription of the dialogue by finding recurrent viewpoints. Themes were also obtained through critical reflection on responses to the questionnaires/interview questions.

The empirical aspect of this study is detailed in this chapter and that shows its contribution to this thesis. The philosophical paradigm has been discussed, the method used in collecting data, the rationale for the chosen variables and justification for using them. Also, the approach used and its justification has been explained. The sample selection and how they were located is clarified. This chapter has also provided the rationale for the methods used and how that is linked to the researcher’s philosophical stance and perspectives. The information from the data collected is displayed in the findings which is the next chapter. The framework below (figure 10) includes the themes which is used in displaying the findings.

Figure 10: Categories, Sub-Categories and Themes for Analysis



Source: Researcher

## CHAPTER FOUR

### FINDINGS

#### INTRODUCTION

This chapter displays the findings from the data collection. For a better understanding of the chapter and explaining the findings, a framework was drawn up displaying the emergent themes, categories and subcategories (see figure 10 on page 75 showing categories and themes). This approach of using themes is a thematic analysis approach by Maguire & Delahunt (2017) and it complements the thesis. It is necessary because it will help the reader have a clear understanding of the data analysis in Chapter 5. Discourse analysis and grounded theory analysis were considered but because this research is not about forming theories or analysing spoken languages, thematic analysis became more appropriate due to the themes which helped in providing a deeper understanding of the topic and responses from participants. This justifies the reason as to why the findings followed this structure.

This chapter provides the outcome of the questionnaires, interviews and the focus group meeting conducted during the field work in Nigeria. In investigating the implementation of UBE, this study also delved into seeking a way forward for UBE. To accomplish this, it started with the literature review which gave a description of what happened in the past. Knowing the past gives a better description of what is happening now and will further explain and predict what we expect in the future. The journey to Nigeria was to personally obtain data that can add to knowledge, literature and increase reliability.

There is an excel tabulation of the comprehensive sample (see appendix 2 on page 187) and a cross tabulation by title, age, gender, qualification. These variables were used though the research does not address whether their age and gender has any implications on the research, other than it could be reflected in their opinion of UBE (See rationale for chosen variables on page 65 in methodology chapter).

This chapter commences by exploring respondents' views on UBE with themes obtained from data collected. It continues with how what they disclosed relates to their opinion and reaction towards UBE implementation. Their responses revealed a significant difference in opinions based on their educational background.

In qualitative data, substantial statements with themes and categories are noted which are a representation of thematic analysis. The use of these themes made it possible for the researcher to have manageable data that is focused and retrieved from a cluster of data (Guest & McLellan, 2003; Gibbs, 2008). These themes relate to the information that is embedded in the data.

#### **4.0 FINDINGS**

Out of 182 questionnaires and 31 google forms distributed, 79 responses were received. 7 interviews were conducted, and 1 focus group meeting held. From the 79 responses, there were 36 teachers which makes teachers the largest group of respondents, followed by 23 parents/community members, 3 head teachers and 9 Government officials and members of the Ministry of Education. Interested groups made up the remaining 8 respondents. There were 3 head teachers because Olua primary school is interconnected with another school in the same compound and then the head teacher from a private school. The 7 interviews were from 3 teachers, 2 head teachers and 2 parents who were located around the school environment situated at Uselu Benin city. Of all the participants, 45 were female, 30 were males and 4 did not indicate their gender on the questionnaire. With respect to the seven respondents interviewed, five were females and two males. The focus group was comprised of five females and three males. See page 65 (last paragraph) for the rationale for using gender. Table 6, page 184 shows results of findings with the above tabulated figures in appendix 1.

A personal approach to the stakeholders (respondents) presented the opportunity to know the likelihood of their agreeing to participate considering the ethics involved in the study. Efforts were made to get 7 people to agree to participate in the interviews. 15 people were reached out to but only 7 participated in the interviews. 3 of them agreed to be recorded on an audio device while substantial notes were taken for the others. A Government official could not be available for the interview due to timing/scheduling issues. Six respondents withdrew from participating and could not be included because of concerns about the subject being too sensitive as it was crucial for the city and the country in general despite clarifying that confidentiality was assured. Prior to the interviews, the head teacher was provided with the statement of confidentiality, and a letter of consent to proceed and discussions were held as a preparatory guide to help her ponder on the topic and questions raised.

Considering the quantitative aspect of this research, some statistical techniques like nominal and ordinal scale were used. Nominal scale is characterized with labels which they give to the variables. Ordinal scale is characterized by their ranking nature. In this research, the nominal scales are the title, gender, age, academic qualifications. The ordinal scales are the Likert scales comprising of strongly agree to strongly disagree.

Educational qualifications of the respondents are of importance because that could give an idea of the present educational features in the country, therefore it was considered during sample selection. The majority of the respondents are Bachelor’s degree holders followed by a significant number holding a Master’s degree. Others have been to college and few are PHD holders. It is also important to observe that none of them cited secondary school qualifications as their highest level of education. This could imply that many people do continue with their education after secondary school. This is an assumption and also a limitation because the sample frame for this research is small compared to the population.

Table 1: Qualification of Respondents

Qualification	No of respondents
PHD/DBA	4
Master’s degree	19
Bachelor’s degree	47
College	9

#### 4.1 FINDINGS FROM QUESTIONNAIRES AND INTERVIEWS

According to Hiller & DiLuzio, (2004), the aim of an interview is to discern the interviewee’s own framework of views from experiences and perspectives by sharing data descriptions. Cohen, et al., (2007) recognizes interview results are more than data as people’s interactions through communication bring about qualitative knowledge. He sees interviews as exchanges of viewpoints. The interviews took place over a period of days between the months of November and December 2017. The interview participants are from three different groups – 3 teachers, 2 headteachers and 2 parents. One of the teachers is also a head teacher and one of the parents interviewed is also a Government official. He could play a dual role in speaking as a parent and as a Government official. For analysis of their opinions and in differentiating them from each other, they will be referred to as participants 1 to 7 in interviews and in relation to focus group as participants A-H.

Table 2: Grouping of interview participants into Age, gender and participants 1-7

	<b>Interview Participants</b>	<b>Age</b>	<b>Gender</b>	<b>Qualification</b>	<b>Names</b>
1	Teacher	56 & above	Female	Bachelors	Participant 1
2	Teacher (Head - Private school)	26-35	Male	Bachelors	Participant 2
3	Teacher	26-35	Female		Participant 3
4	Teacher	18-25	Female		Participant 4
5	Head Teacher	56 & above	Female	College	Participant 5
6	Parent (Government employee)	36-45	Male		Participant 6
7	Parent	26-35	Female		Participant 7

Table 3: Grouping of Focus Group participants into participants A-H

	<b>Focus Group Participants</b>	<b>Gender</b>	<b>Names</b>
1	Parent	Male	Participant A
2	Teacher	Female	Participant B
3	NGO Personnel	Male	Participant C
4	Parent	Female	Participant D
5	Parent	Female	Participant E
6	Parent	Female	Participant F
7	Teacher	Female	Participant G
8	Head Teacher	Male	Participant H

This grouping of respondents with numbers was considered so readers can identify and understand the respondents individually while they share their knowledge and experience of UBE. The next session presents the findings from the interviews data, from the notes taken and the transcription of the audio. These data will be explained and analysed using the themes and sub themes that had been formed. Below are the categories, themes and sub-themes that were used.

## **CATEGORIES**

### **4.1.1 EVALUATION**

Evaluation was chosen as one of the categories because it is associated with analysing a situation and assessing its outcomes and implications. This category was considered based on the aim of the study which is to assess the management of Universal Basic Education policy implementation. Evaluation could bring about a judgement through assessment that would either depict an exceptional work or bring about considerations for areas of improvement. Improvement became a sub theme because it is interlinked. In this study, the themes that are inherent in evaluation and improvement and have recurrent viewpoints includes UBE function, modification/changes.

#### **4.1.1a UBE FUNCTION**

The questionnaire started with the question about basic free education with options of whether this is free education (without monetary cost) or not. 37 of the respondents indicated that tuition is free but other things are paid for and 20 respondents stated it is slightly free. 18 indicated it is completely free while 4 affirmed that it (free education) does not exist. With these figures, it could be said that a higher number of questionnaire participants believe that UBE is not completely free. See table 7 page 184 with the above tabulated figures.

**The challenges that were expressed under UBE Function were around an absence of clarity around what the concept of “free” meant in this case from the varied stakeholders’ perspective in terms of comprehension as well as parlance. The word ‘free’ in this study denotes an education without monetary charges and this agrees with the Merriam-Webster (2020) dictionary meaning of free – “without charge”. In this study, the Government officials, talked about UBE being free -‘at no cost’ and for the parents, their comprehension of the word free is far apart from that of the Government. The response from the participants highlights this.**

From the interviews, most respondents indicated that UBE is not completely free (without monetary payments) because of other resources Government could not provide (books and other equipment they need for classes) and the parents have the obligation to purchase them. According to one of the parents, Participant 7 during the interview,

*“how can it be free when teachers ask for specific items (like broom, garden instruments)”. These things cost money and most parents are not able to afford them”.*

*Source: Field Data.*

**Participant 7 is expressing clearly that there is a cost side to getting their children to school. If a parent wants their children to get the benefits of the UBE programme, they will have to buy some items that will cost them some money assuming they have the resources to do this. If a parent is unable to do so, then there is a perception that this affects the ability of their child(ren) to fully benefit from the UBE programme. In this study, the parents who are participants argue that most parents who are likely to send their children to public schools in Nigeria are expecting that the entirety of UBE provision is free. The Government official, Participant 6 and two of the head teachers, participants 2 and 5 at different times stated that UBE is completely free education.**



Participant 7 in continuation says,

*“We (parents) are in a better position to state if it is free or not because we respond to our children’s request when they are back from school”. Source: Field Data.*

**Participant 7 is referring to a situation where children present the request that the school have asked parents to provide some items such as brooms and books. This can alienate a parent or a child if parents may not be able to provide this to their children. It demonstrates that the parlance of UBE being free from a Government perspective deviates from the realities of parents who clearly bear the burden of providing and paying for some basic resources and that contradicts the mantra that Education is free for all. This can affect the relationships that exists between parents and the schools where their children attend as they may perceive this as being a burden. The view that UBE is not free is further reinforced by Participant 3.**

*Participant 3 stated that,*

*“Basic education is not free in Nigeria and neither is it in Benin. Government has tried in some ways, but it is still not completely free”. Source: Field Data.*

**Participant 3 acknowledges that despite the efforts of Government to provide free Basic Education, there are some difficulties in ensuring that this is completely free. Participant 4’s statement below refers to the reality of the social context in Nigeria. There is a clearly expressed view here that in the case of UBE, it is only tuition fee that is free – see comment below.**

*Participant 4 claims,*

*“nothing is free in Nigeria and so (neither) is basic education”. It looks free because tuition is not paid but at the end of the semester, when parents calculate expenses, they realise they have spent much more than tuition”. Source: Field Data.*

**Participant 4 expresses that UBE looks free because tuition is free but in reality it is not free. This could be because when parents add up what they have spent on schooling, they feel they have paid some fees. This reality has created a resource gap, therefore making parents struggle to keep their children in school. Also, it becomes expensive to keep a child at school and not many Nigerians can afford it. Parent’s contributions to support the school with these payments are seen as evidence that nothing is free. This situation could be the result of limited effectiveness of the Government in its implementation of UBE. However, as Participant 2 acknowledges below, that trend is changing and his comment reinforces the Government’s assertions that they are investing in changes regarding Public education.**

In continuation, Participant 2, a head teacher from a private school is arguing against what others have said so far and insists that:

*“Basic education is free and with the recent change of Government in Benin, there has been a remarkable change in its functionality, and everyone is hoping that this change becomes continuous progressively. The change is obvious to the extent that most parents are removing their children from the private school into the public school”.*

*Source: Field Data.*

**He used his private school as an example stating that he has lost some of his primary school pupils and secondary school students to the public schools. *Participant 1*, one of the teachers in support with the private school head teacher, believes that UBE can still succeed. There is an opportunity for a better way of management.**

**In summary, the extracted participants’ comments demonstrate that there is a lack of clarity around the meaning of “free” UBE. From the varied stakeholders’ perspectives in terms of comprehension as well as parlance, free does not mean anything other than they do not have to pay tuition fees, but they are expected to foot the bill for other resources. This perceived reality has shaped their perceptions as well as reception of the UBE programme within the context of the research.**

#### **4.1.1b ABOLISH/CHANGE UBE**

UBE is not a new system (Odeleye, et al., 2012) neither is it for some specific countries (UNESCO, 2007). There are those who have achieved UBE and are positioning effective processes to sustain it. Those who just attained it, while celebrating are also putting plans in place for continuation and those that are yet to achieve it are formulating new methods and systems to accomplish it (Brauns & Steinmann, 1999; Murtala, et al., 2013).

One of the questions in the questionnaire was:

How would people react if the Government decides to make a change in UBE e.g. abolish or replace it? This question was geared towards obtaining respondents views to gain understanding about UBE situation. The respondents have options which are

- Embrace a change?

28 respondents agreed and 26 strongly agreed to embrace a change.

- Fight it?

43 respondents disagreed and 9 strongly disagreed that anyone would fight the change.

- Discuss it if given the opportunity?

40 participants agreed and 29 strongly agreed that they would discuss if given the opportunity.

- Ignore it.

57 respondents didn't think that anyone would ignore a good thing. Source: Field Data.

From the above questionnaire responses, it shows that most of the respondents agreed they will embrace a change and discuss it if given the opportunity. They disagree they would fight or ignore it. See Table 8 on page 184 showing a summary of their responses.

**This section provides expressions from respondents that perceive that UBE is not in a good state, and that making a change in UBE policy implementation is necessary. Respondents are largely positive in relation to whether they will embrace change. From the extracts, it is evident respondents do not want to fight change and are looking forward to dialogue if given the opportunity to contribute to decision making. This suggests there is significant support for change and a desire to be involved in ensuring there is change. This is supported by the following extracted comments from respondents:**

*During the interview, participant 2 stated firmly,*

*“Why should we ignore or fight Government if they decide to make a change? That should be good for the country but unfortunately, there are still people who fight change. Sometimes it could be because the change will affect their selfish comfortable status which they gained from Government”. Source: Field Data.*

**Based on the response from participant 2, the decision to change would be largely welcomed since it is for a good cause. This could lead to realizing the expectations for developing an improved UBE. However, the participant struck a note of caution as there will always be individuals who will disagree with change, therefore constituting a hindrance to Government plans and efforts. While making positive change is seen as advantageous and supported by the people at large, there may be some whose comfortable positions may be affected by the process and they may not be willing to sign up to change.**

*In continuation, Participant 6, the Government official stated:*

*“The Government has been trying to do their best in ensuring UBE is implemented and more visible outcomes are yet to be observed. We have lots of hindrances, but I believe that with time, our efforts will be seen. I don't think any sensible Nigeria will object to Government bringing changes to make things better whether by abolishing a system or replacing it. The goal is to achieve an objective and I think every Nigerian and Benin city indigene should be excited”. Source: Field Data.*

In the statement above, Participant 6 is expressing the importance of recognising and supporting Government's efforts concerning UBE. It portrays a positive attitude of the stakeholders in acknowledging that radical methods can be used to achieve the purpose of change. In this situation, it could be through abolishing a system or replacing it. This view of change from Participant 6 is different from the other stakeholders as can be seen in the next paragraph.

*Participant 7, one of the parents explained,*

*"There is nothing the people can do whether the Government is abolishing a method or replacing the method. The people's voices are usually not heard. Government do what they want. We can only hope for them to do the right thing. I am not a teacher, so I do not know if they are given the opportunity to have a discussion where their opinions are considered". Source: Field Data.*

On the same subject, Participant 7 expressed a somewhat fatalistic view that could be interpreted as feeling disempowered and disenfranchised. From the extract, it could be said that the parents depend or rely on 'hope' when it comes to whether the Government will carry out their promises of change regarding UBE and whether there will be positive and reliable results. Some parents believe their voices are not heard, and they don't know if teachers have a say in the matter, but they believe that Government can do as they will since they are overseeing the system.

*Participant 5 indicated,*

*"Of course, we will be happy if the Government wants to change things for the best. I do not think UBE should be abolished because it is a good thing. If they want to abolish it or replace it, then they should bring something better than UBE as a replacement and personally, I wonder what would be better than UBE". Benin indigenes would be delighted if they are given the opportunity to discuss the progress of their city. I do not believe anyone in their right mind will fight a process that will improve their city". Source: Field Data.*

The comment above shows a positive inclination towards the Government achieving change, but not if it just means abolishing UBE. Replacing UBE could mean introducing another policy and system and that should not be done unless there is a better option available. The question of what that could be is posed. After all it is believed that UBE is the same basic education policy other countries have successfully implemented. Participant 5 also expresses the view that the voices of the stakeholders are not heard by the Government

and that they would welcome the opportunity to voice their opinions. This shows the willingness of stakeholders to contribute towards policy making and progress of the city. The theme of voicing their opinion continues as Participant 1 explains below.

*Participant 1,*

*“Our opinions most times are not required or asked for, therefore, it does not matter if we embrace it, fight it, ignore or accept it, Government will always do what they want. They are in charge. Sometimes it looks like we are still in the military regime, meanwhile we are not”. Source: Field Data.*

Although Participant 1’s opinion relates to what Participant 5 mentioned above, she brings in an additional dimension about what was viewed as an oppressive military regime in Nigeria that was in place from 1966 to 1999. Nigerians remember that period in their history whenever there is a reference to Government attitude (Utomi, 1985). Although this association still exists in Nigeria, the introduction of democracy has gradually helped in phasing it out, thereby providing opportunity for Nigerians to express their opinions on issues like UBE, which relate to and impact on their immediate environment and children.

*Speaking on expressing opinions, Participant 4 below added that:*

*“If given the opportunity to discuss, people would love to discuss but unfortunately, they would say things Government wants to hear instead of saying the truth of how the situation currently is. They do this out of fear and for their own safety. I could express myself in this interview because it is anonymous”. Source: Field Data.*

From the statement from participant 4 above, it is evident that sometimes publicly expressed opinions are not a true representation of people’s views on current affairs. This is significant because expressing what the Government wants to hear could lead to inaccurate information being used by the Government to justify important decisions which may have far reaching consequences for the country and its population. If, as stated by the participant, this happens due to fear, then that means none or at best limited numbers of truthful contributions will be shared with the Government in the course of improving UBE. However, it may be possible for the Government to obtain truthful views from the stakeholders by providing means to respond to surveys in an anonymous way (Grinyer, 2002), thereby enabling participants to be truthful without fearing any negative consequences and such information could provide accurate, reliable and honest intel needed for the development of a policy and system of successful basic education.

*In continuation, Participant 3 states:*

*“I would be delighted if the Government wants to do something about UBE – whether replacing it or abolishing it, if it will produce results. Although I do not see anything wrong with UBE. They should just manage it effectively. It has given opportunity to children who could never have seen a classroom”. Source: Field Data.*

**In the extract above, Participant 3 expresses delight about change that Government may want to apply to UBE, whether by replacing it or abolishing it, even though she does not see anything wrong with UBE as it stands. This respondent believes that what counts is a better result for UBE, irrespective of the method used. This type of attitude could help develop a collaborative relationship between the Government and stakeholders in their mutual aim to achieve significant results. The challenges expressed within this theme “abolish/change” could be solved if stakeholders can influence the input from the Government towards improving UBE and that could include a bigger say in what resources are needed, including providing access to the latest technology.**

#### **4.1.1c TECHNOLOGY IMPROVEMENT**

According to Zalewski & Skawińska (2009), technology has been a pillar for the growth of nations. Nigeria as a developing country is advancing in its technology infrastructure especially in the educational sector (Damkor, et al., 2015). With respect to UBE, a lot is yet to be achieved. The majority of participants in responding to the questionnaire question on how implementation of UBE can be improved by technology, agreed and strongly agreed that technology is necessary. The respondents were referring to the use of internet and computers as technological means which are needed in the public schools and this corresponds with Desta (2010) who postulated that educators in developing countries have experienced lack of computers and software. From the questionnaire, 67 participants stated that computers are needed for administration, 63 indicated the use of information sharing and another 63 stated that technology is needed for communication. See table 9 on page 184 showing the summary of their responses.

**The researcher observed that questionnaire respondents acknowledged the importance of technology as a tool for advancement in the education sector. Their idea about technology is based on the provision of computers and internet. This implies that the public schools and their administrative offices require information communication technology (ICT) equipment and access that can help them improve their functions. However, the use of computers will**

require electricity (power supply) which is a big challenge in Nigeria because of its instability. Inconsistent power supply has been a challenge and according to Aneke, et al., (2019), it has been epileptic and irregular. Sometimes, even Government offices are without power for days and since without electricity the internet or the computer will not be functional, this needs to be addressed as a matter of priority. The interview participants also have their opinions as described below.

*Participant 7 mentioned:*

*“As much as technology is awesome, I still wonder why our public schools does not have technological equipment. Almost every good private school provides computers for the children. The problem is not the money because Nigeria has money but a system problem”. Source: Field Data.*

*Participant 6 stated:*

*“As a Government official, we are aware of what technology can do to a developing country. Although that is my office, I do not have much to say about that. Let’s hope that computers will be provided to the public schools”. Source: Field Data.*

The main concern for participant 6 and 7 above was that computers are not readily available in the public schools whereas they are found in almost every other place due to technological advancement. The recognition of the difference technology brings to improved educational outcomes is evident especially with the acknowledgement that private schools in Nigeria are at the forefront of using technology in supporting pedagogy. This is an indication that the developing countries flourish when they have access to new and recent technological innovations. The views of the participants echo the work of Adebayo (2009) who identified the gap in the availability of computers in private and public schools in Nigeria. The level of awareness of what technology does to a country is expressed by participant 6 and in agreement, Participant 7 mentions the importance of having appropriate funds available to enable the required roll out and frequent updates of technology across the public sector.

*In continuation, Participant 2 states:*

*“As a head teacher in a private school, though my school is not one of those expensive ones, we have computers but not enough for all the children. I hope that the Government would provide public schools with such equipment. Technology is progressive. iPhone 3 cannot be compared with iPhone 9. They keep upgrading both software and hardware. I do not know how Government is going to cope with those*

*upgrades. Maybe upgrading issue might be why they are not keen on providing computers". Source: Field Data.*

The above statement from Participant 2 refers to the shortage of computers and doubts over the availability of upgrades. It is also an indication that some private schools have computers and the perception that public schools do not. However, change seems to have started in some of the public schools, but more effort is needed. One of the objectives of UBE is ensuring basic education needs of young people are met (page 31). One of these basic educational needs in this current period is to have in place adequate supplies of technology equipment like computers. Considering this requirement as a basic need is important. It needs to become a key theme in the Government's improvement strategy and could provide a levelling up opportunity for public schools. This theme also needs to include provision for timely upgrades of computer hardware and software since they become obsolete after a relatively short time. The illustration with the iPhone above was a good example. In continuation of the above discussion, Participant 5 has a different opinion as stated below.

*Participant 5:*

*"I do not think our public schools will have computers. Government should provide enough textbooks first". Source: Field Data.*

Still in line with concerns about computers in the public schools, participant 5 expresses the view that providing sufficient textbooks should be a priority before the provision of computers. Although textbooks are important, it could be argued that computers are equally so, especially now that textbooks can be made available and accessed as e-books. The provision of and access to up to date technology is an important aspect of UBE improvement and recognized as a high priority provision for the public primary schools.

*Participant 4:*

*"by now, our public schools should have technological equipment. Nigeria is acquainted with recent technology and they have money as well as Benin City Government. Individuals carry these things everywhere. Parents buy for their children. Why can't it be in the schools"? Source: Field Data.*

Participant 4 reveals the view that it is possible to have technological equipment in public schools because Nigeria is acquainted with recent technology (Ramachandran, et al., 2019) and also the Government has the necessary funds. This poses the question – why is the required equipment not readily available in the schools? The answer to this question was seen during this research through the EdoBest program when computers were provided to



the public schools by the recent Government. However, operating these computers will require electricity (power supply) which according to Aneka, et al., (2019) is unstable and irregular.

In summary, the participants responded positively to making use of technology in schools. Those who expressed their opinions about the theme 'Technology Improvement' could see a relationship between making ICT equipment readily available and having a better UBE.

#### **4.1.2 MANAGEMENT**

Management was chosen as a category because of its significance in the research. Management is a practice that involves organising and controlling (Olum, 2004). For management to thrive, there should be a structure and administration. Therefore, structure and administration was chosen as a sub category. The themes in management used for this study include Policy management, Modification/changes, Performance areas and Government power. Below are the findings from respondents using the above listed themes.

##### **4.1.2a POLICY MANAGEMENT**

Management of UBE policy which is the main purpose for this research was brought up during the interviews and included in the questionnaire. 22 respondents agreed and 47 strongly agreed that UBE needs to be better managed. Also 12 respondents agreed and 36 strongly agreed that though it needs to be better managed, it will be difficult owing to current mismanagement. Their opinions on UBE needing to be better managed is an indication that the majority of the participants realized a good management of UBE policy will bring about the desired change. See table 10 on page 185 showing the summary of their responses.

**The researcher observed from the questionnaire respondents that the solution to UBE policy implementation issues is dependent on the way UBE is managed.**

*During the interview, participant 7 mentioned:*

*"It is my desire for UBE to progress and become better than it had been but to be truthful, is that really possible? There is too much corruption and until it is solved, many other things including UBE will never be well managed". Source: Field Data.*

**Specifically, on policy management, participant 7 acknowledges its importance to UBE. The stakeholders believe that a better management of UBE is needed. Understanding the benefits of education policy when it is managed well will help to improve UBE. This**

**awareness creates a desire for a progressive UBE as stated from the extract above. However, there is a reference to corruption as a hindrance to UBE improvement, and it is important for this to be resolved before UBE can be better managed.**

*Participant 2 stated:*

*“Although I believe that the Government has tried, there is always room for improvement. Therefore, it needs to be better managed to achieve more results”.*

*Source: Field Data.*

*Participant 3, in support with participant 2 says:*

*“There is a need for improvement and UBE should be better managed. Nigeria has enough funds to ensure every child is in primary school for free but that is only possible if it is well managed and individuals stop sabotaging the little funds from the Government”. Source: Field Data.*

**The need for better management is commonly referred to by most participants on the subject of UBE management. This could indicate that management of UBE may already be good but needs to be better. In other words, UBE having an established presence is not good enough if it is not better managed by the Government. Participant 2 believes that Government has tried but should also be willing and motivated to make improvements in order to achieve effective results towards improved UBE management. According to participant 3, the management of UBE involves the management of funds allocated towards UBE. There is a concern that these funds are misused and that this is the reason why many children are not in school.**

*In continuation, Participant 6 affirms:*

*“The recent progress made by the state in renovating some public school buildings is a sign that it is possible for UBE to become progressively successful in management. As a parent, I also believe that other parents should believe in what the Government is doing and offer their support. That way, Government can improve”. Source: Field Data.*

**It is believed that the Government are providers of the resources their countries need and therefore the responsibility for effective UBE falls on them. Participant 6 who is a Government official assures and claims that there is progress on the work done by the Government. This improvement could create a positive response, support, and participation from the education stakeholders. Being a Government official, participant 7 presented the idea that they (Government) are working hard and appealing to the parents who think otherwise to be supportive and acknowledge the progress. The renovation of some of the**

**public schools is one of the benefits of recent progress. Participant 5 in the statement below feels differently to Participant 6, although the comparison was relating to the last 10 years.**

*Participant 5 indicates:*

*“If I recall the last 10 years, it seems UBE has been going around in circles coming back to the same status quo”. Source: Field Data.*

*Participant 4, in her own words, says:*

*“Better managed means that it is already managed but not so well. I think it has not been managed at all. The Government needs to investigate other countries that has achieved UBE and learn from them. I have often heard that one cannot achieve a different result when continuing using the same methods. I think Government should change their method”. Source: Field Data.*

**To provide further insight on management as a theme, Participant 5 believes that non-effective management could cause a system to go around in circles. Improving its effectiveness could only be possible through well managed implementation of policies which in participant 4’s view has not been the case. Participant 4’s statement reveals that the effectiveness of UBE policy is seen in the results from other countries that have accomplished UBE. The notion of learning from the experience of these countries and emulating their success is a clearly expressed view. Maybe through this learning relationship, different methods may come to mind and be utilised. Furthermore, the perception expressed by participant 5 that UBE has been going around in circles for 10 years, is contradicted by recent progress through Edo-Best program (Page 136) which confirms that transformation is taking place and changes are possible.**

*Participant 1 in responding to this theme says:*

*“I believe when the teachers like myself are better managed with respect to salary, it will change a lot about UBE because we are the fuel that runs UBE. Without us, there is nothing to manage or better manage”. Source: Field Data.*

**Participant one has a different perspective about better management since she referred to wages/salaries as more important than managing the policy. This reveals a potential reason for the low participation of teachers due to poor wages. This is important as without fuel (the teachers), the engine (UBE) is unable to function in a continuous and effective manner. In summary, the researcher observed that extracts from participants’ views reveal different opinions in relation to a better management of UBE. While some think better management means the management is good already, but needs to be even better, some others feel**

**differently, indicating that it has never been managed at all. If the issue of poor wages is addressed as mentioned by Participant 5, it could lead to increased levels of commitment and continuous participation from the teachers, contributing to/resulting in more effective UBE implementation.**

#### **4.1.2b MODIFICATION/CHANGES - CONTINUOUS IMPLEMENTATION**

From the questionnaire responses, with the opportunity to select an option for each of the sub-themes, 28 participants disagreed and 15 strongly disagreed for UBE to be changed. In the aspect of modifying the policy, 49 agreed and strongly agreed that it could be modified. With respect to changing the management, 69 participants indicated that changing the management is the best plan that could work. 67 agreed that funds should be increased. There was also a high response in respect of monitoring management processes (70 participants) and allowing stakeholders to make decisions (56 participants). There was a clear response of 64 participants strongly disagreeing and disagreeing when asked if the process should be left the way it is. See table 11 on page 185 showing the summary of their responses.

**An analysis of the information above illustrates the need for action to be taken towards resolving the UBE situation. The majority of participants were in favour of monitoring management methods and processes. There was also a strong leaning towards the view that changing the policy or doing nothing is not an option. Specific statements are seen below from interview participants.**

*During the interview, Participant 2 says:*

*“Changing the policy should not be an option because nothing is wrong with the policy. It’s the same policy that other countries have, and some have achieved it. Nigeria should find out what these countries did and emulate them. I do not think they should modify it. Its ok as it is. They should change their system of operation on how they have been handling the policy. If the policy is not alright, other countries would not have been able to achieve UBE. It’s all in the method. Leaving the UBE situation the way it is means not moving forward, therefore it is not an option”. Source: Field Data.*

**Participant 2 expresses the view that changing the policy should not be an option. The goal is to achieve a better UBE. The participants have the same goal but with different perspectives. They also considered - why change the policy when it is the same policy for other countries. Participant 2 expressed the notion that the solution is linked to the method.**

**Changing the policy is not considered as an option since nothing is wrong with the policy. At the same time, leaving the UBE situation in its present state is also not an option. This is further reinforced by Participant 6.**

*“The policy is good. We are trying but we need to do more. We need to eradicate mismanagement, put the right people in position and manage funds the correct way. I believe that is all we need to do”. Source: Field Data.*

*Participant 7 says:*

*“If changing the policy and bringing another policy will make it right, then I am for it. Whatever change they are making should at least be better than what we have now. If they want to change the management, it is also alright. I support any method that will make free education become free and where our children will get the best education from the Government irrespective of whether they can afford it or not. I do not think they should leave it the way it is because it’s still not good enough. Changes are taking place in the world generally and our Government should meet up to expectation”. Source: Field Data.*

**Participant 7’s argument is indecisive because of her opinion that any method is acceptable, as long as there are positive outcomes. However, it is also felt that leaving the UBE situation in its present state is unacceptable considering it has not yielded results.**

**Overall, UBE policy was acknowledged to be good (reliable) by most participants, but Participant 6 emphasized that being good is not good enough if the outcomes are unsatisfactory. It is believed that there should be effective administration and management within the Government department that manages the resources allocated to UBE. Participant 6 believes that placing the right people in office could be a solution to mismanagement of resources and funds.**

*In continuation, Participant 4 says:*

*“I do not think the countries that reached UBE goal changed the policy to be able to reach it. They must have changed their system of operation in managing the policy. Nigeria and Benin city (my city) should do the same”. Source: Field Data.*

**Participant 4 believes that other countries achieved UBE with the same policy we have, therefore Benin City and Nigeria as a country can do the same. This is only possible if there is commitment from every stakeholder. Therefore there is a view that working with the already existing UBE policy is appropriate, but learning from others is thought to be a good**

way forward in order to learn about different methods used to have achieved success. In continuation, Participant 5 reflected on the history of UBE.

*"I have been in the public school for many years. In the 70's and 80's, children had more materials to use than today. We are supposed to be getting better but it doesn't seem so. As a head teacher in the 80's, UBE was better at that time than now. We had more materials to teach. Therefore, I do not think the policy should be changed or modified. The management should take responsibility and handle the situation".*

*Source: Field Data.*

The history of UBE implementation was referred to by Participant 5 since she has been an employee in the education sector for some years. Experience within the education sector could help analyse the extent to which UBE has improved or declined. Participant 5's expression portrayed that the provision of materials was better prior to the present time. This confirms that UBE policy and its implementation worked better previously, thereby contradicting the notion that UBE should be changed or modified in order to bring about better results.

*Participant 1 in agreement states:*

*"Before independence, Government was very effective. We had inspectors that monitored everything about UBE. There were health and sanitary inspectors in Government schools. I do not understand why such a beautiful thing would suddenly change now that technology has improved, and knowledge has also increased".*

*Source: Field Data.*

To provide further insight into producing results, Participant 1 provided information about pre-independence times, which indicates a positive outcome from implementing UBE policy. The Government at the time was considered to be effective and this points towards the importance of Government being the providers of resources for their country. Their involvement and commitment towards basic education was visible in the 80's (Abutu, 2015) and in this study, there is a need for their commitment to increase and to at least return to that level again.

In summary, the above section discussed the importance of either changing or modifying UBE policy and according to the majority of the participants, this is not necessary since the policy is considered to be appropriate. The respondents believed that effective policy implementation had been experienced in the past. It is viewed as proof that effective support from the Government was a success factor. It is considered to be essential that such

**a level of Government support is re-instated, continues and consistently maintained. If, according to history, it was previously effective, then it could function again but this time even better. It could also be consistently maintained if the performance areas and key indicators were subject to regular monitoring.**

#### **4.1.2c PERFORMANCE AREAS**

Performance is seen through results of work done. In this study, there are some performance areas for assessing achievement that respondents completed in the questionnaire. These are people result (quality and competence of people's lives after obtaining education), society result (quality of civilization in the society), administrative result (the way stakeholders carry out administration in the office), educational material result (the quantity of materials provided). 36 participants agree that people result is good. 28 agree administration is good. 49 believe society result is poor and 37 believe that education material result is also poor. The figures in table 12 on page 185 shows a summary of the responses.

From the questionnaires, they were also given the opportunity to give reasons for their answers. These were their responses:

“People result is good but after a while they are influenced by the wrong people”.

“People result is good because more children are in school recently”.

“There is too much administration but poor result”.

“Provision of education materials for the children is poor”. Source: Field Data.

**The researcher observed that the majority of responses from the questionnaire indicate the view that education benefits people's lives, but societal influences can impact negatively and negate those benefits. They also indicated that increased take up of education is a result of people's recognition of the benefits of being educated. It could also be, as indicated by some of the questionnaire respondents, that there is a correlation between the increase in the number of children attending school and the decrease in available provision of educational materials in schools. In addition to this, some respondents argued that administration is good but produces poor results. In continuation, interview participants provided further views – see below.**

*From the interview, participant 2 says:*

*“I believe that people result is good because through education we are raising the youth to become good leaders of tomorrow but unfortunately when they complete their education and join the society, everything changes, the system changes them. Then we*

*wonder, these people had good education - what happened? We are looking forward to that generation that would change the system. With respect to education materials, they are never enough in the public schools. In my school (private school), we make the parents buy the books". Source: Field Data.*

**From the extract above, and in support of the questionnaire results, Participant 2 expressed the view that people are influenced by the society. This influence could discourage the parents from sending their children to school and they could also question the importance of basic education if the end result is not advantageous. However, Participant 2 mentioned that the goal is raising the youth to achieve good education despite the risk that the 'system' – that is 'the way the society operates' changes them once they have completed their schooling. There is still evidence of some positive changes which gives the hope that in the future, a generation will emerge that will make permanent changes in the society after completing their education.**

*In addition, Participant 6 affirms:*

*"Although the young people of today in school are trained to be effective, our hope is that they would grow up and see the need to change the society because they are the future of the nation. I want to believe that this is possible". Source: Field Data.*

**Still on the theme of people result, Participant 6 expressed a viewpoint of hope for a change in the society after an effective education pathway. This could be viewed as an indication that there is a relationship between having an education and bringing about societal improvement. This could create a mindset in parents that recognizes the importance of education and make them ensure their children are involved. It may also develop a mindset in the Government that will make them provide the required resources for education based on the understanding that society will be improved as a result.**

Also from the interviews, there seem to be some contrasting opinions in the area of administrative results.

*Participant 6 in continuation says:*

*Administratively, I think we are good in carrying out administrative duties, but these duties could become a routine and nothing could be achieved. Our education materials are not enough but we are trying. We need more funds from the Federal Government". Source: Field Data.*



In continuation with the performance area, participant 6 expresses a concern about administration, education materials and funds. There is a possibility that these three are linked since through administration, funds are allocated for various resources and education materials could be one of them. In contrast, they may not be linked since administration was considered non effective. Without effective administration, the process involved in ensuring the provision of adequate funds and materials in schools is uncertain. On the other hand, putting in place effective administration will help ensure that enough funds and education materials are allocated at appropriate times.

*Participant 7,*

*“We are raising the young ones. Almost every family want to see their children in school. We have lots of graduates at home without jobs and after a while they become frustrated and become a menace to the society. I do not know about their administration but however it is, there is always space at the top for improvement. To ensure these results are achieved, there ought to be monitoring and reporting”. Source: Field Data.*

**Educating the young people is considered to be a shared aspiration and one that starts with primary education, as the foundation on which other levels of education are built (Awofala, 2012). This implies that children are the first recipients of education, therefore making primary education an important consideration. Participant 7 expresses how parents desire to see their children in school. However, they are also concerned about the future of these children when they observe the present trend whereby many graduates are still living at home without jobs. This portrayal of a frustrated set of educated youths might discourage parents from sending their children to school. It is also a call for the Government, individuals and Non-Governmental agencies to take up responsibility towards providing jobs for the young people to give hope and encouragement towards education at the primary level. Moreover, there was also a mention of improvement in administration and the introduction of monitoring and reporting which some other participants mentioned in previous and subsequent chapters below.**

In continuation with administrative processes for effective UBE policy implementation, there are some management activities. One of the questions was to rate the impact of UBE considering these management activities - administration, managing, reporting, monitoring and assessment. Managing and monitoring was recorded low among the others. See table 13 on page 185 for the summary of questionnaire respondents.

During the interview, participant 6, the Government official agreed that Government is not monitoring UBE effectively, but it will change. *In his own words, he said:*

*“The monitoring aspect of administration has not been functioning 100%. Funding is not monitored thoroughly and that is the reason there are still some people who misuse funds that are apportioned to the public schools”. Source: Field Data.*

**The Government official portrays an acceptance that Government has not been effective in handling UBE previously because there was ineffective monitoring in place. There is a belief that a lack of monitoring might be the cause of mismanagement of funds for the public schools. Without sufficient funds, UBE processes cannot run smoothly. As a consequence, there will be no money to renovate the schools or build more classroom which in turn leads to over population in the available classrooms and parents transferring their children from public to private schools. This is like a chain reaction caused by insufficient funds. This is also supported by participant 7 below.**

Participant 7, one of the parents indicated that she knows nothing about administrative process but also says that she does not think it is functioning effectively because if it is, implementation would have been successful.

Although funding is not the focus of this study, some participants kept repeating it. The head teacher from Olua primary school (participant 5) stated:

*“we are funded especially in the tuition and provision of few books. The Government expect us to improvise materials by drawing on paper instead of providing technological equipment like computers and iPad. An example is when we draw computers on paper but they are not physically available”. Source: Field Data.*

**Participant 5 acknowledged that the schools are funded primarily with tuition but few books. This shows that the Government covers the tuition but there are insufficient funding for books. This implies that insufficient funding means there is insufficient quantities of books available. The same goes for technological materials which forces teachers to improvise. An example is that teachers draw a computer instead of having the computer physically present as indicated by Participant 7 above. The issue of having insufficient materials available has gradually started to reduce in some areas with help and support from Non-Governmental organisations as referred to below.**

*participant 2 argues:*

*“There are some schools that are funded by NGO’s. These are schools for the under privileged, children with special needs and disability. Also, UBE have international or*

*federal support in the public schools but to access the funds in the state level, the State Universal Basic Education Board (SUBEB) should add 50%. The state can only have access to the funds when they add their share of 50%". Source: Field Data.*

**Non-Governmental organisations' involvement in basic education is emphasized by participant 2 and this is an indication that their involvement and commitment is known in Benin City. They have become like an outstretched helping hand in handling issues that may have been left unresolved by the Government. Although the NGOs help, the state financial input is still needed. The Federal Government input is accessed when 50% from the state is added (Okoro, 2011). This portrays the requirement for a commitment on both sides of the Government.**

**In summary, the extracts from the participants in this section illustrated the effect of UBE on people, society, administration and education materials. The stakeholders' perspectives regarding the impact of UBE is seen in their opinions which are based on their work and other experiences with the Government. These experiences could be linked to Government power.**

#### **4.1.2d GOVERNMENT POWER**

Government power was considered for this study because the Government is involved as a stakeholder and working closely with people who are supposedly under their power and are also stakeholders. It could be that UBE is not yet achieved because of stakeholders' working relationship or the way they are being governed with respect to their jobs. One might assume that because Nigeria was once under military rule (Iguisi, 2014; Alase, 2017), this rule might still be in existence. The response from these stakeholders could give a picture of what it feels like to work in collaboration with the Government and yielding to their power. From the questionnaire participants, 57 disagreed that stakeholders yield by force. 60 agreed that they yield based on their values and beliefs. 65 agreed that their yielding to power could be because of remuneration. 51 disagreed that anyone will yield by force and 62 agreed that some would yield due to personal gain. See table 14 on page 186 showing the summary of their responses.

**This section discusses the perception of the respondents about stakeholders working with the Government (another stakeholder). Since the Government position is higher than the other stakeholders, they tend to supplant their authority. This creates a perception of people feeling they are being controlled and according to this study, there are several ways**

**people can yield to such authority. They could either yield for their personal gain, or because of their beliefs but they do not yield by force as stated by the questionnaire participants.**

*From the interview participants, Participant 6 says:*

*“Stakeholders yield to Government power as they are supposed to. The teachers, head teachers, Ministry of Education employees that work closely with the Government yield in different ways than the other stakeholders like the parents. I could say some of them yield based on remuneration, some due to religious reasons yield differently. I do not think anyone yields by force. We are no longer in the military rule”. Source: Field Data.*

*Participant 1 claims:*

*“Maybe in some other professions like the politicians, they yield out of fear because they may feel unsafe but in the education system, it is a safe place to work and stakeholders can express themselves”. Source: Field Data.*

**The essence of the extracts from Participants 6 and 1 above shows that some stakeholders feel threatened and insecure especially in the political environment, but the education environment is considered to be secure therefore they yield either by personal gain or due to their belief. This portrays an environment where people have to yield to authority for their personal gain instead of for the good of the city and the nation. Participant 6 introduced the military rule in the statement above and this suggests that people’s attitude towards authority is related to the military rule Nigeria once had. Military rule no longer reigns in Nigeria since the introduction of democracy, but it seems there is still some unease about whether it is still in existence. In continuation with the theme of yielding to Government power,**

*Participant 2 declares:*

*“It depends on the rules that apply. For example, teachers and head teachers may not acknowledge a method but may not express themselves out of fear of losing their jobs. It is not like the developed countries where there should be reasonable grounds for dismissing someone. Anyone could be fired, and Government will do nothing. Therefore, people are careful with what they say so they do not lose their jobs”. Source: Field Data.*

**Participant 2 simplifies the reasons and states that it depends on the specific stakeholders. Teachers and head teachers yield differently. This could be because they work directly with the Government and their wages are dependent on the Government, therefore they are careful not to risk losing their jobs. This could also create a gap between their**

**involvement/commitment to work and their personal desires. This is further reinforced by Participant 7 below.**

*“Yielding to power depends on who. From the question, it is obvious we are referring to teachers, head teachers and Ministry of Education. The parents for example do not work directly with Government therefore do not need to yield to anyone’s power. They express themselves in any way they can”. Source: Field Data.*

**In continuation to the way teachers yield to authority, Participant 7 included that parents also yield differently since they do not work directly with the Government. Based on this comment, there is an indirect relationship between the Government and parents and there is a positive effect to this since they feel free to express themselves without any fear of repercussions. This positive effect is a confirmation that they (parents) have nothing to fear and therefore could express themselves about the UBE situation by revealing the truth unlike the teachers or head teachers who might only reveal what they want the Government to hear.**

*Participant 4 says:*

*“There are many Nigerians who yield to authority because of personal gain. Situation may be uncomfortable but due to compensations, they remain and yield. They feel they might not find another opportunity for such benefit considering the economic situation of the country. I do not think anyone yields against their will because of democracy. Therefore, they still have opinions and can reject what they want”. Source: Field Data.*

**Participant 4 seems to take a broad view by adding more people who are not stakeholders, indicating that other people are in fear of Government control because they fear that their benefits may be withdrawn and that would have a significant negative impact on them as individuals considering the economic situation of the country. In the case of education stakeholders, it is a critical factor since their attitude to power determines how they work and how they work determines the outcomes of UBE.**

*Participant 5 states:*

*“I do not know much about power tussle, but one thing is obvious, Nigerians do not like to be forced into anything therefore no one can make them yield against their will”. Source: Field Data.*

**Participant 5’s argument goes beyond education stakeholders and relates to Nigerians in general in respect of Government power. The participant also states that Government control of power leads to a power struggle but at the same time they recognize that**

**‘Nigerians do not like to be forced’ which indicates the presence of a functional democracy. Moreover, the direct effect of Government power on education stakeholders creates a positive influence and this implies that UBE is benefitting from it.**

**This section points to the fact that Nigerians do not yield by force since the introduction of democracy, however, the memory of military rule in the past lingers on and is unsettling to some. In a democracy, Government power should have a positive influence on and towards achieving the successful implementation of UBE. The recent program ‘Edo Best’ put together by the Government as explained in this study (page 136) to improve basic education and the stakeholders involvement is a sign of positive use of Government influence and power.**

#### **4.1.3 CAPABILITY**

Capability as a category was derived from the study on stakeholders. Knowing that stakeholders comprise of different categories of individuals, it became important to seek another sub theme that could combine their involvement. To that extent, Group Effort was considered as a sub-category. For UBE policy implementation to be achieved, stakeholders as a group need to work together. In explaining group efforts, these themes were chosen – collaboration, abilities, influence, and qualities because when combined, they could yield outstanding outcomes showing their capability.

##### **4.1.3a STAKEHOLDERS INFLUENCE**

This research is centered around stakeholders. Their involvement either makes UBE better or mars it. Their influence could contribute to progress or downfall and on the other hand, they can affect or be affected by the decisions made at certain levels of Government. In finding out the various influence level of stakeholders, a question was asked for the respondents to indicate the level of influence various stakeholders have towards UBE management.

From the questionnaire, 67 respondents indicated that Government has a high influence, 70 stated Ministry of Education, 58 wrote head teachers and 57 indicated teachers as having a high influence. 37 respondents added parents as having a high influence. In summary, headteachers, teachers, Government Officials and the Ministry of Education are considered to have a higher influence on the education system. 33 community members were stated to have no influence. See table 15 on page 186 showing the summary of their responses.

The significance of Stakeholders influence in this study lies in their involvement and connection towards the implementation of UBE. Their level of influence will determine the impact they can make. From the questionnaire participants, the Government, Ministry of Education, teachers and headteachers have a higher influence therefore their involvement towards UBE is important. It could portray a positive or negative outcome depending on how they respond to the needs of UBE. Participants believed that community members do not have an impact on UBE and this implies that their action would not change UBE situation.

*During the interview, Participant 1, who is one of the teachers, said:*

*“Our opinion sometimes in the education system is not recognized. Though we carry out most of the responsibility of teaching, we are neglected and are paid very little compared to our efforts. Our influence as stakeholders is supposed to be high but I do not think it is”. Source: Field Data.*

**Participant 1, as a teacher acknowledges that their influence as stakeholders is supposed to be high owing to their responsibility but most times, this does not seem to be the case. This is because she considered teachers wages to be low in comparison with the effort they put in. This shows that they measure influence and perhaps recognition of their effort by what they are paid. Since they have a high responsibility towards teaching, they expect higher wages. In addition, they feel they are left out in decision making since their voices are not heard. Participant 3 indicated:**

*“We just do our work because we love the children and see their future ahead. If I look at what the Government should offer, I would not be a teacher and secondly, it is difficult to get jobs. So, my answer is that our influence is high because of what we impact into the children not because of collaborating with the Government”. Source: Field Data.*

*Participant 4 says:*

*“I know that without the teachers, there will be no education system, but the Government needs to recognize that and accord us what we deserve. Many teachers are discouraged sometimes because their voices are not heard”. Source: Field Data.*

**Specifically on the teachers as stakeholders, Participant 4 argued the case for the importance of teachers, supported by the statement that ‘without the teachers, there will be no education system’. Moreover, Participant 3 reinforces this belief by stating that irrespective of what the Government has to offer, the love teachers have for the children compels them to do their best. Another reason for continuing in teaching is that it is difficult to get jobs.**

*Participant 6, in opposition claims:*

*“The Government should also be given credit for their effort so far. At least, some children are in school during the day and not in the market selling with their mothers”. I am aware of this fact because we (Government) have made sure that no child is seen on the streets of Benin City during school hours hawking or wandering about (See Figure 13 page 192). With Government high level of influence, they were able to achieve that”.*

*Source: Field Data.*

**Participant 6 makes the case that Government has done much to ensure that at least some children are off the streets and attending school now. The Government desires that other stakeholders appreciate this improvement and compliment their efforts. In contrast, Participant 7 argues below that just having an impact is not enough but what counts is how much measurable impact there is.**

*Participant 7 argues:*

*“when we talk about level of influence in education establishment, I believe it should be calculated in how much impact one has made and not just in the promises or speeches. For the teachers, their level of influence is high with the children but low with the Government since their voices are hardly heard neither are they paid well”. Source: Field Data.*

*Participant 5 describes her opinion of influence as no influence.*

*“Teachers do whatever they choose to do, they feel less important because they feel the Government has deprived them of what is due them. Because of this, sometimes, they are at work but are not putting in their best”. Source: Field Data.*

**Coming from a slightly different perspective, Participant 5 mentions that there are times when teachers are not putting in their best because they feel less important even though according to this study, their importance is high. This negates what Participant 3 stated earlier - that their love for the children compels them to do their best. If they choose to do whatever they want, then there is no consideration for the children even if the Government deprives them of their requests.**

**In summary, stakeholder’s influence has a role to play in how UBE progress can be determined. Participants argue that influence is visible through actions and not by promises made. This is evidenced in the teachers views because though their influence is high due to their teaching responsibilities, it is more visible when they are compensated in accordance**



with their expectations and put in their best efforts. This also suggests that they could show no influence if neglected. In addition, working closely with the Government could help and this is achieved through effective collaboration as discussed in the next section.

#### **4.1.3b STAKEHOLDERS COLLABORATION**

In continuation with stakeholder's involvement, another question was asked - whether the Government and other stakeholders are working together. There are sub themes included in this question. The first one was 'Are the Government taking responsibility for the implementation of the policy'? The majority of the respondents - 60 participants agreed and strongly agreed that the Government has tried but needs to do more. Although they agreed that the Government takes responsibility for the UBE implementation, their focus is more on why UBE should function and not how it functions which causes disorderliness in the way UBE is being managed. See table 16 on page 186 showing the summary of their responses

In discussing this theme during the interviews, the respondents stated their opinion about Government working together with other stakeholders.

*"As a head teacher (participant 5), I would say that Government work directly with us but we work directly with the parents". Source: Field Data.*

*Participant 6 in line with Participant 5 also stated:*

*"Teachers, head teachers and parents work closely together because the children are directly connected to them. Parents want their kids to grow up knowledgeably considering the recent world we live in and would work hard to make that possible". Source: Field Data.*

**The extracts from Participant 5 and 6 describes the importance of collaboration amongst stakeholders. It shows that there are different levels of interactions within them. Collaboration between the Government and the teachers differ from their interactions with the parents. It seems to depend on who they are directly or indirectly linked to. For example, the Government may not work with the parents directly. They work with the headteachers and teachers who in turn work with the parents and the parents liaise among themselves and the community when they want to make an impact. This collaboration is like a chain that links one stakeholder to another. If this link is effective, it could help in solving UBE issues through effective dialogue.**

*The head teacher from the private school (participant 2) claims:*

*“Government is beginning to take responsibility unlike prior to this time during the last Government. This is the reason I am losing some of my pupils to the public school. Now they are deliberating on bringing meals to the school which I think might close down my school”. Source: Field Data.*

**In a similar tone, Participant 2 feels that the Government have recently started taking responsibility toward education and according to the Participant, their input has increased enrollment in the public schools, reducing the number of children in the private schools. Furthermore, it is anticipated that if provision of meals is introduced, enrollment will further increase. This also implies that more classrooms will be needed due to the increase but again, recently the Government has also built new classrooms and renovated the old ones. The building and renovation projects are an indication that infrastructure is a key component in education progress and since these are children, making it colorful is an added advantage (Ochuba, 2009).**

*Participant 4, in her opinion says:*

*“I cannot say much about collaboration, all I know is that Government should do better than they are presently doing. If our public schools are alright, parents will not spend money taking their children to private schools or outside the country”. Source: Field Data.*

**With a little knowledge on collaboration, Participant 4 argued that the most important thing is the Government’s progress towards making UBE better. From this study, there were similar arguments from the stakeholders about the recent Government involvement in basic education in Benin City. As discussed earlier, this has increased enrollment giving the appearance that the public schools have started functioning better.**

In continuation with stakeholder’s collaborations, Participant 1 argues that as an elderly teacher who has been in the teaching profession for some time,

*“I can boldly say that Government collaborates with the teachers. The only problem is the issue of salary. We have been poorly paid for many years and even though I had hoped all these years for a change, I do not know if I should continue believing it is going to change”. Source: Field Data.*

Participant 1 acknowledges that Government collaborates with the teachers but lacks in their involvement with teachers' wages which has been a recurrent theme from some participants in this study. The subject of low wages/salaries in the education setting has been a topic and subject of concern and the effect is seen in the involvement of the workers. The hope for a change in salaries has reduced and some teachers and head teachers at various stages have given up hope. This challenge has affected their commitment towards their job. A change in wages can be an incentive to improve how they do their jobs and in turn improve the implementation of UBE.

Relating to how or why the work is done as part of the sub theme for this session, *participant 7 stated that,*

*“Due to some perverted Government officials, how the work is done is no longer a focus because they use the funds and materials provided by the Government for their personal use. Moreover, some of the Government workers have their children schooling abroad so they are not affected”. Source: Field Data.*

Building on the above discussion, it is a recurring theme that there is a perceived mismanagement of funds and educational materials. Participant 7 argued that even though how the work is done is no longer a focus, it plays a part in the functions of UBE. In order to better understand this, Participant 7 argued that some perverted Government officials misuse funds and this affects how the UBE responsibilities will be carried out.

In summary, the importance of working together as stakeholders is necessary for achievement of effective education policy implementation. This study has revealed the various education stakeholders and the factors perceived to impact on their ability to exert any influence and work with others. Also based on the extracts from this section, stakeholder collaboration explains that just one group of stakeholders cannot work alone to produce results. It takes connections and networking. Through networking, qualities are discovered, revealed and some are built.

#### **4.1.3c           STAKEHOLDERS QUALITIES**

This study involves stakeholders as mentioned earlier and their involvement in UBE implementation. Considering stakeholder mapping as one of the models used for this study, stakeholders' qualities became an important subject to analyse and the list of qualities mentioned below were selected and included in the questionnaire (page 189-191);

- Being active
- Taking initiatives
- Vision Holders
- Communication skills

In responding to which of the stakeholders have these qualities listed above, the responses from the questionnaire participants are explained below:

As far as **being active** is concerned, teachers and head teachers were recognized to be more active than other stakeholders.

In relation to **taking initiatives**, all stakeholders except parents scored higher in this area. This could be because the parents do not work directly with the Government.

Regarding **vision holders**, Government, Ministry of Education and head teachers were more likely to be vision holders, more than the teachers and parents.

In terms of **communication skills**, teachers have the highest score, followed by head teachers and parents. This could also be due to their directly liaising with each other.

Source: Field Data.

Table 17 on page 186 shows a summary of the responses.

**Considering stakeholders qualities in this section is important and can be seen when describing their work. For example, a teacher without good communication skills should not be in the classroom. Some of the qualities stated are being active, taking initiatives, vision holders and communication skills. Based on the descriptions above, teachers and head teachers are considered to have more qualities in being active, having initiatives and communication skills. This could be because of their direct involvement with the schools and children. The Government officials are considered to be vision holders since they oversee the planning and decision making for the state or nation. Parents scored lower points and this could be because they are not workers in the education sector.**

During the interview, participant 7, who is a parent wondered if the question was relevant to the subject at hand. She affirmed:

*“Stakeholders’ qualities are irrelevant to UBE policy implementation unless they are qualities to obtain through training and that would be for the teachers and head teachers”. Source: Field Data.*

The significance of stakeholders' qualities was being questioned by participant 7 because she thinks that qualities are irrelevant to UBE policy implementation. However, qualities are considered to be important by other respondents because the stakeholders like the teachers need to be qualified before they can teach in the classrooms. This is an indication that being a worker in the education sector is beyond paper or electronic submission of a resumé, it requires having some qualities in the form of skills. Some of these qualities could be obtained through training.

*The other interviewees have different opinions. Participant 6 indicated:*

*“As a Government Official, I believe these qualities are important and the education stakeholders should work with them. It is true that teachers and headteachers, because of their direct contact with school children are believed to be more active than the others. As Government Officials, we have the quality of taking initiatives and as a parent, I collaborate to get information on my children’s progress”. Source: Field Data.*

**In contrast with Participant 7, Participant 6 sees the importance of having these qualities since they are needed for effectiveness in the education sector. The qualities differ and could be various and dual depending on the stakeholder. An example is Participant 6 who is a Government official and also a parent. His role as a parent is different from his role as a Government employee. At work, he takes initiatives and makes decisions but as a parent, he collaborates with the teachers.**

*Participant 4 affirms:*

*“I think our qualities are important. If they are not, why are we being trained to acquire them? During my job interview for the position of a teacher, I was asked what kind of qualities I have that I can bring into teaching profession? If it is not important, they would not ask”. Source: Field Data.*

*Participant 7 in continuation said:*

*“Although I mentioned earlier that my qualities as a stakeholder is irrelevant, it is important for other stakeholders. All I want is for my children to have the best, therefore I communicate and liaise with the teachers and headteachers”. Source: Field Data.*

**To conclude, the importance of qualities could be best understood through the trainings that take place. If qualities are not important, why are the teachers trained like Participant 4 affirms. In addition, if it is not important, why do they ask job applicants for the qualities**

they will bring into the job. These are all an indication that qualities are important aspect of stakeholders for effective results.

In summary, these interview extracts reveal the stakeholders' opinions and show a desire for an improved basic education in the city of Benin. However, there are challenges of mismanagement and corruption, all of which have acted as a form of barrier, but could be solved when handled effectively by the Government. In addition, having an established presence of a new program (Edo Best) as discussed in this study has raised the motivations of the stakeholders and this could be a catalyst that will propel action for achievement. To obtain further information in this study, a focus group meeting was held.

#### **4.2 FINDINGS FROM FOCUS GROUP**

A focus group was used to gain more data to support the findings from the questionnaires and interviews. Participants for the focus group are different from the participants for interviews except for the head teacher at a private school who participated in both but their responses are linked to the themes used in the questionnaire and interview (See table 3 on page 79). These participants were spoken to prior to the day of the focus group meeting. Several teachers and parents were approached but, on the day, there were eight in number and the researcher was the ninth person. A convenience sampling method was used in the school environment to choose the two teachers and some parents during several of the visits to the school. Some others were by referrals (snowball sampling). Participants for the focus group are represented with alphabet letters A-H.

**The focus group section of this study was designed to stimulate further discussion and provide insight into the UBE situation. The statements from the participants below will give additional illustration of their opinions towards the UBE policy implementation. During the focus group meeting, many reiterated that though the free education has helped Benin City and Nigeria in general, it is not completely free but has reduced the burden on parents to provide everything their children need for school.**

*During the discussion, Participant C states:*

*“Free education has removed our children from the streets where they would usually hawk and sell materials to help their parents. Now they are in school and would help their parents after school”. Source: Field Data.*

**The discussion about the function of UBE from Participant C shows that UBE has been effective since it has removed the children from the streets of Benin and enrolled them into schools. The statement from Participant C is one of the many positive opinions regarding UBE policy implementation in this study. The participant believes that it is an achievement on the part of the Government that no child is seen hawking on the streets.**

*Participant A, in continuation with the function of UBE affirms:*

*“The mechanism and internal operation are not free because the teachers request for funds for other procurements. To the Government, it is free because of the tuition, but we know it is not because of other materials parents pay for”. Source: Field Data.*

*Participant B*

*“Government is only interested in free tuition”. Most times they are required to pay for books, uniforms, exam fees. If they want basic education to be free, then it should be free in its entirety – tuition, books, uniform, exams, etc.”. Source: Field Data.*

**Participants A and B considered the request from schools for some small payments as the factor that made people think that UBE is not completely free education. This request for funds has demotivated some parents and stopped them from sending their children to school. The books they buy and other things they pay for gives the idea to the parents that UBE is not free but as far as the Government is concerned, it is free. Participant B explains that Government is only focusing on the cost of tuition, but it is the desire of the parents that everything about UBE will be free.**

*Participant C states:*

*“I believe that basic education is free irrespective of the little monies they are asked for. It has been free since education started with the missionaries (Udey, et al., 2009). It is true there were issues of mismanagement, poor monitoring and funding issues but these are being handled. I work with an NGO and during one of our trips to construct lavatories in a school community, we met a little boy speaking with his mum asking for 500 Naira (equivalent to 1 pound) which is a large amount for them when compared with money exchange. My point is that, although they are expected to bring those little monies, it cannot be used to judge whether it is free or not. Many other schools ask for much more than that. I believe it is free. Benin city has tried with their education system.*

*If you compare to the northern part of Nigeria, there are many children that are not yet in school because they do not believe in education e.g. the Boko Haram practice (Bertoni, et al., 2019; Afzal, 2020).*

*In the south and south east Nigeria, it is different (See Page 143, second paragraph for North and south Nigeria). We have travelled several times to set up building for primary schools and we realized that many families want their children in school and basic education has provided an avenue for that. In summary, I would say that basic education is functional although they are expected to pay little monies from time to time. It has helped a lot of families to secure their children at that early age”.*

*Source: Field Data.*

**In contrast, with Participant A and B, Participant C believes that UBE is free although there is a requirement to pay small amounts of money at times, but as the amounts are small they should not be taken into consideration. As an NGO member and having travelled to other schools in some communities, Participant C, has seen where and for what these small amounts of money were being requested. Sometimes the NGO’s help in such cases. The extract above referred to the northern part of the country which is one of the areas in Nigeria that does not believe in education. If compared to Benin City, then there will be an appreciation of what is available in Benin City even though citizens there are asked to pay those small amounts of money. The fact remains that some families are not able to afford these small amounts of money and therefore Government needs to find a way to stop the demands from the teachers on parents since continuing this current practice is a hindrance to enrolling children in the schools.**

Another question asked was - should basic education be left the way it is since it seems to be working? These were their responses:

*Participant D*

*“Everything that is functional can always improve. I think they should improve their process. It is already basic education from primary to junior secondary though the secondary aspect is not that functional like primary school and it is not part of our discussion. It needs to be improved upon also”. Source: Field Data.*

**Participant D stated that anything that is functional can be improved. It is a statement that affirms the functionality of UBE and also indicates a way forward which is to review the process or method in use with a view to making improvements. The inclusion of junior**



**secondary education by Participant D is an indication that UBE also extends to the junior secondary level although it is not the focus of this study.**

*In continuation, Participant E states:*

*“There is a foundational issue with UBE. Also, there is an issue of ownership. Nobody wants to own the system and make it work. What I mean by owning the system – the basic education is already introduced but who should be the managers, is it the Government, teachers or the parents? Every Nigerian should see themselves as owning the system and making it work. From my observation, UBE has been in the same position since inception when it was introduced in the 70’s. We just need to accept it and own it. Maybe then, there can be a change”. Source: Field Data.*

**The affirmation of a foundational issue with UBE by Participant E seems peculiar. The Participant gives the notion that the problem of UBE started since its inception and no one, nor Government has accepted ownership of the situation (that is taking responsibility to solve it). Participant E believes that if individuals or Government can take the problem of UBE personal, maybe it could be addressed. Not handling the issue has kept the UBE situation turning around in circles, although the recent Government has started taking responsibility. To provide further insight on UBE situation, Participant F declares:**

*“Universal Basic Education is one of the most beautiful things Nigeria has ever established. It has been in operation for many years. At the time it was established, it was more functional than today but just like we also know that one of our greatest problems is continuity which affects every good thing we start. We start but most times stop at the middle of the process”. Source: Field Data.*

**Participant F started her expression with a notable comment that UBE is one of the most beautiful schemes established in Nigeria. This statement acknowledges its impact and achievement although there were challenges along the way. Participant F also expresses a concern regarding the issue of continuity as being one of the factors that affected its progress. Continuity issues were referred to as a Nigerian cultural issue since people believe that Nigerians are good at starting projects but do not complete it or wait for expected result (Bolaji, et al., 2016).**

*Furthermore, Participant C, argues:*

*“The quality of teaching is low but at least they go to school because they do not need to pay tuition fees. Sometimes there is no uniform or sandals to attend school with and this is where we – NGO’s come in. Many NGO’s have been supportive of UBE by*

*providing some other materials Government were not able to provide for these children. We have provided school uniforms, school bags and sandals severally. We do this to support the basic education which is not properly run by the Government. If every Non-Governmental organisation would be involved in supporting UBE, I believe our help will facilitate UBE implementation and may be a catalyst that will push the Government to do more". Source: Field Data.*

**Participant C argues that the quality of teaching is low but does not see it as a problem since the children at least go to school. However, the outcome of this is poor education. What is the purpose of going to school if the quality of what is taught is questionable? The provision of the uniforms and sandals seems a good venture from the NGO's but quality of education is important. If after these provisions from the NGO's, the Government ensures teachers are trained, it will be a complete package for achievement.**

*Participant G*

*"UBE has been in the same position for too long. What I have seen so far does not look good and the possibility of change is far off. In addition, the levy from the teachers does not help issues. By the time parents estimate these little monies at the end of the year, they feel they have paid tuition". Source: Field Data.*

**As stated in the preceding paragraphs, the position of UBE in Benin City has changed. Participants G and E, at the time of the focus group meeting expressed their opinion that UBE has been in the same position for too long. However, the good news is that the recent changes are visible and have been the center of discussion recently in the city of Benin. In addition, Participant C in recognizing the impact in Benin City, compares the Northern part of the country with concerns. In his words, he affirms,**

*"I believe that UBE came up because of our brothers in the northern part of Nigeria but unfortunately, many of them still have not embraced education like some other parts of Nigeria due to their religious issues. They believe that basic education does not teach children Islam and their lifestyle. They have the schools, but the schools are empty. Parents send their children to Islamic schools where they are taught how to fight for their religious beliefs.*

*I believe our Benin City is doing great when compared to these other places. We do not have a problem. Our children are in school. As at the last two years, when you visit the ring road (popular street in Benin), you would see children buying and selling but it is no longer the same now. Every child seen on the street is taken and the parents*

*questioned on why the child is not in school. This is the first-time Benin City is implementing the section 2 (2) of the UBE act which mentions parent's involvement in making sure their children are in school (Nigerian Constitution, 1999). There is a saying that a law is not a law if it is always being violated (Akaeze, 2016). If this new method continues, I believe in the next 10-20 years, Benin City may be able to achieve UBE for every child". Source: Field Data.*

**Participant C's comments are an indication that UBE in Benin City has progressed. While Benin City is trying to solve the problem of space in the classroom and building new infrastructures due to increase in enrollment, the schools in the north are empty. This shows the extent to which Benin City Government has invested in education and are still trying to do more. The recent removal of the children from the streets is a great achievement. This calls for excitement even though the end result (Education For All) is not yet achieved. Participants H and F reinforce the extent of Government involvement in the next paragraphs.**

*Participant H*

*"To explain the extent of what Government has done for basic education, they have introduced feeding and I believe it will soon get to Benin City. It's already happening in some states in the south and east. At least one meal a day. This has helped parents who do not have enough food at home to send their children to school knowing that at least one meal of the day has been taken care of and cost of living is minimized. When children come back from school and inform their friends they ate in school, the ones that are not yet enrolled are motivated to enroll". Source: Field Data.*

*Participant F*

*"Although the food aspect is awesome, it is also dangerous because the children could keep going to school just to eat and forget the purpose of learning. Irrespective of this disadvantage, I still think it is a good idea. Maybe after one year of operation, they could examine the results and see if the advantages are more. This can only be possible if they can continue and beat the issue of non-continuity". Source: Field Data.*

**The extent of Government involvement in UBE is also seen in the introduction of meals in the public schools. Though it was launched in Benin City (Vanguard Newspaper, 2019), and some nearby states have already commenced its implementation, this has not yet materialized in Benin City itself. This initiative will increase enrollment which presents an added advantage, but is also seen as a disadvantage where children only attend for food and**

not concentrate on learning. Another advantage is the provision of one meal for children whose families may not provide three meals a day. It is important to note that the free lunch program was first initiated in 2004 and was not continued (Guardian Newspaper, 2018). This is an indication that continuity mentioned in the preceding sections has been an issue then as well as now.

*In continuation with the discussion, Participant B says:*

*“If through the feeding program the number of children increases in public schools due to enrollment, the management of the children should be put into consideration. Already, the number of children in public schools are many, therefore teachers are not able to control the children neither do they have time for individual pupils. They are taught as a crowd”. Source: Field Data.*

Although enrollment is an advantage since many children will be in school, it brings with it other challenges in the form of responsibilities for Government, especially in the need to build more infrastructure and provide more educational materials. Participant B also expresses concern about the management of the increased number of children. But Participant A, in the extract below believes that would not be a problem if funding is available.

*Participant A*

*“The public schools receive funding from the Government, but it will be awesome if they can also receive from private individuals who are able to afford it. Also, if private firms want to get involved in funding, it should be channeled to the public schools just like the NGO’s are doing”. Source: Field Data.*

Participant A mentions funding in the public schools but also believes that if more individuals and private firms will step in like the NGOs, more results could be achieved. The researcher observed that apart from the NGOs, funding from individuals and private firms is not evident. There is a possibility that some may be operating silently. If it can become visible, more individuals and firms could be motivated to get involved.

*In support of what participant A stated, participant C affirms:*

*“There are individuals in Nigeria that have enough funds to sponsor public schools but instead they convey their children to developed countries for schooling. NGO’s are doing most of the work. Private companies are involved through grants that are made available for students but in the higher education level not primary schools. I think they*

*believe that funding for primary school should be Government responsibility". Source: Field Data.*

**Participant C emphasizes and supports Participant A's argument about the individuals and private firms. The statement expresses a concern where individuals send their children to school abroad instead of improving the public schools. If the public schools are of a high standard like the schools abroad, their children will be schooled in Nigeria and that will happen if these parents can see that the public schools are well developed. At the end of the focus group meeting, they all strongly made the point that change is needed in UBE implementation. This change should involve everyone, especially the Government, Non-Governmental organisations, private firms and individuals.**

**In summary, Information from the questionnaire, discussion from the interview and focus group meetings was inspired by the sense that participants wanted a visible change towards UBE policy implementation. There was a general consensus on expected result but with different ideas and views. Some of these views were similar, some identical and some were also opposing views. In this chapter, the focus group participants views were explained, but in chapter 5, they were grouped into three categories – Conformists, Activists and Realists (See Pages 141-144).**

**In conclusion, the above chapter shows that there is an obvious perception and awareness that the Government has a higher role to play for UBE to be fully functional. Although during the course of this study, changes already started, the desire of the stakeholders is that it continues until Benin City and Nigeria attains – (Universal Basic Education For All). However, the problem of continuity has to be solved to achieve this. One of the ways could be to review the UBE policy documents consistently, to remind the Government about the benefits that may have been left out and how to ensure it continues.**

To further elaborate on the findings discussed in this chapter, the themes and the models listed in table 4 on the next page will be used for discussion in the next chapter and their relationship is explained in the next paragraph.

### **RELATIONSHIP BETWEEN THE CHANGE MODELS & THE EMERGENT THEMES CATEGORIES.**

The creating of categories (management, evaluation and capability) for the themes became relatively straightforward owing to further researching of the terminologies used. Working on the themes enabled the researcher to integrate and connect the models to fit in with the themes for clarity. For example, Capability as a category with a theme – Stakeholders Collaboration could be easily linked to Stakeholder Mapping. See table 4 below.

Table 4: Categories, Themes and Models

<b>Categories</b>	<b>Themes</b>	<b>Models</b>
Management	-Policy management	Lewin's 3-step model Etzioni's Compliance Theory
	-Government power	
	-Performance areas	
	-Continuous implementation	
Evaluation	-Abolish/change	Lewin's Change Model Force Field Analysis Beckhard & Harris
	-Technology Improvement	
	-UBE Function	
Capability	-Stakeholders collaboration	Stakeholder mapping
	-Stakeholders influence/roles	
	-Stakeholders qualities	

This table shows the list of themes used in presenting the findings in this chapter (see 5.2.1 on justification for the themes). The models were added to the table because it will be used in the next chapter. Most of the codes which were used as themes were used to categorize the respondent's answers and that gave a better understanding of respondents opinions towards the topic on UBE policy implementation. The findings from the questionnaires, interviews and focus group meeting were differentiated in this chapter but are also linked to each other. The themes used in this chapter will also be used in the next chapter but this time combined with the models for analysis and discussion.

After an in-depth study of the codes which were used in generating the themes and also an in-depth study of the models, familiarity with the data was developed and through the process of going back and forth of the data, it was possible to determine which model fits into the categories/themes. An example, while studying stakeholders quality as a theme and stakeholders mapping as a model, the link between the two was visible. Also, while studying Government power as a theme, it was obvious that the closest model to link it to is Etzioni's 1975 compliance model because it explains peoples response to power.

## CHAPTER FIVE

### 5.0 ANALYSIS AND DISCUSSION

#### 5.1 ANALYSIS

This chapter uses the findings from chapter four and analyses them according to the framework on figure 10 which shows categories and themes (see Page 75). These themes were identified and used to categorise and present respondents' opinions from the data collected during primary data collection in Nigeria. Following this, the analysis is presented and comprises of discussions based on the research carried out. The literature review revealed the extent of UBE implementation. The findings revealed stakeholder's opinions. Some of their views supported what various authors indicated in the literature review on (pages 24-52). Their perspectives which they got from personal experiences will present illustrative examples of recent and existing information about UBE. This chapter will also relate the themes to the aims/objectives of this research project. It will show how the themes fit with the data analysis. The research questions will also be answered. The next sections 5.1.1 to 5.1.8 analyses the findings emerging from the data using the themes. The first theme is UBE Function.

##### 5.1.1 UBE FUNCTION

UBE function was one of the themes under the category 'Evaluation' according to the framework shown on figure 10 on page 75 showing categories and themes. It assesses the idea of whether UBE is functioning and if it is, is it free without any monetary cost? Both questionnaire and interview respondents gave their views based on what they have seen and experienced. From the findings on UBE Function in section 4.1.1a on page 80, viewpoints from the 7 interviewees imply that UBE is not completely free education. This also corresponds with the outcome from 57 respondents which represents the majority of the questionnaire responses (Table 7 on page 184). This implies that UBE is neither free, nor fully operational and therefore needs a change. Examples to support this view are participants 4 and 7 who indicated that basic education is not completely free because the children are required to bring educational materials to classes and pay a little money for some supplies even though tuition fees may be free. The excerpts below are indicative of this. Participant 7, posed the question:

*“how can it be free when teachers ask for specific items (like broom, garden instruments, etc.)” ...We (parents) are in a better position to state if it is free because we respond to our children’s request when they are back from school”. Source: Field Data.*

*Likewise, participant 4 said:*

*“...at the end of the semester, when parents calculate expenses, they realise they have spent much more than tuition”. Source: Field Data.*

Their response is an indication that the parents have concluded that the payments they have made are equivalent to paying tuition fees. In addition, Participant 3 supported this view by stating that:

*“Basic education is not free in Nigeria and neither is it in Benin. Government has tried in some ways, but it is still not completely free”. Source: Field Data.*

*Participant 4 stated that:*

*“Nothing is free in Nigeria and so (neither) is basic education”. It looks free because tuition is not paid...”. Source: Field Data.*

In essence, she refers to ‘nothing’ as (other necessities) although she was actually referring to basic education. These respondents’ opinions reveal that UBE is not perceived to be free education without monetary charges and therefore this is not in accordance with the stated UBE policy which says UBE is free (Fan & Popkewitz, 2020). However, some respondents like participant C from the focus group insisted that basic education is free notwithstanding some small payments for supplies. He stated:

*“I believe that basic education is free irrespective of the little monies they are asked for”.*

*Source: Field Data.*

His statement is an indication that UBE is still considered to be free by some, irrespective of these informal fees (Okoro, 2011). This contradicts what participants 3, 4 and 7 stated. It could also be observed from their opinions that UBE can still succeed, there is hope for it to improve. The way to improve the situation requires consideration of models that can help to achieve a change and this is where Lewin’s three-step model of change and force field analysis could be usefully applied. (See force field analysis and Lewin’s three step model on pages 41 & 42 respectively).



The results of this study provide a justifiable basis for unfreezing to take place and for assessing the driving and opposing forces for change in order to bring about the desired change. UBE is not perceived to be functioning and is not considered to be free, so the next step is to assess what the drivers and inhibitors are to bringing about change? For example, what will the Government need to do to ensure the children are not charged for materials, thereby making UBE become what it actually is meant to be – free education. The implication of this change could be negative on some of the people involved, such as the teachers who may benefit from the informal fees the children contribute (Okoro, 2011). These teachers might react negatively to a proposed change since they believe that Government is not providing all they need.

Force field analysis as a model could help in determining the propelling and restricting factors that are affecting their behaviour, and that knowledge can inform Government and assist in the planning and implementation of change. Change might not equal progress but irrespective of the implications and outcome, Government's awareness of the drivers and potential barriers is a first step to a realized change.

To apply change using Lewin's three step model and force field analysis, the Government needs to explain to the stakeholders the reasons for change and what the changes are and then to refreeze with a mindset of continuous improvement and more effective and efficient management. Allowing stakeholders to participate in the change process is appropriate because humans naturally support what they are involved in (Levasseur, 2001). Their support reveals their involvement and commitment towards change.

### **5.1.2 ABOLISH/CHANGE UBE**

The theme abolish/change UBE focuses on whether UBE should be abolished or changed. The respondents had the options to embrace a change, fight it, ignore it or discuss if given the opportunity. This study found that 69 questionnaire respondents agreed to discuss if given an opportunity. This is an indication that the majority of the questionnaire participants listed in section 4.1.1b on page 82, are of the opinion that UBE policy is reliable and should not be abolished which contradicts the view of 54 respondents who agreed to embrace a change. The interview respondents posed the question, If UBE is changed, how would the people react? The interviewees were found to individually hold a view that they would either embrace a change or discuss it if given the opportunity. Participant 7's response was different, she affirmed that:

*“There is nothing the people can do whether the Government is abolishing a method or replacing the method. The people’s voices are usually not heard ...”.*

*Source: Field Data.*

Her statement indicates that she believes speaking with the Government would not help and this may perhaps be due to the perception that the people’s voices are not heard, therefore it does not matter if the people embrace, fight, ignore or accept change. Participant one also had the same view. She said:

*“Our opinions most times are not required or asked for, therefore, it does not matter if we embrace, fight, ignore or accept it, Government will always do what they want...”.*

*Source: Field Data.*

This statement denotes the feeling that in matters like this, opinions are not recognized and since opinions are not recognized, the people can only hope the Government will take the right decision. This corresponds with Utomi (1985), who earlier pointed out that in Nigeria, the people’s voices are not heard. Participant one also attributed their voices not being heard to the military rule that Nigeria once had where people’s opinions are not recognized (Utomi, 1985). She specified that:

*“...Sometimes it looks like we are still in the military regime, meanwhile we are not”.*

*In continuation with the interview discussion on whether UBE should be changed”.*

*Source: Field Data.*

*Participant 5 argued,*

*“...personally, I wonder what would be better than UBE”? Source: Field Data.*

Her statement is an indication that UBE policy is considered to be trustworthy, and this can be explained with the reason that some other countries have achieved ‘Education For All’ with the same policy. Examples are developing countries like Cuba (Murtala, et al., 2013) and developed countries like United Kingdom (Brauns & Steinmann, 1999) who took advantage of UBE and achieved Education For All. Notwithstanding, both questionnaire and interview respondents agreed that a change is acceptable for objectives to be achieved. What is needed is a change of method and good management according to participant 3 and also, according to the Government official, participant 6, there have been hindrances although he was not specific with the type of hindrance but believes that change will come with time. Below are their excerpts:

*“Although I do not see anything wrong with UBE. They should just manage it effectively” Participant 3.*

*“We have lots of hindrances, but I believe that with time, our efforts will be seen”.*  
*Participant 6.*

*Source: Field Data.*

The question could also be – what are the propelling forces or perhaps more importantly, restricting forces hindering UBE that could lead to it being abolished or changed? Force field analysis can be used to identify these negative forces (barriers) within and outside the education system.

Also using Beckhard and Harris (1987) model as re-worked by Everard & Morris (1996) (see page 49) for this theme (abolish/change UBE), it could reveal the accomplishment or failure of an initiated change whether the change is through abolishment or not and this can be evaluated by recognising the present state and looking into the future state of UBE. Dissatisfaction (D) in the Beckhard and Harris (1987) formula –  $D \times V \times F > R$  is the same as decision for change according to Everard and Morris (1996) and this could be seen in this theme (abolish/change UBE). The respondents (stakeholders) are dissatisfied with the present situation of UBE therefore a decision for change is necessary. This decision could help the Government determine the future state and what happens if change is not considered. Some respondents stated that the use of technology promotes change and therefore the next section 5.1.3 considers technology as a route to improvement.

### **5.1.3 TECHNOLOGY IMPROVEMENT**

Damkor et al., (2015), described Nigeria as a developing country advancing gradually in its technology infrastructure in the education sector. In his study, technology was acknowledged to be important in the implementation of UBE policy and also an educational tool that supports development in the Nigerian public schools. A summation of the views by respondents on technology improvement showed that technology is considered to be important for UBE policy implementation to improve. See table 9 on page 184 showing the summary of their responses. Their response for technology was based on the use of internet and computers. One interview respondent, (participant 5) argued:

*“I do not think our public schools will have computers. Government should provide enough textbooks first”.* *Source: Field Data.*

Her excerpt above indicates a belief that Government cannot provide these technological equipment instead they should concentrate on supplying textbooks. Her words are a contradiction to participant 4 and 7 who believes that Government in Nigeria and in Benin City has the funds to provide the computers. Below are the exact words of participant 4:

*“by now, our public schools should have technological equipment. Nigeria is acquainted with recent technology and they have money as well as Benin City Government. Individuals carry these things everywhere. Parents buy for their children. Why can’t it be in the schools?”* and participant 7 who says:  
*“...the problem is not the money because Nigeria has money...”*

*Source: Field Data.*

Participants four and seven’s confidence on the Government’s ability to provide computers can be supported by the EdoBEST program which is a proof these technological materials can be afforded by the Government. (See figure 14, Page 192 showing a picture of teachers with their tablets). In continuation, interview participant 6 considered lack of technological resources in the classrooms as a hindrance to development in the public schools. He said:

*“As a Government official, we are aware of what technology can do to a developing country...”*. *Source: Field Data.*

In speaking for the Government, he asserts that their (Government) knowledge displays the importance of technology to development proving the words of Zalewski & Skawińska (2009) who also affirmed that technology is a pillar for the growth of nations. From this study, this could also indicate that through technology improvement, an expected future state of UBE where the public schools are utilizing information communication technology can be achieved (This Day, 2019).

Furthermore, it is believed that technological materials have become common because almost every household including children now has either a tablet or computer to play with (UNICEF, 2017) but it is surprising that public schools are not yet acquainted with these technology materials as educational tools (Okah, 2012; Anyanwu, et al., 2013). Participant 7 sees this as a system problem (management problem) not money problem since Government already has money allocated for education (Okoro, 2011), and with the allocated funds, public schools can be set up with appropriate technology.

In 2019, a program called 'Edo-BEST' was initiated by the State Universal Basic Education Board (SUBEB) where teachers in public schools have started teaching with computers (ThisDay Newspaper, 2019). With the help of this program (See program flier - figure 13 Page 192), education in public schools has started changing and UBE could be achieved (See page 136, second paragraph on EdoBEST). However, it is still uncertain if this improvement through EdoBEST will continue since technological equipment evolves and there are upgrades after few periods of use just like participants 2 acknowledged and said:

*"iPhone 3 cannot be compared to iPhone 9. They keep upgrading both software and hardware".*

*Source: Field Data.*

His argument explains that there are several upgrades to technology equipment on a consistent basis and since these computers have been recently provided during the Edo-BEST program, what happens after many years of use? Will the Government be able to upgrade with new and recent software's and hardware's (Ibara, 2014)?

Everard and Morris' (1996) fourth step which is to (find out the difference and identify the gap between the current and the future) can be used to analyse this theme on technology improvement (See page 50 on the fourth step). This is an indication that sometimes there is a gap between the present state where training of the teachers has started and the future state of UBE when all public schools could use ICT. Discovering who can help to fill the gap is important and in this case, it is the Government.

#### **5.1.4 POLICY MANAGEMENT**

The theme policy management promotes the idea that effective policy management will lead to achievement of UBE. The findings from 69 questionnaire respondents revealed that effective policy management is considered to be possible. The following excerpts below demonstrate the views of three of the interview respondents who stated that UBE needs to be better managed because the present non-implementation has been a recurring state of affairs. *Participant 5 in referring to the past said:*

*"If I recall the last 10 years, it seems UBE has been going around in circles coming back to the same status quo". Source: Field Data.*

Her statement portrays a long and consistent experience in the education sector, therefore her past knowledge reveals the long time management situation indicating that better management is required. This also shows that there has been a lack of clear policy

management as UBE has been going around in circles. This corresponds with Udey et al, (2009) who postulates that management is solving recurrent problems after several periods of struggling for achievement. It can be argued that the general opinion of many of these respondents is that better management could mean it has been managed to an extent however some like participant 4 from the interview explains otherwise:

*“Better managed means that it is already managed but not so well. I think it has not been managed at all”. Source: Field Data.*

Her words demonstrate lack of trust in the Government way of management. Her lack of trust could also be seen when she continued and said:

*“The Government needs to investigate other countries that have achieved UBE and learn from them. I have often heard that one cannot achieve a different result when continuing using the same methods. I think Government should change their method”. Source: Field Data.*

Her statement suggests a changing of method is needed. That requires strategic steps, which she believes can be realized from learning what other countries did to achieve UBE. Also, changing methods will prevent the issue of “using the same method and expecting a different result’, a quote mentioned by participant 4, which was attributed to the scientist Albert Einstein (Robinson, 2018). Likewise, although some interview participants stated the Government has tried but they indicated there is always room for improvement especially in the handling of educational funds which is being sabotaged by some Government officials (Nakpodia, 2011).

In continuation, pondering on this theme and considering the responses of the participants in the findings on chapter 4 shows the importance of policy management which is the main purpose of this study. 67 questionnaire respondents stated there is a need for UBE to be better managed because the way it is being managed for the moment is ineffective. Six of the interview respondents also agreed it needs to be better managed. One of the teachers (Participant 1) during the interview stated that they are the ones that need to be better managed, particularly with reference to basic salaries. According to her:

*“I believe when the teachers like myself are better managed with respect to salary, it will change a lot about UBE because we are the fuel that runs UBE”. Source: Field Data.*

Her argument suggests a bold declaration of the importance of teachers in the education sector and of the importance of having an appropriate reward system for teachers which also corresponds with stakeholder mapping that attributes their role and importance as a priority (Sapriel, 2013). Using force field analysis for this theme on policy management, it could be argued that a perceived failure to reward teachers appropriately in recognition of their important position and influence as stakeholders is the cause of an opposing force, and that addressing this issue could result in a propelling force both within and outside the organisation that can help improve the management of UBE policy, and also remove at least one of the barriers that may have been causing the problem. If Government is equipped with this knowledge of opposing and propelling forces, they can always proactively solve management issues.

The respondents especially the interview respondents expressed their belief that the management of UBE policy is not effective presently because of corruption. This is also confirmed by Okoroma (2006) who argued that corruption has been a problem. Corruption is not discussed in this study because it is a very wide topic and could be a standalone topic for further studies. (see section 6.8, page 180 for further studies). If policy management becomes successful, the next question could be – what steps are required for UBE policy implementation to continue in an uninterrupted way?

#### **5.1.5 MODIFICATION/CHANGE – CONTINUOUS IMPLEMENTATION**

As documented by the findings on the theme modification/change on page 92, the theme relates to a change or modification of UBE policy, changing the people in management positions, and monitoring management processes. See table 11 on page 185 showing the summary of their responses. Responses from most of the interview participants indicate that UBE policy is not the problem. The excerpts from four interviewees below are indicative of this. Participant 2 affirmed:

*“Changing the policy should not be an option because nothing is wrong with the policy...”. Source: Field Data.*

He made the statement describing that if the policy is ineffective, other countries would not have achieved results. However, a few believe that if being changed or modified will bring about change in the education system, then this is acceptable. This notion came from participant 7 when she stated:

*“If changing the policy and bringing another policy will make it right, then I am for it. Whatever change they are making should at least be better than what we have now. If they want to change the management, it is also alright. I support any method that will make free education become free...”. Source: Field Data.*

This opinion shows a form of desperation to accept whatever works on a condition that UBE policy is implemented. It also reveals an expectation that Government should dedicate their effort on the UBE policy situation. Leaving UBE in its present state was not an option for most of the questionnaire respondents because it indicates no progress, but if a change is considered, it should be more effective than its present condition just like the interview participant 7 argued. This corresponds with the words of Pennington, (2013) who claimed that change is constant and the world keeps changing to become better.

Also, 69 questionnaire respondents on modification/change believe there is mismanagement therefore management should be changed. During the interview, Participant 6 said:

*“We need to eradicate mismanagement, put the right people in position and manage funds the correct way. I believe that is all we need to do”.*

*Source: Field Data.*

He implied changing the management process and removing the wrong people from administrative positions will lead to positive change. This is because if the process or the people are causing the problem, they can be changed since recognising the root of the problem is the first step to solving that problem (Lewin, 1947a).

Lewin’s first step of the 3-step model (unfreezing) could be considered because it deals with uprooting a problem. Likewise, force field analysis can be linked to this theme because it is a positioning tool that recognizes propelling and restricting forces (Paton & McCalman, 2000). If the restricting forces (barriers) are the management team, it suggests there is need for an overhaul. It could be that propelling forces (opportunities) are located within the policy document, but that Government has not utilised or taken advantage of them, then there could be a review of the policy. Reviewing of the policy is important especially when it concerns what had been in the past and present situation. Participant 5 who had been a head teacher in the public school for more than 10years indicated that what they had in the past between the 70’s and 80’s is better with respect to educational materials. She said:



*“I have been in the public school for many years. In the 70’s and 80’s, children had more materials to use than today. We are supposed to be getting better but it doesn’t seem so. As a head teacher in the 80’s, UBE was better at that time than now. We had more materials to teach...”. Source: Field Data.*

This is also confirmed by Abutu (2015) who affirmed the same situation in the past, therefore affirming that the policy is not the problem but its management is. In continuation to the discussion about changing the management team, stakeholder mapping is considered. This is because the stakeholders in this study (teachers, headteachers, Government workers) can affect or be affected by decisions or modifications in the management (Post et al., 2002). Also, according to Mitchell, et al., (1997), every organisation’s success depends on how they manage interactions of their key groups. The disadvantage of this could be seen in the criticism of stakeholder mapping where some stakeholders are not considered, such as the stakeholders in education who do not work directly with the Government – the parents and community members. The internal functions in management need to be improved and the stakeholders like teachers and Government workers monitored to ensure progress. If the monitoring is continuous, it will lead to continuous implementation and with continuous implementation, performance is appraised.

#### **5.1.6 PERFORMANCE AREA**

Performance is determined through results of work done. Therefore, this theme explains the results observed in the city with people who had gone through the UBE program. The performance areas used in this study are results with respect to people, society, administration and educational materials. A summation of the views by respondents on performance areas showed that people result is good but changes because of the influence of the society due to corruption (Egbefo, 2012; Nwaokugha & Ezeugwu, 2017). Table 12 on page 185 shows a summary of the responses. One of the interview respondents, Participant 2, in his explanation said:

*“I believe that people result is good because through education we are raising the youth to become good leaders of tomorrow but unfortunately when they complete their education and join the society, everything changes, the system changes them”. Source: Field Data.*

His argument implies that people result refers to the quality and competence of the people that have come out the UBE system. Education is intended to build up people, to become

educated and contribute to the improvement of the society but when they have completed schooling, circumstances propel them into becoming a menace to the society and one of the reasons for this is unemployment (Eme, 2014). When he used the word; 'system changes them', he was referring to system as (corruption), meaning that corruption in the society changes them (Egbefo, 2012). This has been a concern and it is the desire of everyone to see a future generation that will change the negative system and produce youths that will transform the society and influence the nation in a positive way.

Another performance area assessed is educational material provision. The quantity of educational materials received in schools are not sufficient for the children (Humphreys & Crawford, 2014). This is confirmed by participant 2 when he said:

*"...with respect to education materials, they are never enough in the public schools".*

*Source: Field Data.*

His comment expresses a notion of a permanent situation with no solution where educational materials are concerned but participant 6 thinks otherwise when he mentioned that enough funds can help to change the educational material situation. In his words, he said:

*'Our education materials are not enough but we are trying. We need more funds from the Federal Government". Source: Field Data.*

His desire for more funds from the Government being a solution corresponds with funding plans from the Federal Ministry of Education (Federal Ministry of Education, 2008). Although the Federal Ministry of Education make the funds available, the state can only access the funds after adding their 50% (Okoro, 2011). This statement is supported by participant 2 who also had the knowledge about the 50% contribution by the state. He affirmed:

*"...UBE have Federal Government support in the public schools but to access the funds in the state level, the State Universal Basic Education Board (SUBEB) should add 50%. The state can only have access to the funds when they add their share of 50%".*

*Source: Field Data.*

The NGO official who joined in the focus group meeting also expressed knowledge about how (NGO's) contributions and collaboration with the Government has helped in promoting the public school's effectiveness. Though the NGO's are believed to have helped the public schools, it is important that private individuals also get involved. Furthermore, recently the request for educational materials has increased because the number of children in school increased due to a campaign against hawking which has reduced the number of children on the streets (Ihejieta, 2020; Okereafor, 2021).

Furthermore, in this study, it could be argued that a failure in the performance areas listed in this study (people, society, administration and educational materials) is caused by lack of implementation of UBE policy. Addressing this issue would lead to revealing the restricting forces that are a hindrance to its achievement.

In continuation, administration was discussed. 33 questionnaire respondents believe there is administration but with poor results which is confirmed by Abdulrahman (2018) who opined that administration is an issue especially the monitoring aspect. This is also supported by the Government official participant 6. During the interview, He claimed that:

*“The monitoring aspect of administration has not been functioning 100%”.*

*Source: Field Data.*

His words expressed a notion of conviction about the monitoring situation. This could be because he works with the Government. His words on monitoring corresponds with Olaniyan & Obadara (2008) who stated that monitoring is needed for effectiveness and it can be argued that monitoring is an important aspect of UBE policy implementation. The result of this study provides a justifiable basis for assessing the current situation of monitoring and establishing what the future will be and what could happen if change is not considered as stated by Everard & Morris (1996). (See Everard & Morris' (1996) second and third step on page 50). This could lead to the Introduction of an effective monitoring system which will incorporate training of some stakeholders. The implication of this could be positive and bring about a change or negative if the stakeholders reject the change process. The outcome will depend on how the change is communicated by the Government.

To solve the monitoring issue, the Government can appoint special monitoring teams to be responsible for the transition from current to future state (see step five of Everard and Morris (1996) on page 50). Recently, through EdoBEST, they have assigned monitoring officers to monitor the schools which has also reduced teachers' nonchalant attitude (Wahab, 2021). They can include timelines and ensure commitment of people involved in monitoring. Through monitoring and reporting, it is easier to know the state of UBE, especially in the management of funds. The issue with funding kept coming up in this study although it is not the focus. It could be due to its importance in UBE. It is already indicated that UBE is free education without any payment for tuition fees but because other things like educational materials which also cost money are sometimes requested for, many people no longer see it as free education.

In addition, educational materials for teaching is not sufficient. Most times, teachers improvise materials in the classroom. Participant 5 described the situation by saying:

*“The Government expect us to improvise materials by drawing on paper instead of providing technological equipment like computers and iPad”. Source: Field Data.*

In essence she means that when they teach about computers, they draw computers on paper without the computers being physically available. Although all the respondents explained these situations of UBE as at the time of primary data collection, recently the Government through their high influence and power has made some changes towards Universal Basic Education through EdoBEST and other stakeholders and the pupils are the beneficiaries.

### **5.1.7 GOVERNMENT POWER**

The theme - Government power stems from management as a category. Government power captures the idea about how the Government as a key stakeholder with high influence and power governs other stakeholders because of being considered to be the authority. According to Everard and Morris (1996), before an organisation or an entity adopts a change, they consider the power system in that environment. Also, Bell (2006) indicates that for policies to be enacted, the relationship of power between the Government and other stakeholders should be reviewed. A summation of the views by respondents on Government power showed that they recognised the Government as the stakeholder with the greatest influence and how they govern through their power determines how others yield to them. Table 14 on page 186 shows a summary of the responses. From the findings on the theme Government power on page 99, Interview respondents reflected on different ways stakeholders yield to Government power. It is either by remuneration, religious beliefs, fear or personal gain but not by force. Participant 6, in expressing himself during the interview said:

*“I do not think anyone yields by force. We are no longer in the military rule”.*

*Source: Field Data.*

His words corresponds with Iguisi, (2014) who also explains that Nigerians do not yield to the Government by force because there is no more military rule or against their will because of democracy (Etim & Ukpere, 2012). Likewise when referring to yielding due to fear, participant 1 claimed that the education sector is a safe place to work, therefore they do not yield by fear unlike the politicians who may feel unsafe due to their type of job, But Participant 2 explains the same fear situation from a different perspective, he explains that there is fear of losing their job. In his explanation, he stated:

*“Teachers and head teachers may not acknowledge a method but may not express themselves out of fear of losing their jobs. It is not like the developed countries where there should be reasonable grounds for dismissing someone. Anyone could be fired, and Government will do nothing. Therefore, people are careful with what they say so they do not lose their jobs”. Source: Field Data.*

His statement illustrates a situation where the teachers and head teachers are not free to express themselves due to fear of losing their jobs and this could be because of the high rate of unemployment (Eme, 2014). Because of this fear, they maintain a discreet attitude so they will not lose the job they have (Dania & Inegbenebor, 2019). They are careful because anyone can get fired and the Government does nothing about it because in the Nigerian working sector, there are no established grounds for dismissal like in the developed countries (Quadri, 2014). Parents are neutral in this aspects of yielding to the Government because they do not work directly with them just like participant 7 argued:

*‘The parents for example do not work directly with Government therefore do not need to yield to anyone’s power. They express themselves in any way they can’.*

*Source: Field Data.*

In addition, some also yield because of personal gain. This is common because to some stakeholders, it is an opportunity which may never arise again (Egbefo, 2012). Participant 4 affirmed:

*“There are many Nigerians who yield to authority because of personal gain. Situation may be uncomfortable but due to compensations, they remain and yield. They feel they might not find another opportunity for such benefit considering the economic situation of the country”. Source: Field Data.*

Her argument is connected to the economic situation of the country which the stakeholders consider and therefore succumb to whatever situation they are involved in provided they are benefitting from it. This situation could describe stakeholders’ attitude towards changes.

Stakeholders’ attitude towards the introduction of a change could also depend on how the change is administered by the management (See resistance to change on page 156).

In reflecting on the theme of Government power, Etzioni’s (1975) compliance theory is considered. In compliance theory, organisations are classified by the power they use in controlling their stakeholders and how the stakeholders relate to the power. People’s attitude towards power is revealed in their commitment and involvement. According to Van Assen et al., (2009) power requires others to comply and people comply if they are involved in the

process. Etzioni's (1975) three kinds of power combined with three kinds of involvement is seen from what the respondents described. Examples are remunerative power (reward considered), normative power (beliefs), alienative involvement (disagree with power but yield against their will), calculative involvement (personal gain) (see Etzioni's compliance theory on page 44). Participant 2, 4 and 6 said:

*"Teachers and head teachers may not acknowledge a method but may not express themselves out of fear of losing their jobs" Participant 2*

*"There are many Nigerians who yield to authority due of personal gain" Participant 4*

*"I could say some of them yield based on remuneration, some due to religious reasons yield differently" Participant 6.*

*Source: Field Data.*

These reactions towards power by stakeholders is an indication of stakeholders' importance in the education sector. In conclusion, this study presents a basis for decision making from the Government on the best way to manage stakeholders and receive appropriate responses through their involvement. Since the stakeholders are a very important aspect of UBE implementation, their influence, collaboration and qualities are needed in achieving any introduced change.

#### **5.1.8 STAKEHOLDERS INFLUENCE, COLLABORATION AND QUALITIES**

Considering categories and themes shown in figure 10 on page 75, stakeholders influence, collaboration and qualities fall under the category - capability, because when stakeholders are mentioned, their abilities and influence are considered both as individuals or as a group. From the questionnaire respondents, headteachers, teachers, Government officials and the Ministry of Education are considered to have a higher influence on the education system. (Table 15 on page 186 shows a summary of the responses). The interview responses are an illustration of how participants are affected by the situation of UBE and how they have affected the system through their attitude. One of the interview respondents, participant 5 in her words claimed:

*"Teachers do whatever they choose to do, they feel less important because they feel the Government has deprived them of what is due them. Because of this, sometimes, they are at work but are not putting in their best". Source: Field Data.*

Her opinion indicated how some teachers are nonchalant in their attitude towards teaching because they believe the Government is not taking responsibility for them especially in remuneration which participant 1 also mentioned by saying:

*“Though we carry out most of the responsibility of teaching, we are neglected and are paid very little compared to our efforts. Our influence as stakeholders is supposed to be high but I do not think it is”. Source: Field Data.*

The implication of the above is a negative impact on the UBE system which can be avoided if their importance is recognized. Stakeholders are important in the education sector and this is revealed in this study. They are referred to as the fuel that makes UBE run according to the statement made by interview participant one (page 91). She uses the word ‘fuel’ to elaborate their importance, meanwhile Ball, et al., (2011) refer to them as actors towards education policy work and Okoro (2011) explains their role as an integral part of UBE that needs to be recognised. Their involvement through their influence, collaboration and qualities could affect or be affected and could either deter or improve implementation of UBE policy.

Responses on stakeholders’ influence showed that the majority of the respondents who completed the questionnaires indicated that the Government and Ministry of Education has the highest influence followed by the teachers and headteachers (See table 15, page 186). However, a few interview participants indicated that influence depends on how much impact someone can have. An example, participant 7 affirmed:

*“when we talk about level of influence in education establishment, I believe it should be calculated in how much impact one has made and not just in the promises or speeches. For the teachers, their level of influence is high with the children but low with the Government since their voices are hardly heard neither are they paid well”. Source: Field Data.*

Her words expresses the way teachers feel especially when their opinions are not considered during decision making but they carry the responsibility of teaching and are paid minimal wages when compared with their efforts (Okoro, 2011) but despite the situation, they continue because of their love for the children and because unemployment rate is high (Eme, 2014). Their influence on the children propels them to aspire towards educating them in a better way. Because of this, their influence is high when it concerns the impact on the children and their parents because they directly liaise with them, but not in collaborating with the Government. Participant 6, who is a Government official explained the current situation at the

time of data collection where Government has taken responsibility through renovations of the public school buildings. He said:

*“The recent progress made by the state in renovating some public school buildings is a sign that it is possible for UBE to become progressively successful in management”.*

*Source: Field Data.*

This is supported by (Enogholase, 2019; ThisDay Newspaper, 2019). Also, recently through Edo-Best program (Onyekwelu, 2020).

EdoBEST program is an initiative to transform how UBE has functioned and this is an indication that the Government is concerned on how it functions. ‘How’ refers to strategies and methods. With strategies and methods that work effectively, the misuse of materials and funds for personal use will be eliminated (Udey, et al., 2009). According to Oviawe et al, (2019), the EdoBEST program has given the opportunity for professional training of more than 15,000 teachers and according to Wahab (2021), more than 11,000 teachers have been trained. They were trained with the use of computers with lesson guides in classrooms which were also transformed to accommodate these computers and mobile devices for administrators. Results indicated that the children have become more focused and are following directions for learning. More materials were provided and accessible in the classrooms. This is an indication of progressive work by the Government and a proof of honoring their words on UBE policy implementation and recognising the teachers and their effort. Their first input towards EdoBEST was to train teachers therefore showing a form of collaboration which is also confirmed by participant two on page 106 when he stated that Government has started taking responsibility towards education. This indicates that there is progress and participant 6 on page 104 is of the opinion that if others would appreciate Government efforts, they (Government) can improve methods and effort. Maybe one of the strategies might be the introduction of meals in Benin City as it is done in nearby states – Ekiti, Enugu and Anambra states (Olatunya & Isinkaye, 2015; Ayogu, et al., 2018).

In addition to the impact of recent progress, the number of children hawking in the streets has reduced because the Government has ensured they are in school (Okereafor, 2021). On the matter of sending children to private schools or abroad, some other respondents like interview participant 4 and 7 explained that if the Government had tried, most families would not be



sending their children to private schools or abroad owing to lack of trust in the public schools (Adebayo, 2009; Adefeso-Olateju, 2013). They expressed themselves with these words:

*“...all I know is that Government should do better than they are presently doing. If our public schools are alright, parents will not spend money taking their children to private school or outside the country” Participant 4*

*“...moreover, some of the Government workers have their children schooling abroad so they are not affected” Participant 7*

*Source: Field Data.*

In essence, they displayed their argument showing discontent with the Government because if the public schools were good quality, parents and even some Government officials would not send their children to school abroad. They do so because they have the resources and because parents can go the extra mile irrespective of the cost to get their children quality education knowing the impact of education (Adebayo, 2009).

Furthermore, responses on stakeholders' qualities showed that all of the respondents who completed the questionnaires indicated that quality is important. (See table 17 on page 186). They indicated that teachers, head teachers, Government and Ministry of Education are active and vision holders, but teachers and headteachers have more communication skills than others. This could be because of their direct involvement with the children. In taking initiative, all stakeholders are considered to take initiative but parents were considered low. It is possible this could be because they are not directly involved with the Government. However, one of the respondents, participant 7, during the interview, wondered if the question was relevant to the subject at hand. She felt stakeholders' qualities are irrelevant to UBE policy implementation unless they are qualities to obtain through training and that would be for the teachers and head teachers. Although she felt that way, it is important to note that qualities in people could determine what they can achieve. In response, participant four stated:

*“I think our qualities are important. If they are not, why are we being trained to acquire them? During my job interview for the position of a teacher, I was asked what kind of qualities I have, that I can bring into teaching profession? If it is not important, they would not ask”. Source: Field Data.*

His response reveals the importance of stakeholders' qualities. Their qualities determine what their input will be towards UBE, apart from other qualities they will acquire through training and on the job. This is important because it is what they have they can impact into the children.

If the qualities are not up to standard, then they are imparting the wrong standards into the children. This portrays the reason why organisations are concerned about quality during recruitment (Humphreys & Crawford, 2014).

Stakeholder mapping is used to describe this theme (stakeholders influence, collaboration & qualities). This model also explains how the success of organisations could depend on their ability to manage their influences, abilities and collaboration between their respective stakeholders. Every form of work with good success has a form of team work inbuilt inside it (Humphreys & Crawford, 2014). UBE management would work more effectively if the stakeholders were to collaborate as a team to achieve one goal, which is basic education for the children.

The result of this study presents a recognition of stakeholders and a justifiable basis for unfreezing to take place towards stakeholders in order to bring about a desired change. To facilitate a change, there has to be a decision for change to take place and in the context of this study, applying Everard & Morris (1996) six steps to change will support the change necessary. Also bringing about a change could reveal some restricting forces which may have been a hindrance to change or propelling forces which the Government have not exploited yet. The Government as stakeholders working closely with other stakeholders could bring about a desired change and one of these stakeholders are the NGO's. Recently, the Non-Governmental Organisations stepped in and have been working together with the Government to ensure UBE policy implementation.

#### **5.1.9 NON-GOVERNMENTAL ORGANISATIONS (NGO'S) AS STAKEHOLDERS**

Another type of stakeholder experienced during data collection was an NGO leader (participant C) who participated in the focus group discussion. NGOs are part of stakeholders in the education setting (Miller-Grandvaux, et al., 2002) and stakeholder analysis can be used to determine their roles. According to Freeman (1984), Stakeholder analysis is a term used in defining stakeholders and their roles. It also acknowledges their interest, authority and concerns. Kennon et al., (2009) sees stakeholder analysis as a tool used in identifying stakeholders that can have an impact in a project. Stakeholder mapping explains why they are referred to as stakeholders (Sapriel, 2013). it is a part of stakeholder theory where the key stakeholders are identified for specific purposes (Kennon, et al., 2009).

In this study, NGO's are recognised as stakeholders because of their role in the education sector. The involvement of NGOs in UBE dates back to the colonial age during missionary organisations' involvement in establishing schools. At the time, education was differentiated by faith and was criticized because there was a belief that it affected traditional culture. Irrespective of the criticism, the impact has grown to this day and now many Non-Governmental organisations' both locally and international have sprung up and have become an outstretched arm of the Government (Salahu, 2020).

Findings from the focus group meeting from Participant C (NGO leader) on pages 111 and 113 described the NGO's participation in UBE. According to him, some NGOs have collaborated with the Government by relieving them of some responsibilities (Kolade, 2019; Salahu, 2020). They have assisted in the improvement of education through distribution of educational materials and supplying some of their basic needs (Kolade, 2019). Although the NGOs have shown their commitment, more individuals are needed to support the beneficiaries and victims of UBE which are the primary school children according to this study. However, some teachers may see themselves as victims of UBE and would speak in favour of themselves to the NGOs or researchers. This could result in being biased since they tend to speak for themselves instead of the system or primary school children in question. An example was the researcher's experience with managing bias with a teacher during the interviews. Although bias was noticed, it was also addressed since information from the teacher was nevertheless useful for this research.

After the data collection and acquiring the knowledge of NGO's involvement in basic education, an interest was developed and that led to the researcher working closely with an NGO in Anambra state in the eastern part of Nigeria. Through this NGO, educational materials like textbooks, school bags and sandals for pupils are provided in some public schools especially for the orphans who are more underprivileged and work is still in progress.

In conclusion, during the interviews, some common concepts sprung up from the respondents. One of them is corruption but as mentioned earlier on page 127, second paragraph, it is a topic for further studies. Another concept is funding. Although funding was explained in some paragraphs, an example on (page 152), it is not within the scope of this research and would be for further studies. Another concept that came up was the provision of school meals which

has started in some public schools in Ekiti, Osun, Enugu and Anambra States in Nigeria (Olatunya & Isinkaye, 2015; Taylor & Ogbogu, 2016; Ayogu, et al., 2018). Although it is considered a good venture which would draw lots of children to attend school, this also is not within the scope of this study and could be a topic for further study. Lastly, in explaining education in the south where Benin City is located, education in the Northern region came up due to their attitude toward UBE. Describing education in the north and south or comparing them is a huge topic and not a focus of this study and would also require further studies.

#### **5.1.10 FOCUS GROUP DATA ANALYSIS**

From the focus group discussion, through observation of their opinions, it was decided to group the respondents into three groups of people.

- Conformist
- Activist
- Realist

This grouping was to aid in the categorization of the respondents for easy identification of their opinions. Though the respondents are grouped into these categories, it does not mean they were confined to a specific category. Their answers to different questions differ. Participant A could be a conformist with question 1 and become an activist with question 2. The differentiation in categories helps as an explanation of their opinions.

In addition, although the categorization in the focus group is different from the ones used in the questionnaires and interview, they are linked through the same questions which are also analysed with the themes. In the finding on chapter four, their answers were displayed using the themes - UBE Function, change/abolish UBE which are part of the themes used for interview and questionnaire respondents. For example, participant A and C's response in Focus Group is based on the theme 'UBE function' which explains if UBE is free or not and participants D's response is linked to the theme abolish/change UBE. Also, their answers are linked to the models. An example is the activist. They are active and fight to bring about change. Force Field analysis can be used in revealing the propelling forces they need for change and can also reveal the barriers they need to fight to accomplish change.

### 5.1.10a THE CONFORMIST

According to Bocchiario & Zamperini (2012), the conformists behave in accordance to norms and customs. They are known to be obedient because they accept situations as they are. The conformists in the focus group recognise that UBE policy always had a problem with implementation like Participant E and G stated:

*“There is a foundational issue with UBE...UBE has been in the same position since inception when it was introduced in the 70’s” Participant E*

*“UBE has been in the same position for too long. What I have seen so far does not look good and the possibility of change is far off” Participant G*

*Source: Field Data.*

From their views, it is certain they see UBE as having foundational issue because the problem has been ongoing since its commencement in the 70’s (See UBE problems explained in pages 13-19). This is also confirmed by the authors, Adepoju & Fabiyi (2007) and Akindele & Fasakin, (2014) when they explained the problems of UBE. The conformists have accepted the problem. The implication of accepting the problems of UBE by the conformists could either be positive or negative. It is negative if they accept and do nothing, but in this study, it is positive because although they accept the problems, they also believe that an overhaul of the system can help solve UBE issues. They believe it is not possible to meet expectations if UBE remains the way it is. This could be because, the policy management has not been well implemented for a while (Arhedo, et al., 2009).

They also believe that the old system of education was more functional than what we have today and that no one has taken ownership. An example is participant E who affirmed:

*“There is an issue of ownership. Nobody wants to own the system and make it work. What I mean by owning the system – the basic education is already introduced but who should be the managers, is it the Government, teachers or the parents? Every Nigerian should see themselves as owning the system and making it work”.*

*Source: Field Data.*

She uses the word ‘ownership’ to mean taking responsibility in managing UBE. The responsibility of UBE policy implementation has always rested on the Government according to literature (Udey, et al., 2009) and she believes that the job should not be left for the Government only. It is important for private investors and organisations to also take

responsibility. This is supported by the words of Kolade (2019) who posits that in many developed and developing countries, some private investors and NGOs have stepped in to help the Government achieve UBE. Though the conformists have different opinions, they agreed on some things e.g. when asked on what their reaction would be if Government decides to change things. They all agreed that change is needed and if possible, every stakeholder including private individuals should take ownership i.e. responsibility as if it depends on them for UBE to succeed. Their argument on taking responsibility is important and the implication is a positive impact on the achievement of UBE if private individuals and investors could take such responsibility.

Furthermore, the result of this study provides a justifiable basis for the conformist using the moral involvement in compliance theory because it involves their norms and beliefs. From the conformists' view, UBE is considered to have foundational issues since the problems has been in existence from inception in 1976. It has become their norm and they have accepted it, but after the discussion and hearing from other participants, they seem to agree to a possibility of change this time due to the renovation of the classrooms which they saw had already started.

#### **5.1.10b THE ACTIVIST**

Activists campaign to bring about political or social change. They see the good aspect of things. They also see an urgency and fight to make a change. They see themselves closer to solving problems if necessary (El-Mekki, 2018). The respondents who are referred to as activists are those who see the good in what the Government is doing and would want to offer their proactive support for a future change in management and implementation. They believe there is progress in the education system. They state that although the system has had its problems, there are some areas that are great. An example is participant C who explained:

*"It is true there were issues of mismanagement, poor monitoring and funding but these are being handled... Also, I believe that basic education is free irrespective of the little monies they are asked for... My point is that, although they are expected to bring those little monies, it cannot be used to judge whether it is free or not".*

*Source: Field Data.*

His explanation signifies an acknowledgement of UBE issues but that they are undergoing reformation. He also described that free education has made it possible for parents not to have to provide all school materials except for few things to pay for like exam fees and books.

Also it has removed the children from street hawking. This is confirmed by the authors (Ihejieta, 2020; Okereafor, 2021) and also the Government official, participant 6 during the interview (Page 104). Another example is the Non-Governmental organisation that has sprung up in Nigeria to help with basic education (Kolade, 2019) (See section 5.1.9, page 138 for NGO's participation as stakeholders).

In this study, participant C, who can be referred to as an activist believes that if basic education is compared with the Northern part of Nigeria where Boko Haram insurgency has been going on, then the south (Benin City) will begin to appreciate basic education. He opined:

*“Many of them in the north still have not embraced education like some other parts of Nigeria due to their religious issues. They believe that basic education does not teach children Islam and their lifestyle. They have the schools, but the schools are empty. I believe our Benin City is doing great when compared to these other places”.*

*Source: Field Data.*

This evidence indicates that in the north, access to education is different. The schools are empty because they do not believe in education, parents send their children to Islamic schools for religious reasons but in the south, almost every child is in school (Bertoni, et al., 2019), hawking has minimized through the EdoBEST program (Edo SUBEB, 2019). This makes it possible for the UBE Act in the Nigerian constitution which mandates every child to attend school to be in operation (Nigerian Constitution, 1999). With the EdoBEST program, it is more certain this law may no longer be violated.

The activists in this study highlighted major issues that led to the policy having problems like mismanagement, poor monitoring, funding issues, low quality education. At the same time, they also made some recommendations on how they think UBE should progress for a successful future of education, and that is for more NGOs and private individuals and firms to join forces with the Government to ensure its success just like participant A stated:

*“The public schools receive funding from the Government, but it will be awesome if they can also receive from private individuals who are able to afford it. Also, if private firms want to get involved in funding, it should be channeled to the public schools just like the NGO's are doing”.* Source: Field Data.

From the beginning of the discussion, the activists never agreed that UBE had a foundational issue because prior to UBE there were missionary schools which were also free (Udey, et al., 2009). UBE has always been functional and will improve with Government input according to Participant H whose first few words were,

*“To explain the extent of what the Government has done for basic education, they have introduced meals in other cities...”. Source: Field Data.*

This expression precedes an explanation for what has been done or is about to happen. In this case he was referring to the introduction of meals in the public schools. To him UBE is the best thing that ever happened to Nigeria and he is hopeful that Benin City Government will introduce feeding in the public schools to help parents with at least one meal a day. This seems to be a good venture according to participant F and he is hopeful it will not cause a distraction on the children’s concentration during learning sessions (Ihejieta, 2020), but it could also help in the number of school enrolments. Although the introduction of meals is something that came up during discussion, in this study its importance is limited, it was not listed as one of the problems of UBE and may not be an immediate solution to UBE policy implementation. However, the respondents are hopeful and have an optimistic attitude that with Government involvement in solving the issues relating to UBE and full attention to the policy, the goal of UBE which is education for all and which Nigeria could not meet in 2015 will be achieved.

Furthermore, reviewing the opinion of the activists using force field analysis is justifiable in this research and that will mean reviewing their attitude which is seen in their involvement. Since they are active and fight to bring about change, they are able to bring about propelling forces that can be of help in UBE implementation and fight against barriers both within and outside the organisation.

#### **5.1.10c THE REALIST**

According to Dutta (2020), the realist sees the actual situation and terms it as real. They accept a situation and are prepared to deal with it accordingly. From the focus group meeting, the realists believe that UBE is what it is because of what they have seen it to be not what they are told it is. They believe in facing the fact of how things are practically. An example is participant A and participant G who stated that basic education is not free like the Government admits. In their own words, they described:



*“To the Government, it is free because of the tuition, but we know it is not because of other materials parents pay for”. Participant A*

*“The levy from the teachers does not help issues. By the time parents estimate these little monies at the end of the year, they feel they have paid tuition”. Participant G*

*Source: Field Data.*

They gave an impression that other people’s opinion is different from the Government’s opinion. They believe that tuition is free with no monetary cost but that is all there is. Payment continues for other things. Although they believe that UBE is a good thing that has happened to Nigeria, the issue of continuity will always be a hindrance to its growth (Bolaji, et al., 2016). Participant F argued:

*“Universal Basic Education is one of the most beautiful things Nigeria has ever established...but just like we also know that one of our greatest problems is continuity which affects every good thing we start. We start but most times stop at the middle of the process”. Source: Field Data.*

Although she is stating what has been happening in Nigeria with respect of continuity but her words show some naivety because she seem not to see what the Government is doing and lacks understanding of how UBE functions and its implications. An example is the introduction of meals in the public schools which the Government already started in some other cities. The introduction of meals to schools is a good venture but the realists (participant F and B) think that although it is great, the reality is that the children will depend on the food and not concentrate, it will increase enrollment and the number of children will increase, affecting the management of the children per class so leading to issues relating to staff/student ratios and the need to ensure children are not taught as a crowd, but receive appropriate individual attention. These are their words below:

*“Although the food aspect is awesome, it is also dangerous because the children could keep going to school just to eat and forget the purpose of learning”. Participant F*

*“If through the feeding program the number of children increases in public schools due to enrollment, the management of the children should be put into consideration. Already, the number of children in public schools are many, therefore teachers are not able to control the children neither do they have time for individual pupils. They are taught as a crowd”. Participant B*

*Source: Field Data.*

They only state their facts based on what they are seeing or predict which appears to be narrow minded. The implication for this is a negative effect on UBE implementation since they have accepted it and will do nothing. Although their realist characteristics were exhibited in the meeting, towards the end of the meeting, after hearing from others, they agreed that there is a need for an overhaul of the UBE system.

Furthermore, the findings in this study provide a justified basis for the opinion of the realists using compliance theory and that will mean reviewing their attitude which is seen in their involvement since they see the actual situation of things and term it as real. Also, it could be seen that they agree with both propelling and restricting forces in UBE and see it as what it is and accept it. They accept anything the Government plan to initiate, just like participant 7 during the interview said:

*“There is nothing the people can do whether the Government is abolishing a method or replacing the method. The people’s voices are usually not heard. Government do what they want...”. Source: Field Data.*

The focus group meeting responses discussed above show a combination of opinions which also reveals the involvement of the three categories - conformists, activists and realists as suggested by the researcher. The questions used were few compared to the ones used in the questionnaire and interviews. In summary, the three groups had a unanimous response that UBE needs to be better managed. From their individual responses, although the realist had accepted UBE as it is, they also believe that it can be better if there is good management. While tending to accept UBE as it is, the conformists think that UBE is in a bad state and in need of urgent resuscitation. The activists think the development of the UBE system is good but slow and needs to be improved. All of them agree change is needed. In summary of their views, they all agreed on the need for better management from the Government.

Furthermore, the result of this study shows a supported basis for unfreezing to take place in order to effect changes which the respondents are expecting. Likewise, the study justifies the need to identify and assess the propelling and restricting forces that may be affecting UBE in order to bring about desired changes. Their attitude and involvement towards change is reflected in Etzioni’s Compliance Theory since it concerns how they are positioned with respect to power and involvement.

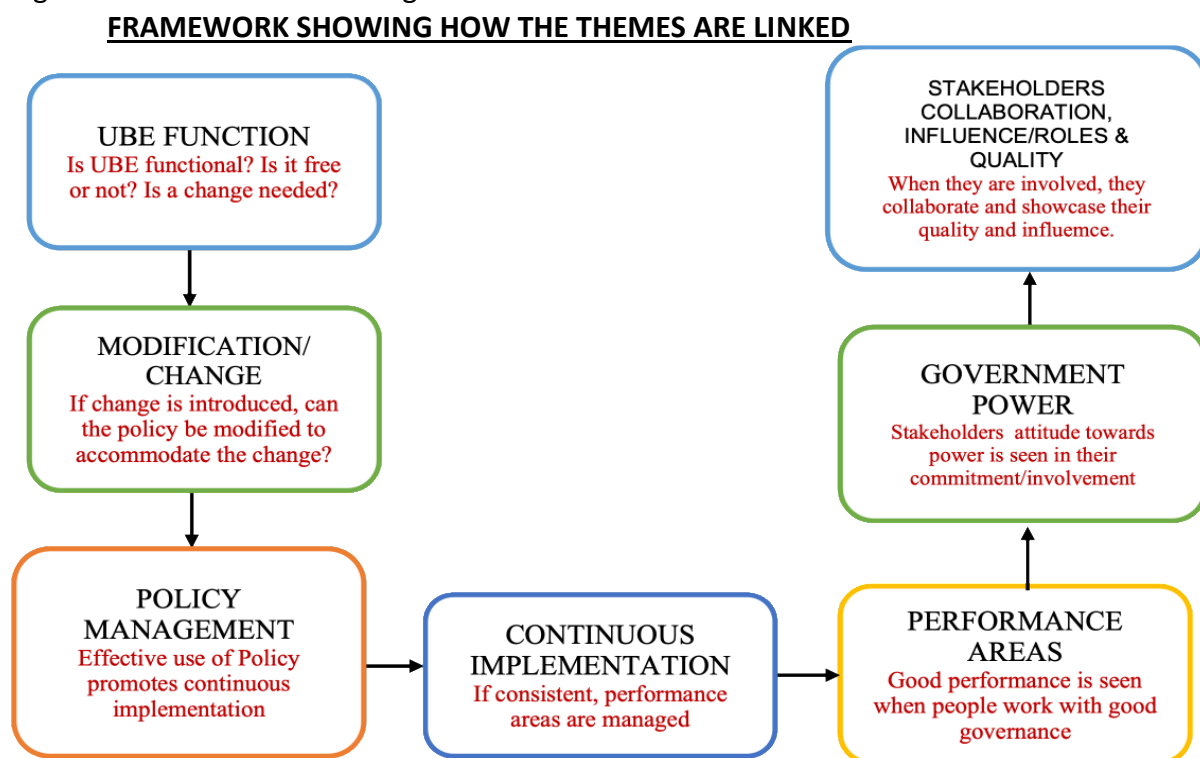
## **5.2 DISCUSSIONS**

The above analysis (pages 119-146) provides the analysis of participants' opinions, beliefs and attitudes towards UBE implementation. The themes were used as sub-topics to frame respondents' perceptions and views, thereby connecting the questions asked during the interviews and in the questionnaire to the themes. An example is when participant 6 responded to stakeholders' way of working together. The theme used was stakeholders' collaboration, his opinion was inter-related with how closely stakeholders should work together as part of a responsibility towards achieving UBE. This is linked to their obligation and skills which is the sub-category and these reveal their capability which is chosen as the category. Similarly, the other themes, sub-categories and participants' responses were interconnected. These themes are also linked to the research objectives and justification for using the themes is discussed in the next section 5.2.1.

### **5.2.1 JUSTIFICATION FOR THE THEMES IN CHAPTER FOUR**

The justification of the themes used in chapter four are based on the notion that they could expound the data retrieved from primary data and explain respondents' opinions of the UBE situation. The themes are also justified since they fit into the data analysis because of their description of the primary data collected. These themes were conceived when the data collected in audio was transcribed and when the questionnaires were collated. They relate and are linked to each other therefore fitting into the data analysis. Some of the themes are linked to the local communities – such themes like UBE function, abolish/change UBE, some are linked to the education providers like the policy management and performance areas while some are linked to the Government like the continuous implementation and to stakeholders like Government power. The diagram below (figure 11 - framework linking the theme), displays a framework showing how the themes are linked to each other in the form of a sequence. The sequence shows a relationship between the themes and the data analysed. In addition, these themes relate to the study's aim and objectives because their usage in describing the primary data helped in assessing the management of UBE policy implementation in Benin, which is the aim of the study.

Figure 11: Framework – Linking the Themes



Source: Researcher

The themes are also linked to the objectives. For example, the theme UBE Function which investigates the issue of whether UBE is free or not can be linked to the first objective which was to explore the challenges and constraints faced in implementing UBE policy in Benin City. The theme “Policy Management” is linked to the second objective which was to examine how the understanding of education policy informs UBE implementation in Benin City. The theme modify/change UBE is linked to the third objective which was to review the extent the management of UBE implementation brings about change in the public primary education in Benin City. The theme reveals whether the management need modification or total change. The theme helped in revealing and describing present management situation while the literature review revealed the past. Also the fourth objective which was to review some relevant management models and seek how they can be applied to the UBE situation in Benin City was also resolved with the use of the themes. For example, the theme modification/change was described by Lewin’s three step model and force field analysis therefore showing their connection (see page 128, last paragraph). The theme stakeholders’ influence, collaboration and qualities described stakeholders involvement which is the fifth objective in this study which states to examine the involvement of stakeholders in UBE implementation in Benin City. This gave an overview of their involvement and explained that

without the stakeholders' involvement, there will be no effective UBE. The linking of the themes and objectives also relates to how the objectives were achieved. (See section 6.6, page 175 on achievement of Research Objectives). After these objectives are linked with the description of themes, it seems possible that effective UBE policy implementation may be regained in the primary education sector if the stakeholders will step up to the challenge, especially the Government. The subsequent paragraphs present discussions that reveal how the research is connected to the literature review, themes and change models.

In addition to this chapter, there will be the ranking or sequence of the theme categories – which comes first for the process of change – is it managing, evaluation through monitoring or capability? Considering the research carried out, managing should be considered first in the sequence because it is the main purpose of this study, followed by monitoring/evaluation and then capability.

**Table 5: Ranking Sequence of how the theme categories are discussed**

1	Management through managing policies and inducing changes
2	Evaluation and assessment through Monitoring
3	Capability through stakeholders influence and roles

## **5.2.2 MANAGEMENT THROUGH MANAGING POLICIES AND INDUCING CHANGES**

The literature review in chapter 2 (page 24) described the history of how policies had been managed in Nigeria. The journey to Nigeria for data collection provided an update on recent occurrences with respect to managing UBE policy. Chapter 4 (page 76) displays the findings from data collected, which reveals the changes respondents think should be made towards UBE policy management. The themes used in explaining managing policies and inducing changes include policy management, Government power and continuous implementation. Likewise, the model considered in this discussion is Lewin's 3-step model, force field analysis, stakeholder mapping, Beckhard & Harris model.

Therefore, in ranking the themes according to importance, managing policies is first considered because without the policy, the research would be incomplete. Management of policies can be achieved by the Government because they have the authority but they need to be aware they cannot achieve results without involving other stakeholders. This resonates with stakeholder mapping because their influence, qualities and collaboration is needed. Force field analysis comes into play to ascertain what the restricting forces might be against an

intended change and how the driving forces may be strengthened to end the equilibrium which prevents change from happening. Any type of management system could be selected by the Government, but to enable a change, it should go through a change process. The goal is to achieve better UBE and using Beckhard and Harris' (1987) model could help to avoid going through rigorous, but meaningless and unproductive processes. Whatever method chosen by the Government, if effective, needs to be maintained through monitoring and controlling.

### **5.2.3 EVALUATION WITH ASSESSMENT THROUGH MONITORING**

An analysis of the data showed that evaluation was important in the monitoring of the UBE program. The views on the adequacy of the monitoring practices of the UBE policy is discussed under this category although it was mentioned under management as a theme. The use of evaluation as a category came from the recognition that UBE could be evaluated to show if it is functional and if not, there can be an improvement and in this respect, the improvement is through monitoring. The best way to evaluate an entity is by assessing its impact and the result through monitoring will determine if what currently exists, needs to be modified or changed.

Monitoring is an aspect that could bring a change to the UBE policy implementation. While pondering and considering respondents' opinions, the word controlling was considered. This is because monitoring and controlling would help to reveal the state of UBE especially the functionalities which will determine whether changes are needed. The use of technology could also be of help in achieving this through the use of computers for records. Monitoring and controlling involves working directly with stakeholders. The stakeholders' response and collaboration with the monitoring team determines the resulting outcomes. Monitoring is part of the administrative aspect of UBE management and according to the answers from some participants, it has not been carried out 100%. Examples are found in the excerpts below:

“The monitoring aspect of administration has not been functioning 100%”. Participant 6

“To ensure results are achieved in UBE, there ought to be monitoring and reporting”  
participant 7

“Before independence, we had inspectors that monitored UBE... I do not understand why such a beautiful thing would suddenly change now that technology has improved, and knowledge has also increased”. Participant 1.

These views are also confirmed by Abdulrahman (2018) who opined that administration is an issue that needs attention. Nakpodia (2011) also opined that the Ministry of Education should

intensify their efforts in the monitoring of the UBE program. 33 of the participants claim that administration is good, but monitoring is poor. People believe it is easy to administrate in the office environment but the action aspect of administration where the monitoring officers go out and do their jobs could be lacking.

Monitoring becomes effective when the people responsible are compliant. This brings about the use of Etzioni's Compliance theory as a change model that could show the power the Government uses for controlling purposes. According to Stephen et al., (2003), it is easier to control policies in a smaller environment. Benin City is large with a population of 4.2 million as at 2016 (World Data Atlas, 2018), therefore monitoring of UBE could require more and well-trained people with commitment. It is also possible that monitoring has been done to some extent, the question could be: was it recorded and reported?. Anything monitored and not recorded or reported is just like it has not been done (Tilbury & Janousek, 2006). Recording what was monitored gives the next generation something to learn from the past and it provides an idea of what to do next. Therefore, if they are equipped with the recorded information, they can show their capabilities.

#### **5.2.4 CAPABILITY THROUGH STAKEHOLDERS INFLUENCE AND ROLES**

Stakeholders through their influence and roles exhibit their capabilities. All other themes from management and evaluation described in the last two sections (5.2.2 and 5.2.3) are directly linked to stakeholder mapping and this can be seen in these examples - When the policy is managed and changes introduced, the recipients are the stakeholders because the changes involve them and affects their influence and roles. When Government power as a theme is being analysed, stakeholders are involved because the Government exercise their power on them, and depending on the type of power, their involvement is affected. Likewise, when there is evaluation, assessment and monitoring, they are carried out not only on the UBE processes but also on the stakeholder's involvement. An example is the EdoBest program which was recently introduced (Oviawe, et al., 2019) and the first initiative of the program was the training of more than 11,000 teachers (Wahab, 2021) before considering the renovation of the buildings and provision of computers and tablets.

The result of this study provides a justifiable basis that stakeholder mapping as a model is the most important in this study as without the stakeholders, there will be no UBE policy implementation because the policy was made to be implemented by stakeholders. Although

there are several stakeholders, the teachers are important and it is argued in this study that a perceived failure to reward them appropriately in recognition of their important position could cause an opposing force and solving the situation could reduce restricting forces within and outside the educational sector. Okoro (2011) describes teachers as an important part of UBE and the implication of recognizing their importance could lead to a positive impact on UBE. In continuation, there are other discussions on management issues especially with funding.

### **5.2.5 DISCUSSION BASED ON MANAGEMENT ISSUES WITH FUNDING**

Still on the issue of management, respondents believe that managing of resources is another aspect that needs to be focused on. There are many types of resources, including provision of books and technological materials, but funding comes to mind any time resources are mentioned even though it is not the focus of this study. Though the funds are not enough, the little provided should not be mismanaged as mentioned by participant 3:

“Nigeria has enough funds to ensure every child is in primary school for free but that is only possible if it is well managed and individuals stop sabotaging the little funds from the Government”. Source: Field Data.

During the interviews, it was also revealed that Government has recently released some funds and started on implementation (Ifedi, 2018; Enogholase, 2019). This is an indication that the State is capable of meeting their commitment towards UBE by contributing 50% additional funding after the Federal Government allocation (Okoro, 2011). This corroborates with what participant 2 stated during the interview:

“UBE have International or Federal support in the public schools but to access the funds in the state level, the State Universal Basic Education Board (SUBEB) should add 50%”.

This indicates the possibility of implementing a policy with adequate funds. If funding is given priority, then implementation could be a continuous process and this could help to nullify the issue of continuity with Nigeria because continuity has been a concern in the history of Nigeria (Bolaji, et al., 2016; Adedayo, et al., 2018). Funding could also help in implementing change models discussed in this study if they are considered by the Government. Implementing change models is discussed in the next paragraph.

### **5.2.6 DISCUSSION BASED ON IMPLEMENTING CHANGE MODELS**

The result of this study revealed the importance of change management models which according to Singhal & Hendricks (2001), yielded results in the past. The models provided the



theoretical lens with which this study was viewed and because of their success in the past, it is perceived that they might be a success again. Their application in this study relates back to the original fourth objective which was to review some change management models and see how they can be applied to the UBE situation. If the change models are utilised according to this study, it might reveal other possibilities of achieving UBE policy implementation.

Furthermore, some of the models work in affiliation with managing policies and bringing about changes like Lewin's three step model which comprises of unfreezing, moving and refreezing, which relates to creating motivation for change, preparing for the change and the stabilization of the organisation through the change. Also usefully applied are the use of Force Field Analysis which makes it possible to appreciate propelling forces and removing barriers to change, Beckhard and Harris (1987) model as re-worked by Everard & Morris (1996) which creates a change by looking at the transition period from present to future state. Other models work towards monitoring and controlling purposes like Etzioni's Compliance theory which assesses the type of power the Government uses to control other stakeholders and others work for evaluation like stakeholders mapping and Force Field Analysis.

Also in this study, it is observed that a model could be used to view different aspect of UBE. An example is while Lewin's three step model reveals the unfreezing of the previous processes in relation to the UBE situation, it also involves generating motivation in the stakeholders in realizing the need for change. It could also be that two models could describe the same situation in different ways. An example is while Force Field Analysis reveals the propelling and restricting forces that might be hindering changes, Beckhard and Harris' change model could be evaluating the failure of that change. It could also be argued that the recognition of these models and their usage could bring about a positive impetus towards the achievement of UBE policy implementation. Although the respondents may not be acquainted with the word-change management model, their words express a desire for any method that could bring about change in UBE setting. An example are these two excerpts from Participants 2 and 4:

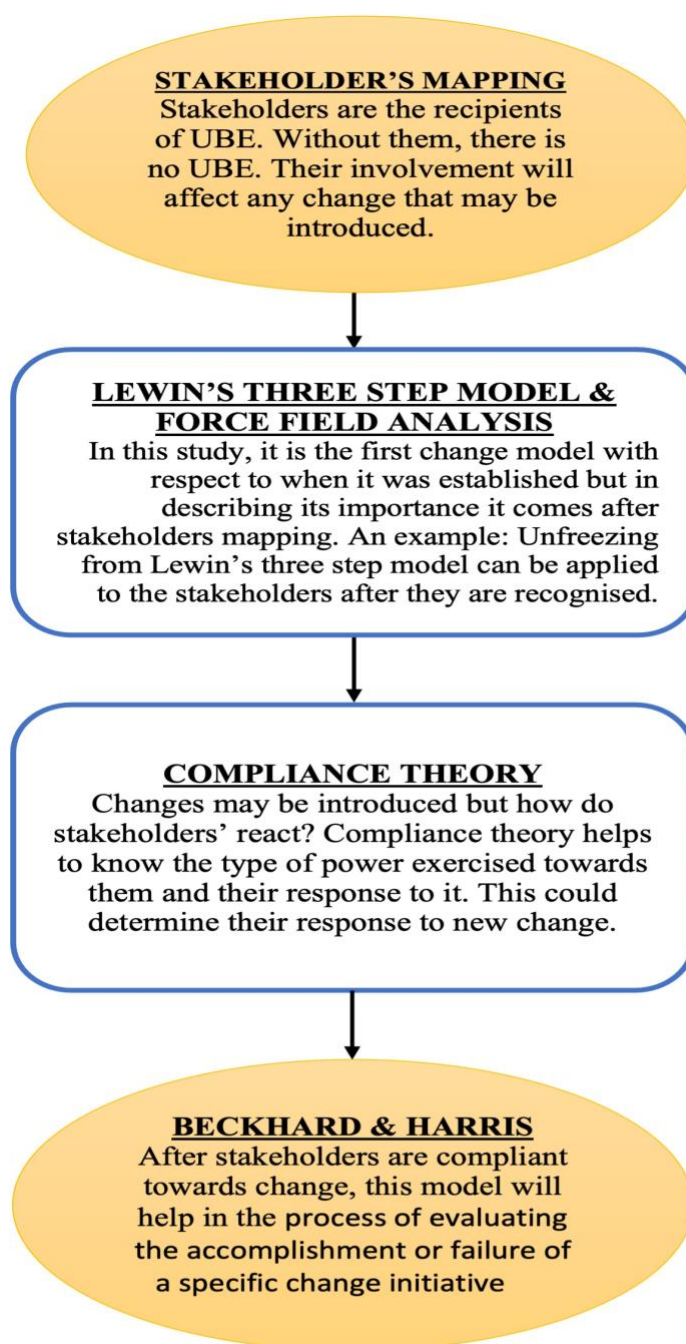
“...They should change their system of operation on how they have been handling the policy. If the policy is not alright, other countries would not have been able to achieve UBE. It's all in the method”. Participant 2. Source: Field Data.

“I have often heard that one cannot achieve a different result when continuing using the same methods. I think Government should change their method”. Participant 4

In chapter two, the models were listed and discussed according to when they were created. In this section, they are not just listed as was the case in the literature review, but rather discussed as instruments, how they can be applied and the order in which they might apply. They will be listed according to their importance in relation to how they can be implemented for a better UBE. See figure 12 below.

Figure 12: Models According to their Importance

FRAMEWORK SHOWING MODELS DISCUSSED ACCORDING TO THEIR IMPORTANCE IN UBE



Source: Researcher

From the diagram above (Figure 12), the change models were described in the way they can be applied according to their importance. Although Lewin's change model of 1940 was the first amongst the models used in this study and later stakeholders' theory which came out in 1980, the application of stakeholders' theory seems to be needed for an immediate drastic change for UBE in Benin City. This could be supported by the action of the present administration who has introduced the program EdoBest and the training of stakeholders was the first initiative before the renovation of the classrooms and the purchasing of educational materials and computers (Wahab, 2021). Stakeholders are the main individuals involved in UBE, and without them, there is no effective UBE. Every organisation's success is dependent on the management of their stakeholders, including their key customers and employees. Lack of identifying their importance and not recognising their position could be fatal even if it is unintentional.

Lewin's three step model can then be applied because the stakeholders are needed for unfreezing their present status and then force field analysis should be applied which will reveal the restricting forces that may have been a hindrance and the driving forces that will help. In this study, it is argued by one of the interview respondents, participant 1 that remuneration could be a problem (restricting force) in getting the stakeholders involvement. She said:

"Though we carry out most of the responsibility of teaching, we are neglected and are paid very little compared to our efforts. Our influence as stakeholders is supposed to be high but I do not think it is".

Source: Field Data.

Participant 5 also said:

"Teachers do whatever they choose to do, they feel less important because they feel the Government has deprived them of what is due them. Because of this, sometimes, they are at work but are not putting in their best".

Source: Field Data.

Their view indicates a resistance to their responsibility due to poor remuneration.

Compliance theory could be the next step because the teachers' response to the situation of salary will depend on how the Government will handle the change aspect. What kind of power will they exercise? The outcome would reveal how they solve the present situation and the plan they have for the future which requires Beckhard and Harris' (1987) model as re-worked by Everard and Morris (1996). The success of using these models can be seen when the stakeholders are compliant and without a resistance to change.

### **5.3 RESISTANCE TO CHANGE**

Resistance occurs when there is a rejection of something. Organisations with values and that believe in inventions are careful not to hire workers with rigid mindset who do not like changes (Nakhoda & Tajik, 2017). Resistance is also seen as a behavioral occurrence where workers exhibit opposition to management (Smollan, 2011). According to Nakhoda & Tajik (2017), resistance to change is an action that happens when people perceive a change as a threat. The resistance becomes high when the factors for change present them with no choice. Yılmaz & Kılıçoğlu (2013), explains that no matter how good a change may present itself administratively, individuals in the organisation will always want to resist. In contrast, Brown & Harvey (2005) views resistance to change with the mindset that people resist because of the method used and not because it is in their personalities.

Educational institutions change consistently because of the pressures they experience from their external environment, therefore they need consistent development systems and procedures to achieve effectiveness. These pressures could come from the society like trying to attain society standards, yielding to the Government laws and regulations, stepping up with technology improvement and changes or even administrative practices (Yılmaz & Kılıçoğlu, 2013).

There are three types of resistance to change according to Yılmaz & Kılıçoğlu (2013). They are

- Blind resistance
- Political resistance
- Ideological resistance.

Blind resistance occurs when people are afraid of change no matter what the change is. Their reaction is immediate and they are biased, therefore they react defensively immediately change is introduced. This is supported by Beckhard and Harris' (1987) model when they explained that people naturally resist change irrespective of the explanation. It is possible that blind resistance could take place in the education sector because the stakeholders might resist a change immediately because they do not understand and feel they could lose or because of religious or other reasons, including fear of the unknown. Such people need reassurance and time to get used to the change and also without putting pressure on them. An example could be seen with the interview respondent, Participant 6 who said:

“The teachers, head teachers, Ministry of Education employees that work closely with the Government sometimes yield due to religious reasons”.

Source: Field Data.

His view is an indication that people can resist change no matter what the change is due to their belief or fear.

Political resistance is when people believe they are going to lose something significant like their salary level or status, their positions and benefits in the organisation because of the introduced change. In the educational environment, the teachers may feel they will lose their positions if they succumb to change. This type of resistance could be perceived to be in existence in this study with some of the respondents' opinions who explained that some stakeholders yield to power due to personal gain or because they think they will lose their benefits or jobs. Examples could be seen in the following excerpts below:

“There are many Nigerians who yield to authority because of personal gain. Situation may be uncomfortable but due to compensations, they remain and yield. They feel they might not find another opportunity for such benefit considering the economic situation of the country”. Participant 4

“Teachers and head teachers may not acknowledge a method but may not express themselves out of fear of losing their jobs”. Participant 2

Source: Field Data.

These people need a mediator who will negotiate with them, explaining how they will gain more through the change than if they remain in their present position or situation.

Ideological resistance to change is when the people believe the introduced change will cause them harm and violate their values, therefore bringing about more failure than progress. They think the change is untimely and ill-fated therefore they resist. For this category of people, they need proof with data that can explain the change and persuade them to see the benefits (Nakhoda & Tajik, 2017). This type of change is not common in the education sector and therefore does not relate to this study. Within these three types of resistance to change, the common variable is that they all need the organisation to communicate and explain the change process to the employees. This is supported by Chiloane-Tsoka (2013) who postulates that it is important for managers to communicate change in advance so the people can be prepared. In this study, resistance to change is important because the knowledge of it could help in analysing when there is blind or political resistance in the education sector.

In summary, this analysis and discussion chapter reveals that the data retrieved has been analysed and the themes used in explaining the data justified. It also reveals the discussion that management of UBE policy implementation has been explored, change management models and their application to UBE have been reviewed and stakeholders' involvement assessed, which relates back to the original objectives in section 1.7 on page 21.

Also in this chapter, the importance of non-governmental organisations is highlighted as a stakeholder in the education sector (Kolade, 2019). Their involvement in recent times has added to the work done in Basic Education. The linking of the data analysis and the literature review provided a better understanding of UBE policy implementation which is an indication that this chapter contributes to this thesis. Chapters one to five of this thesis have provided empirical information concerning UBE policy implementation. This will lead to the next chapter which is the conclusion and successful end of this thesis, but also a beginning to new and further research. The next chapter presents the conclusion.

## CHAPTER SIX

### 6.0 CONCLUSION

This chapter presents the conclusion of this research. It will start with a clear statement of the findings (page 160). There will be a link between the findings and the literature review by returning to the research questions and how they have been addressed. Finally, it contains the contributions to knowledge, discusses the limitations and points to opportunities for further research. This conclusion brings to mind the findings from the data collected. This is important because it links back to the beginning of the study and reveals the aim which is to assess the management of UBE policy implementation in Benin City. This aim encompasses UBE and its management, and links them to existing policy. In concluding this research about Universal Basic Education, it is important to reiterate its usefulness as the foundation every country needs for country growth and development in this 21<sup>st</sup> century. Its importance as a basis for every child's development, is well documented and widespread in literature (see Bibliography) and the Governments of Nations have considered it essential in today's world (EFA Global monitoring report, 2015).

The study is justified academically by the need to provide basic education to every child of primary school age in Benin City. This is part of a bigger goal that can lead to achieving a key United Nations' goal which is Education For All which is also in line with the Millennium and Sustainable Development Goal (Opoh, et al., 2015; Kolade, 2019). The study also refers to policy management and its importance with respect to achieving UBE. This is significant since many developed countries utilised such a policy before achieving basic education. In addition, a logical or pragmatic justification was the provision of scholarly empirical evidence through literature and primary data.

The introductory chapter revealed the aim and objectives of this study in sections 1.5 and 1.6 (pages 20-21). The aim, which is to assess the management of Universal Basic Education policy implementation in Benin City was discussed and objectives were included. The introductory chapter also revealed the problems surrounding UBE non-implementation in the context of Benin City. The literature review in chapter two provided the background and history of UBE and a review of policy management. It followed a systematic but more of a narrative approach and provided an explanation of various aspects of UBE with respect to the main context (Benin City) through relevant literature from secondary data. Most of the literature was drawn from

the work of several authors like (Bell & Stevenson, 2006; Udey, et al., 2009; Awofala, 2012; Amakiri, 2014; Bolaji, 2016; Bell, 2020) and many others (see bibliography). Whilst most of these authors highlighted issues with policies and the problems of UBE, few of their writings were mainly confined to Nigeria as a country, a few were specific to other states like Nakpodia (2011) and Okoro (2012) for Delta and Imo state respectively but none were focused on Benin City and a little was said about non-implementation of policy therefore demonstrating a gap. The conceptual framework in figure 1 on page 27 categorises Universal Basic Education for primary and secondary school but it is argued that primary school is most important because it serves as a foundation to education (Awofala, 2012) therefore forming the basis for the selection of primary school. The framework also highlights management of UBE because of its importance to the study.

The methodology that supported this research was interpretivist in nature as there was a need to view the world of the respondents by being immersed in their world for few months. The researcher's subjective view of the phenomenon was revealed due to direct involvement with the stakeholders. The research design was described as the plan for the execution of the research. The field work yielded empirical data which is provided in the findings in chapter four. These findings displayed data from respondents' viewpoints. This corresponds with Hiller & DiLuzio (2004), who argued that data descriptions from interviewees are their own framework of views from their own experiences and perspectives and Cohen, et al, (2007) who states that they are more than data but as people whose interactions through communication brings knowledge.

Analysis of the findings in chapter five was done using the framework in figure 10 on page 75 – (categories and themes) which displayed the themes used to describe respondents' opinions. This is followed by the discussions. The next section 6.1 consists of statements from findings followed by explanations on how the research questions have been answered.

## **6.1 STATEMENT OF THE FINDINGS**

This section presents a clear statement of the findings in conjunction with a revisiting of the literature. The findings revealed the perceptions and views of stakeholders in relation to the implementation of UBE policy in Oluwa Primary School Benin City. There are also some lessons learnt which could be beneficial to Oluwa primary school and its surrounding wards as well as impact the wider education community in Benin City.



The literature review and results of questionnaires, interviews and the focus group meeting gave an insight on what UBE was, is perceived to be and could be. Findings from the interviews provided an in-depth understanding into the perceptions of respondents and this has helped to explore the solution for the current situation. The study into stakeholders revealed one of the facts that serves as a bed rock for an outstanding UBE i.e. the recognition of their influence and that their involvement will determine the success of basic education in general.

The findings also revealed that having UBE policy is not adequate without ensuring its effective implementation so that the purpose for which it is formed can be achieved. This study has shone a spotlight on UBE, its importance and significance. It provided insights into stakeholders' views about public primary school UBE policy implementation. It showed that despite the opinions of stakeholders during the interviews about the implementation situation, they are open to change and ready for new opportunities. Although the goal to achieve UBE was set for 2015 and Nigeria could not achieve it, the results from this research show there is still opportunity for improvement.

In addition, the findings also revealed the importance of change management models. The desire for change confirms Ford's (2009) view that change is a continuous dynamic process, and this is what the participants are expecting to see. This corresponds with the fourth objective of this study, which is to review some management models and see how they can be applied to the UBE situation in Benin City. The framework on change models reveals a systematic and coordinated approach that can facilitate the implementation of change (See figure 12 on page 154 showing models according to their importance).

The reason for referring to these models is because according to the findings, their application to the current situation of UBE could be an effective framework for moving forward. The models were used to analyse the situation and the same models, if applied, could provide the solution that is needed. Assuming the Government applies the change management models described in this study, they could present a starting point and could yield other possibilities which can be further realised through more research. As a researcher who is also an educator, I believe it is important that stakeholders in UBE especially the Government adopt an effective approach to the handling of UBE implementation by putting measures in place which should be adhered to and at the same time allow other stakeholders like the teachers the ability to achieve more. Moreover, when the specific change models described earlier in this chapter

were explored separately in the research there was a recognition of how they (stakeholder mapping, Lewin's change model, Etzioni's compliance theory, Beckhard & Harris) could work as a sequence in effecting a new UBE if utilised (See figure 12 on page 154 showing models according to their importance).

Authors like (Ekpunobi, 2006; Uko-Aviomoh, et al., 2007; Udey, et al., 2009; Awofala, 2012; Bolaji, et al., 2016) and many others have stated that UBE is free education, but this seems to contradict what the respondents have stated during the primary data collection. The majority of the participants both during the interviews and through the questionnaires considered this statement to be at odds with the reality on ground, especially going by the views of the parents who indicated that they are still being asked for funds towards some educational materials and fees.

Some respondents were able to recognise the stakeholders with higher influence, such as the Government, head teachers, teachers, Ministry of Education Officials. Their influence is important to the point that if neglected, no matter the changes made to UBE, their participation or non-participation will be noticed. Through the experience gained during this research and arriving at the findings, although the stakeholders are also the key recipients of UBE, if they are not equipped to carry out their responsibilities, the situation would not change or might even become worse. This brings Lewin's change model (three step model & force field analysis) into consideration. In the 3-step model - the unfreezing, moving and refreezing is described in this study. After the stakeholders have been recognised as the key individuals in UBE, unfreezing of the previous processes of UBE becomes the next important process for facilitating improved implementation. Unfreezing also involves generating motivation in the stakeholders to realise the need for change and confront issues within their present state. Force field analysis could help in confronting these issues by recognizing barriers in order to address and eliminate them and by strengthening the driving forces so that change can be initiated. When this is achieved and they continue to be involved, whatever change is brought in will be embraced through the moving/learning process of the three-step model.

In addition to this process, Etzioni's compliance theory as one of the models might come into play because this also comprises of stakeholders' involvement during the learning process. Stakeholders could accept the idea of change but if the compliance aspect is autocratic or

coercive, there might be resistance. Considering other aspects of Etzioni's compliance theory which involves Utilitarian/calculative (remuneration) and Normative/moral (rewards), there could be an understanding and acceptance of any change. Although refreezing is part of Lewins' three step model, it can be argued that it is too early to refreeze at this point and arguably there should be room to make adjustments as necessary and on an ongoing basis.

Finally, the findings revealed signs of recent UBE policy implementation in the public primary schools. Some examples are the renovation of classroom buildings as stated by (Enogholase, 2019) and the Edo-BEST program which was recently started and where teachers use technological equipment like computers to teach (ThisDay Newspaper, 2019). This calls for further study on the progress of UBE policy implementation. Findings on change management also revealed lessons that can be utilised for educational institutions. One of these lessons includes knowing that change is unavoidable as stated by (Sohmen, 2016) but how it is handled will determine the results attained. Finally, although some respondents believed UBE is not free and without monetary charges, it is certain that many others do believe it is free irrespective of the informal fees they pay (Okoro, 2011) because without UBE, many children in the rural part of Benin City would not have been able to afford an education. This viewpoint is in agreement with one of the participants during the focus group discussion who works with an NGO (Participant C, on page 111).

## **6.2 ANSWERING THE RESEARCH QUESTIONS**

At the beginning of this research, the research questions listed below were formed based on the aim of the study which is to assess the management of Universal Basic Education policy implementation in Benin City

- What are the main challenges faced in implementing UBE policy in Benin City?
- How does the understanding of education policy inform the implementation of UBE in Benin city?
- To what extent can the management of UBE implementation bring about change in the public primary education in Benin City?
- How does the application of change management models facilitate UBE Policy implementation in Benin City?
- How does the involvement of stakeholders improve UBE implementation in Benin City?

The subsequent paragraphs present discussions that reveal how the study is connected to the research questions, how they are answered, their connection to the literature review, change models and themes. The next paragraph presents the first research question.

### **6.2.1 FIRST RESEARCH QUESTION**

#### **What are the main challenges faced in implementing UBE policy in Benin City?**

In the introductory chapter, the problems with UBE were highlighted and discussed in sections 1.3 to 1.3.1 (pages 13-16). This was included in the introductory chapter because every research according to Labaree (2020) originates from a problem. These problems give the research a focus. The journey to Nigeria was made in order to investigate the problems. The respondents voiced the problems they saw which also correlates with what other authors (Okoroma, 2006; Udey, et al., 2009) had stated in the literature previously. Udey, et al., (2009) listed some problems such as inadequate access to schools, unqualified teachers and non-commitment from them, decayed infrastructure, funding and also indicated how these problems had been recurring for a period of time.

During the data collection, the respondents revealed the same problems especially non-commitment of teachers, decayed infrastructure, funding and corruption. Okoroma (2006) explained that eradication of corruption could be of great help in solving non implementation of UBE policy. Almost every respondent emphasised corruption. However, corruption was not discussed in this study because it is an extensive topic recommended for further studies. The information obtained from both the literature and the respondents answers the first research question on the main problems in implementing UBE policy in Benin city. The existence of these problems is an opportunity for understanding of education policy and its implementation which leads to the second research question in the next paragraph.

### **6.2.2 SECOND RESEARCH QUESTION**

#### **How does the understanding of Education Policy inform the implementation of UBE in Benin City?**

In chapter 2 (literature review on page 24), the lack of management of UBE policy was stated by Arhedo, et al., (2009) as one of the issues related to implementation. This formed the foundation for the second research question based on understanding policy. Okoroma (2006) also argued that there is a gap between educational policies and goal attainment. In answering

this question, an understanding of education policy was discussed. Bell (2020) argued that policy comprises of sets of objectives that are planned to consist of what is expected to happen. It is a decision by Government that reveals their intention. When these objectives which are expected to be implemented do not happen, it becomes an issue. Bell (2020) as mentioned above stated policy comprises of sets of objectives and according to National Policy on Education (2013), UBE consists of the following clear cut objectives - Providing every child from the age of 6 with an education, Building in the citizens an educational consciousness and being committed to promoting its growth for the future, Ensuring basic educational needs of young people are met during juvenile age, curtailing the percentage of dropouts of children in schools and discover their reasons and ensuring they acquire correct and standard levels of literacy. The first objective was the main discussion in this study.

From discussion in the previous chapters, it shows that non-implementation of policy has caused the non-achievement of UBE. Answers from the questionnaires, interviews and focus group provided some insights into the situation. Respondents voiced their knowledge about UBE policy and expectation for an improvement in its implementation. Neuman & Devercelli (2012) in agreement mentioned a policy on early childhood development which was never implemented as an example that a policy can exist but not implemented. From literature and discussions, it was realised that UBE policy was never the problem although some respondents indicated that the policy should be modified owing to the perception that there was a lack of results. However, some others think it should not be modified because the countries that achieved basic education used the same policy as participant 4 affirmed:

“I do not think the countries that achieve UBE goal changed the policy to reach it. They must have changed their system of operation in managing the policy. Nigeria and Benin City should do the same”.

Respondents believe that if this policy is well managed, there could be a change and this brings about the third research question on management.

### **6.2.3 THIRD RESEARCH QUESTION**

**To what extent can the management of UBE implementation bring about change in the public primary education in Benin City?**

Udey et al., (2009) definition of management expresses it as solving recurrent problems after several periods of struggling for achievement and this definition informs this study. The

respondents also expressed the same opinion during the interview and focus group meeting. Likewise, Akindele & Fasakin (2014) argued that UBE policy non-implementation has been recurring for a period of time and has become a problem. In agreement with what Akindele & Fasakin argued, Participant 5 indicated during the interview:

“If I recall the last 10 years, it seems UBE has been going around in circles coming back to the same status” Source – field data

Managing the policy is a direct responsibility of the Government. During the interview, the respondents expressed their dissatisfaction towards how the Government has handled UBE. They are certain that Government has the ability to change the situation since they are the main stakeholder which every other stakeholder relies on. They have the capability to position qualified employees and maintain a standard for other stakeholders even if it requires a complete change of strategy. This is supported by Amuchie et al., (2013), who also affirmed that what is needed is a change of management system for UBE implementation. Although mismanagement existed (Kadingbi, 2004), ensuring the policy is upheld through Government enforcement is of advantage. The Government official (participant 6) during the interview expressed his opinion like the others, knowing his office has not done as much as expected but also stated they have tried. They have the power and authority to ensure UBE policy is implemented and they can do this through effective management and monitoring of resources allocated.

At the end of data collection in Nigeria, it was observed that the Government has started putting in measures for changes. This was revealed through the renovation of classroom project as stated by Enogholase (2019) and also through a programme that introduced the use of technological materials for teaching. This is a sign that change is about to take place. This leads to the fourth research question on change management.

#### **6.2.4 FOURTH RESEARCH QUESTION**

##### **How does the application of change management models facilitate UBE Policy implementation in Benin City?**

Change is inevitable for continuous growth according to Sohmen (2016). Using the change models to implement change has been proven successful in some organisations (Singhal & Hendrick, 2001). Change models were explained in section 2.9.1 from pages 39-51 and will be discussed in this chapter based on respondents' opinions and compared with the literature review. The answers regarding effecting changes from the questionnaires and interviews

revealed indications that changes are expected, which will answer the fourth research question which states How does the application of change management models facilitate UBE Policy implementation in Benin City?

Medhurst & Richards (2006) argued that models are strategic tools and practices which help in improving certain management situations. Likewise, from the findings, the respondents stated the need for strategic change in the UBE system. They may not be acquainted with change management models or use the word 'models' but they are certain there are ways through which change can be achieved. For example, force field analysis that describes propelling and restricting forces that hinder or drive change was also described by the respondents as barriers or hindrances. Participant 6, the Government official during the interview affirmed:

“The Government has tried in ensuring UBE is implemented and more visible outcomes are yet to be observed. We have lots of *hindrances*, but I believe that with time, our efforts will be appreciated. Source – Field Data.

Medhurst & Richards (2006) explained that changes do not occur because there are strategic tools like management models, but only when they are implemented. In addition, according to Singhal & Hendricks (2001), it has been proven that those who used models achieved more than their counterparts who did not. Change models give opportunity for a comprehensive and structured approach with interconnected steps. The models, if used, may be an expensive recourse, but will yield results based on research (see key management models) on page 39. Additionally, the responses in this paragraph can answer some aspect of the third research question - To what extent can the management of UBE implementation bring about change in the public primary education in Benin City? 'Bringing about change' will require some modifications and adjustments. Implementing change models regarding UBE could modify existing procedures and create an adjustment for stakeholders' involvement which leads to the next research question.

#### **6.2.5 FIFTH REASEARCH QUESTION**

##### **How does the involvement of stakeholders improve UBE implementation in Benin City?**

From this study, stakeholders' importance in the education system has been recognised. Among the models used, stakeholder mapping was termed the most important (see figure 12 on page 154 showing models according to their importance). The interviews, focus group and

questionnaires revealed respondents' opinions concerning stakeholders' involvement. Respondents are certain that stakeholders' input will determine the success of UBE. This is in accordance with participant 4 who stated:

“I know that without the teachers, there will be no education system, but the Government needs to recognize that and accord them what they deserve” Source – Field data.

This is also connected to what Fajoju et al., (2016) stated - that the stakeholders' influence and input is a valuable investment to the education body. This study has revealed the degree of importance of education stakeholders' involvement. Although the stakeholders are the key individuals in this research, the study went beyond their work in UBE implementation to mapping their influence. Respondents identified the stakeholders with the highest influence and roles which is in connection to stakeholder mapping by Sapriel (2013) as a model used in describing who the stakeholders are and their interest and roles. Recognising their influence helps them realise the impact they have in UBE like participant 7 affirmed:

“when referring to level of influence in education establishment, it should be calculated with how much impact made and not in promises. For the teachers, their level of influence is high with the children but low with the Government ...”. Source – Field data.

Stakeholders' influence, qualities and collaboration will determine the extent of their involvement. Through their involvement, they are contributing to the education system and they could also contribute to the body of knowledge as discussed in the next section 6.3.

### **6.3 CONTRIBUTIONS TO KNOWLEDGE**

This section explains the contributions of this research to knowledge. After the explanations of each chapter, reflecting on the research carried out, and how the research questions have been answered, this section will concentrate on what this research has contributed to the body of knowledge on issues concerning Universal Basic Education Policy implementation. The contribution to knowledge will also be based on responding to the objectives listed in the introductory chapter on page 21, which were based on an assumption that there was a current lack of effective implementation of UBE in Benin City (John, 2014). This section also explains the theoretical, practical, methodological and policy contributions. It also includes what have been learnt from nature of policy, its implementation and deployment of management change models, limitations of study and further research.



### **6.3.1 THEORETICAL CONTRIBUTION**

The theoretical and empirical literatures have been enriched by providing the knowledge that UBE is directly linked to Education Policy implementation and related studies on change management though there was little existing research on them from the beginning of the study. This study makes policy implementation accessible to scholars of policy management. Previous research had focused on quality education (Omotayo, 2008), access to education (Akindele, 2011), funding (Okoro, 2011), curriculum (Awofala, 2012), but there was little mention on how implementation of policy could offer a change to UBE. This research could serve as an extension to the work done by the authors mentioned in this section 6.3.1 because they affirmed in their writings the idea that UBE faces a challenge which was confirmed in this study. The study also extended the works of authors who argued about basic education issues (Nakpodia, 2011; Asodike et al., 2012; Bolaji, 2016; Ogunrobi, 2018).

The study has contributed to knowledge in several ways: it serves as a blueprint for those who are yet to understand policy implementation and more research can be carried out in the future. It proposed the application of existing change models from a new perspective. It contributed new data through primary data collection. The findings demonstrated that UBE even though misused or mismanaged, is one policy that needs to be adhered to. This is significant because the knowledge gained revealed its importance, a need for change and suggests solutions for better results. There are links from this research to what other authors had critiqued, agreed or confirmed concerning the issue of implementation. These are seen in the opinions of participants in the findings. Though there is literature on Universal Basic Education (UBE) (Apebende et al., 2010; Amuchie et al., 2013; Anyanwu et al., 2013), as mentioned earlier, there has been little research relating to the context - Benin City in Nigeria. This study addresses this gap by adding knowledge to how effective management could enhance and improve implementation of UBE in Benin City. Likewise, it has provided information about the city – Benin unlike earlier studies that focused on some other cities in Nigeria. It has brought Benin City in the limelight revealing information about its UBE implementation, which is part of a global goal of achieving United Nation millennium and sustainable development goal (EFA Global Monitoring Report, 2015; Opoh 2015; Kolade, 2019).

Likewise, the literature review asserts Benin City's education profile, and the primary data revealed the state of current UBE implementation. Edo-Best program emerged in this study as an important aspect of the Government's recent contribution to the city, based on their recent efforts, which has added to Benin City's development (Ifedi, 2018; Enoghoghase, 2019). This supports the statement in the literature review by Bakare (2012) concerning education being a catalyst for development. This is an indication that the findings support the information about UBE from literature. The recent input into education is a contribution to the ongoing work from Benin City on 'Education for All'. This will indicate the extent Benin has progressed in UBE implementation. Furthermore, from literature, it is observed that Management as a topic is broad and encompasses many aspects of research but in this study, its attribution to UBE policy implementation adds knowledge to the body of research and would also require further study.

### **6.3.2 PRACTICAL CONTRIBUTION**

According to Corley & Gioia (2011), researchers are faced with the obligation of providing and circulating useful knowledge, therefore a practical contribution to knowledge is when a research generates this useful knowledge for practice. This study provided information about UBE policy implementation which is useful for practitioners like Government, NGO's and other stakeholders. The change models described in this study are useful tools for the Government in establishing strategic methods in effecting changes towards implementing UBE. The models have been discussed according to their importance to provide an avenue for the Government to correct the implementation situation. The compatibility of the change models and their use to describe the UBE situation is an important contribution to knowledge because of its usefulness to practitioners. A link between change models and UBE has been clearly demonstrated. The NGO's, though they have been working on areas the Government had skipped, will also benefit from this study knowing that UBE policy implementation is possible when collaborating with the Government. The policy makers which are the top Government bodies or officials could benefit by seeing a possibility of redesigning roles and processes for the purpose of implementing policy.

In addition, this research contributes to practice by enabling educators to consider the various change management models which had been a success in the past (Singhal & Hendricks, 2001). If change management models are applied to enhance UBE, stakeholders would notice and go

beyond their impressions, including their perceptions on whether UBE is free or not. The models if considered could be simple in application and may not require much resources. Furthermore from the findings, it was suggested that the non-implementation of UBE is attributed to poor management (Amuchie et al., 2013). This research makes a significant contribution to management practice by revealing to the stakeholders their role in UBE management, therefore enabling an opportunity for change in their methods which can help deal with poor management. Current information on implementation revealed that in practice, activities that lead to implementation are possible as described in the program Edo-Best where technological materials were introduced (ThisDay Newspaper, 2019). This step will give the teachers, head teachers and parents the conviction and confidence to support the management of UBE policy by the Government. The impact on the children will also give the Government the self-confidence to continue with these efforts.

### **6.3.3 METHODOLOGICAL CONTRIBUTION**

Methodological contribution to this study can be seen in its use of Case Study approach to identify and understand the situation of Universal Basic Education policy in Benin City. Case study is a common approach that many scholars have used previously within basic education and its usage in this research confirms its importance and benefit to research. Case study was used under an interpretivist approach because it requires being a part of the research and seeing how stakeholders view the world they live in. The interpretivist approach explains the subjective view adopted for this research. In summary, the study uses a case study within an interpretivist approach to understand UBE policy implementation in a clearer way.

Case study approach created an opportunity to have a rapport with the stakeholders and obtain in-depth information. This shows the benefit of using such an approach for related researches. Likewise the use of triangulation was achieved through the use of multiple data collection methods like interview, focus group and questionnaires. One of the disadvantages of case study approach is the length of time it takes although the timing is not as lengthy as ethnography approach. This time taken was an advantage in the form of getting acquainted and being familiar with the stakeholders through interactions, getting to know how they view their world and the way they show importance to their work just like Ponellis (2015) indicated. This also is a contribution that indicates a holistic attribute case study and triangulation gives to research and especially this study.

#### **6.3.4 POLICY CONTRIBUTION**

This study addresses UBE policy implementation and as discussed in the earlier chapters, its ineffective and even non-implementation has been the issue. UBE policy was explained in section 2.4 on page 30 and the first objective in the policy was used which is – the provision of basic education to every child of school age. The awareness of this first objective in the policy is important. It makes the knowledge of policy accessible to stakeholders and scholars in policy management.

Prior to choosing this topic, there was lack of awareness about a policy that gave opportunity for every child to have an education. There was a desire for every child to obtain an education, therefore the plan was to carry out a research on how to get the Government to substitute tuition fees to help parents. This lack of awareness of UBE policy was also noticed with some of the parents and interested individuals at the time of data collection in Nigeria. This is a contribution to knowledge on policy awareness which will help in ensuring every family comes to the knowledge of UBE policy.

In contrast, it was realised from the findings that the teachers, head teachers, Ministry of Education and Government Officials were aware there is a policy that gives children such opportunity. Though the teachers and Government officials were aware, they were not satisfied because the implementation was ineffective or absent. Bell (2020) expressed that policies are planned to consist of what is to happen and according to the respondents, they have not seen it happen. This raises the question on how to make sure Basic Education policy is enacted so that it will not become undervalued like some policies such as early childhood development which according to Neuman & Devercelli (2012) was never implemented. The Nigerian Government are directly involved with policy and transparency is required in the provision of programs or resources necessary to make UBE policy to be fully implemented. This study has revealed information on the degree of importance given to free basic education. It has added to knowledge through revealing the importance of primary education which according to Ndifon & Cornelius-Ukpepi (2014) is a foundational level for all education stages. Also, in support of this claim are several other authors like Adepoju & Fabiyi (2007) and Awofala (2012).

## **6.4 LESSONS FROM POLICY, ITS IMPLEMENTATION, MODELS AND THE PAST**

### **6.4.1 LESSONS LEARNED FROM THE NATURE OF POLICY AND POLICY IMPLEMENTATION**

This study has shown that policy is a guide or plan used by organisations for decision making (Brown, et al., 2010). Bell (2020) in agreement affirms it is a document that states what is to happen. Therefore, UBE policy is a guide for education stakeholders in Nigeria. It gives them the opportunity to make decisions concerning the way forward for the education sector.

Another important lesson from the nature of policy is that policies are control documents (Brown, et al., 2010), therefore any organisation without a policy is one that does not have control. Policies reduce indiscrimination and injustice because where there is a policy, it involves everyone, both the rich and the poor, male and female, just like UBE policy which was made for everyone, but its implementation is what reveals the existence of the policy.

The existence of policy does not mean its implementation because implementation is the carrying out of an existed policy decision or it could be what happens between policy expectation and its result (DeLeon & DeLeon, 2002). From this study, it is evident that there is a policy – UBE but its implementation was the issue. Therefore, it can be clear that implementation is what brings the policy to fruition. Implementation brings about unity because stakeholders can only achieve their goals when they work together. Also implementation is an indication of policy clarity because if policy is not clear to the stakeholders, it cannot be carried out (Spillane, et al., 2006).

### **6.4.2 LESSONS LEARNED FROM THE DEPLOYMENT OF MANAGEMENT MODELS**

This study brings about the knowledge that models are significant, provides support when there is a management or strategic situation that needs a change or an overhaul (Amaral & Rosenfeld, 2007) like UBE as described in this research. Change is an aspect that is resisted by organisations but it is an inevitable aspect of a growing business, and models are developed to help in describing how these changes can be realised (Sharma, 2019). Also, there is evidence that models are already tested and proven to the extent that those organisations that used models achieved more than their counterparts who thought it was not necessary (Singhal & Hendricks, 2001). To this extent, they were introduced in this study because it was thought to be necessary. These models have the characteristics of describing organisations' state, practices, activities just like Lewin's model described looking into the root cause of UBE

problem with unfreezing, Force field analysis described the propelling and restricting forces affecting UBE and Everard and Morris (1996) considered the present state and a transformed future state of UBE where every child will have an education.

The five models described in this study (pages 39-51), if used by the Government in Benin City, Nigeria, could yield result. According to Connelly (2019), it is a map left by others before us as a guide for direction for the next step just like UBE needed direction and these models are like a compass to its achievement (Sharma, 2019). The description of the models show they are organized and have steps to follow as a guide. These steps make it easy for organisations to implement them (Amaral & Rosenfeld, 2007). Also they are transferable. This means that when a management model is used by an organisation and yields result, others would want to do the same. An example is the UBE situation – if the Government in Benin City decides to use these models, other cities in Nigeria would want to emulate and use the same model. The implication is that they may not yield the same result depending on how the model is applied.

#### **6.4.3 LESSONS LEARNED FROM PAST EXPERIENCES WITH UBE**

From this study, there are lessons learned from the past about UBE. The first is moral education. In the past when the missionaries managed the public schools, morals were held in high esteem unlike today (Akindele & Fasakin, 2014). Moral education can be brought back to the schools as part of basic educational needs of young people according to the UBE policy and if possible, it can be introduced as part of the curriculum in Benin and in Nigeria. This is a lesson from the past that need to be brought back to this present time of which can be of benefit to the children in the formation of their character during their juvenile age. They are the future leaders and how they are formed will reflect in the future development of Benin and the nation.

Another lesson from the past was regarding high rate of enrollment from 6 million in 1976 when UPE was introduced to 12 million in 1980 and that since then enrolment has been unstable (Musiliu & Fadayomi, 2015). Although increased enrollment was an achievement, due to population increase and economic problems, it was difficult to accommodate the number of children due to insufficient funding and infrastructure (Daniel, 2010; Alase, 2017). However, the issue of infrastructure and funding are being resolved through the renovation of classroom buildings and funding of education materials by the recent Government through the Edo BEST program (Enogholase, 2019; Wahab, 2021) and this program reveals an implementation of UBE and benefits to the children.

## **6.5 PRACTICAL STEPS TO HELP EVERY CHILD BENEFIT FROM UBE**

Since the research is based on every child obtaining an education, in this section, some practical steps to help every child benefit from UBE will be discussed. The Government could reach out to communities in Benin City through publicity materials. Reaching out could help create an awareness of the policy. Likewise, monitoring teams could be established and assigned to various areas in the city to ensure no child is left behind especially considering those on the streets. It will be beneficial if the parents and the communities are empowered to hold the Government and policy makers responsible for implementing the policy. Extra learning materials should be accessible for quality education which is one of the objectives in UBE policy although not a focus in this study (Rose & Alcott, 2015).

Furthermore, early childhood education should be addressed. Children should be able to start school at the right age of six (EFA Global monitoring report, 2015). It is necessary for the Government to remove obstacles against access to education (Bolaji, et al., 2016). Curriculum should be addressed because the children will not progress if the curriculum is not flexible. Likewise, if the curriculum is flexible, there is a need for quality teachers who are acquainted with administering the curriculum and also give attention to every child especially those with low grades. With respect to the Government involvement, infrastructures should take the preeminence because the classrooms are indispensable, without them there is no place of learning (Odeleye, et al., 2012). These infrastructures should have basic amenities like restrooms and constant supply of water, computers and other technological equipment and materials to help in teaching. Having quality teachers requires training and it is the responsibility of the Government to ensure it is achieved. The Government can also develop and implement policies that invest in information and communication technology which according to Desta, (2016) brings revolutionary changes in the society.

## **6.6 ACHIVEMENT OF RESEARCH OBJECTIVES**

The aim of this research was to assess the management of Universal Basic Education policy implementation in Benin City and in achieving this aim the following objectives were addressed;

- To explore the challenges faced in implementing UBE policy in Benin City?.
- To examine how the understanding of education policy informs UBE implementation in Benin City.

- To review the extent the management of UBE implementation brings about change in the public primary education in Benin City?
- To review some management models and seek how they can be applied to the UBE situation in Benin City
- To examine the involvement of stakeholders in UBE implementation in Benin City.

These five objectives were met in the course of this research. The objectives helped to assess the management of UBE implementation which is the aim of this study. The first objective was to explore the challenges and constraints faced in implementing UBE policy in Benin City and this was explored through the literature from authors like (Akindele, 2011; Asodike & Ikpitibo, 2012; Akindele and Fasakin, 2014; Amakiri 2014). From these studies, the problems and challenges of UBE was explored and that gave focus to the study. The second objective was to examine how the understanding of education policy informs UBE implementation in Benin City and likewise the literature review revealed the importance of policy through authors like (Bell & Stevenson, 2006; Bolaji et, al 2016; Bell, 2020). From these studies, the second objective on understanding policy was examined. The third objective which involves the extent the management of UBE implementation brings about change, has been investigated via literature and primary research. The fourth objective was also achieved because the management models were reviewed and how they can be applied to UBE analysed. The fifth objective was also achieved because stakeholders' involvement was discussed extensively including their qualities and involvement which is needed for an effective UBE implementation.

It is important to note what this research has achieved. It can be said that this research, if given the opportunity to be reviewed by Benin City Government and utilised, could result in an overhaul of the management of UBE policy implementation with the application of change models as described in the chapters. It is a research that suggests a solution – and in this case, it suggests a solution for a better UBE. If this is done, then Benin City could experience effective and continuous management of UBE policy implementation.

The knowledge gained from the benefits and lessons learned from this study is a step to an effective UBE, however, there are limitations which will be discussed in the next section 6.7.



## **6.7 LIMITATIONS TO THE STUDY**

This section explains the limitation of this study but first it is important to note there are some strengths like the use of frameworks, triangulation, etc. The frameworks were developed after careful review of literature and primary data collected. These frameworks showed empirical links between categories, themes, change models and how they are connected to each other (see table of figures on page 9) listing all the frameworks with page numbers. The use of triangulation made it possible to compare the data from literature and primary data from respondents and it was possible to toggle between them. (See triangulation on section 3.13 on page 71).

However, there are several limitations to this study. The areas that reveal where it is evident are as follows: One of the major identified limitations is the sample size. Sample size could be considered in two ways – The School and the individuals.

With respect to the school, the sample size used in this study is limited and potentially not adequate to represent the city of Benin. Benin has 18 Local Government Areas and each Local Government is divided into political wards and community clans. The population used in this study is a segment of one of the LGA's. This implies that 17 LGA's were not involved in this study. Olua primary school is situated in Oredo LGA which is just an area in one community clan. It lies in the heart of Benin City close to the only Federal University in the state. It is not likely that one public school in one LGA out of 18 could give enough empirical information to be a representation of UBE implementation or determine its extent in the other 17 LGA's.

Similarly, when taking individuals into consideration, it is important to note that the sample size of respondents (teachers, head teachers, parents, Ministry of Education and Government officials) that participated was too small, compared to the population in the community. Information gathered from the sample is limited and not adequate to represent what the people of Benin City think about UBE implementation. The low number affects the potential to generalise this research, making it a limitation although the focus was not to generalise.

Also, in this type of study, the researchers' and respondents' perspectives and opinions could be biased and affect how the research is carried out and how data interpretation and analysis is completed, causing a form of limitation to the result of the study (Miyazaki & Taylor, 2008). An example was the researcher's experience with managing bias with a teacher during the interviews. Although bias was noticed, it was also controlled since information from the teacher was used for this research irrespective of the bias.

Another limitation to be considered is referred to as cross-Coder Consistency. This involves two people's input especially in data coding. It is more beneficial because there could be cross-coder consistency to examine and ensure integrity and completeness of the findings (Elliot, 2018) but in this research, I am a lone researcher and this could be a limitation and affects the dependability of the outcome (Richards, 2015).

Furthermore, in this study, time is recognised as a limitation. The time frame was short. The researcher was given specific timings to travel for the interview, focus group and collection of data and had to travel back, limiting the amount of time available for the research. A total of twelve interviews were scheduled but only eight took place. Extra time for interviews and collection of data would have contributed to obtaining more information. Another limitation was that there was no space to add all respondents' opinions because of the quantity of data collected. Likewise, there was also no space to add all bibliography.

In addition, there is always the aspect of organising the paperwork after data collection. The quantity of paper collected from respondents was enormous except for those who filled out the online goggle form. The papers would involve sorting out, merging with the ones on google form, transcribing the recordings and analysing. Knowing this would require a lot of time and being aware of the limitation of organizing the paperwork manually, I sought help with software like Nvivo, Microsoft office comprising of excel, MS Word document and also google doc which provided an opportunity to edit and proof read with software like Grammarly. Some of the software served as a tool especially in analysing data, especially Excel. The use of Nvivo was limited for this study because firstly according to according to Ponelis (2015) the software does not discover themes, takes time to master and use and when I decided to use it, the software kept crashing, but Excel was a good alternative. This process gave me an understanding and realization of the importance of coding and organising of the papers collected. Also, during the organization of the data, though the paper was enormous and required much work, it has an advantage because through revisiting of the data back and forth, familiarity with the data was developed which helped in forming the themes (Maguire & Delahunt, 2017).

Management with respect to implementation is also a limitation because although the focus of this study is management of UBE policy implementation, management was specific to implementation of UBE policy and therefore does not represent management of UBE in

general considering there are several aspects of UBE. This, therefore causes a limitation to its scope as a topic.

Data saturation, which is an important aspect of this research was omitted making it a limitation in researches and could affect validity of data negatively. In most qualitative data gathering and analysis, it comes to a point where there is data saturation, which is a situation where no new information or insight is obtained if the researcher continues with data collection. In this case, same information keeps recurring while time and resources are wasted (Ritchie & Lewis, 2003; Fusch & Ness, 2015). Moreover, the reason most researchers do not include data saturation is because sometimes it is difficult to describe a sample size that can reach saturation.

During the interview, respondents could deviate from the topic giving unnecessary information. This was handled by constructing a semi-structured interview which gave them the opportunity to suggest other ideas and their confidence to communicate was boosted. Although they revealed concepts that are not immediately for this research like corruption and funding, those concepts are necessary for implementation of UBE and could be used for further studies (See further studies in the next section 6.8). Sometimes interpretation of data varies with the number of researchers. When there are two or more authors, there is the question about whose interpretation will be used? But in this research, I am a lone researcher, therefore that problem does not exist.

Another limitation which was taken care of was the demographic information of the focus group. The group members are not aware of each other and that eliminates the possibility of speaking to impress someone. They were different categories of stakeholders. In contrast, considering the networking that already took place, some stakeholders already knew the researcher and that could influence their responses, causing it to be a limitation.

Furthermore, with the limitations, although data collected was much leading to not having enough space for them as mentioned earlier, there could have been more data from the private sector. For example, in this research, only one public school was used and the data obtained is insufficient and does not give an elaborate view of the private sector like the (NGO's). An example is a contribution from a respondent (Participant C), a member of a Non-Governmental organisation (NGO) who explained how the input from NGO's has contributed in stabilising UBE policy implementation but information from one NGO member is a limitation

and cannot give a comprehensive picture or review of how the NGO's involvement with UBE has been. More data could have been sought from other private sectors.

Likewise, in the public sector, few Ministry of Education staff completed the questionnaire and one Government Official was part of the interview respondents. There are other public sector personnel who are likely connected to the education sector that are not utilised in this research, therefore causing a limitation. Time was not enough to reach out to these public and private sectors and the distance between London (researchers university location) and Nigeria (where data was collected) was also a barrier. Some of the mentioned limitations could also be addressed when undertaking further studies that concern UBE in the next section.

## **6.8 FURTHER STUDIES**

Considering this is towards the end of my research, it could be suggested from chapters one to six that the research aim has been fully explored, research questions have been answered, the objectives have been achieved and the findings reviewed. However, the findings in chapter 4 of this study indicates a need for further study that will reveal deeper understanding of UBE policy implementation. This is because the sample used is not adequate to form a conclusion on the UBE situation, therefore requiring more research with more stakeholders' participation. Likewise, the limitations above also creates an opportunity for issues that might require further studies in the future.

During the course of this research, there were several subjects the researcher came across which could be attributed to the research but have a wider scope. Because they emerged, they became subjects that call for further studies. In this paragraph, some of those subjects that became areas for further research are noted. They will require an in-depth investigation because of their recurrence in this study. One of the major subjects is corruption and it is a standalone topic. Several authors whose writings were utilised in this research and respondents mentioned corruption as being one of the major issues why UBE policy implementation might not be successful. The opinion of the respondents is not adequate to ascertain if their claims were right and also corruption is a huge subject. A complete study devoted on it may be necessary to determine its effect with respect to UBE policy implementation and to what degree its effect is seen.

Another aspect that calls for further studies is the educational stance of the city. Though Benin has been mentioned in some studies, its educational stance is not well known. This also calls

for further research. Likewise, although this research involved a public school in Benin City, the findings could serve as a pilot study which would give rise to future studies on other public schools to ascertain the management of their UBE implementation.

In addition, funding was also mentioned in this research both in the literature review and from the respondent's opinions even though it is not a focus of the research. Funding is an extensive and broad topic and could be a standalone topic when considered in UBE implementation. This also calls for further research in the future. Private sector involvement in UBE mentioned in this study was insufficient compared to how broad the subject is. The NGO respondent during the focus group meeting already gave an instance of how NGO's have become involved in UBE and more of this can only be discovered if the topic is researched as a standalone topic. After the data collection, the researcher started working closely with an NGO to broaden her knowledge about their impact towards basic education.

Furthermore, the value of stakeholders has been identified in this study both in the literature review and respondents' opinions. Their involvement in UBE is a huge subject. This calls for a further study on their undivided attention towards their responsibility for UBE implementation, knowing they are the pillar and catalyst for a successful UBE and also further study on Government support for them by providing the resources they need. Just like stakeholders, this research has revealed that development of the people and the city can only be achieved by effective management. In this case where UBE is concerned, it shows that development of the children in public primary schools is possible if the changes mentioned are applied. Since they are the future generation, when they are developed, the city is developed as well because the people make up the city. with regards to this, a topic on how achievement of UBE could lead to development could be considered for future research. Further review might also be necessary to investigate the methods used by other cities in achieving UBE.

In conclusion, I am confident that If opportunities are given to more people in the public sector to review and consider this research, they could see a need to get involved in ensuring UBE policy implementation is ongoing. They can achieve this by supporting the Government through funding and provision of materials to the public primary schools. Just like the NGO's, other private sector organisations could contribute by giving out grants to pupils in the public primary school. Discussing these potential further studies brings this research to a close but at the same time indicates a way forward.

## **6.9 IMPLICATIONS OF THE STUDY**

The possibility of UBE implementation lies in the adherence to policy and while this is possible through the compliance of the Government and other stakeholders according to this study, there are also certain implications. Also, because this study is focused on Benin City in Nigeria, the findings could have certain implications for the education boards like the Local Government Education Authority (LGEA), State Universal Basic Education Board (SUBEB) at the Federal level like Universal Basic Education Commission (UBEC) and also the private sector. These education boards take responsibility for issues concerning basic education and resolving these issues are costly and take time. For example, infrastructure was mentioned as one of the problems of UBE and according to Udey et al., (2009), some public school buildings has been renovated while some are still in the process. This is an expensive project for the Government and although it is a good venture, however, the implication is that it reduces the opportunity to establish new buildings which are needed to reduce the overcrowding in the public schools. The Non-Governmental organisations' involvement in UBE has been remarkable and the implication could yield a positive impact on the other NGOs through getting them involved. This calls for publicity on the positive effect for others to emulate.

In addition, the introduction of technological materials and equipment like computers, laptops and tablets for public schools is useful and advantageous. The Government could provide these computer equipment's and accessories, but the challenge could be in the maintenance. When it requires an upgrade, can the Government upgrade or continue with previous upgrades knowing the issue of maintenance and continuity in Nigeria (Bolaji et al., 2016, Adedayo, et al., 2018)?. Also, due to poor electricity situation in Nigeria, the use of these equipment is minimised. The implication of this challenge is a poor impact on UBE.

Likewise, the introduction of meals to schools is one of the programs respondents revealed during the focus group meeting. The provision of meals, although is a good venture, it is not within the scope of this study, but according to the research findings respondents are expectant it would extend to Benin since some states like Osun, Enugu, Anambra and Ekiti states in Nigeria have started implementing it (Olatunya & Isinkaye, 2015; Taylor & Ogbogu, 2016; Ayogu, et al., 2018). However, the implication is that children could show up in school to have a meal and not concentrate to study. Another implication is that there will be a high retention of children in public school which is a positive impact on access to school.

In this study, effective policy implementation was emphasised showing its importance to achieving UBE and this could have a positive implication such that the Nigerian Government could decide to review the policy which according to Bell (2020), policies can be reviewed and remade. Likewise, in this study, change models have been explained in chapter 2 on pages 39-51 and in section 5.2.6 on page 152, and according to Singhal & Hendricks (2001), the use of these models could bring a change to UBE, however, the implication is that it will require appropriate resourcing for them. Another implication of introducing change in UBE could be the loss of employees who might find it difficult to accommodate change and the implication of onboarding is a rigorous process.

Furthermore, data collection through questionnaire was a success but many requested to use google forms online which should be a better option, but the implication was a low response through google forms due to electricity and internet problem in Benin City. An example was some respondents whose phones have not been charged for few days due to lack of electricity and also those who could not complete filling the forms due to slow internet buffering. The use of semi-structured interviews also has implications because of time restraint (Saunders 2012). While specific time is allocated for the interview, its being open-ended could cause a drift from the topic and interruptions are not the best solution. The sample size also has implications and that could affect the researchers confidence about the data collected and the extent it can be generalised.

Although travelling to Nigeria for data collection was good, it has unexpected financial implications. Another positive implication for travelling was the opportunity for networking between practitioners and researcher which would be needed post research (Scaffidi & Berman, 2011; Saunders, et al., 2012). Although this is the conclusion of this thesis, the idea of UBE policy implementation continues for further and post research.

## APPENDIXES

### APPENDIX 1: TABLES 6 TO 17

**Table 6: Results of findings**

	Females	Males	Did not indicate	Total
Questionnaires/google form	45	30	4	79
Interviews	5	2	N/A	7
Focus group	5	3	N/A	8
<b>Total</b>	<b>55</b>	<b>37</b>		

Source: Researcher

**Table 7: UBE Function**

Participants	Slightly free	Tuition is free, other things are paid for	Free	Does not exist
Teachers	9	18	8	1
Head Teachers	0	1	2	0
Parents	7	12	3	2
Ministry of Education	0	2	2	0
Government Officials	0	1	4	0
Interested Group	4	3	0	1
	20	37	18	4
<b>Total</b>	<b>57</b>		<b>18</b>	<b>4</b>

Source: Researcher

**Table 8: Abolish/change UBE**

	Strongly disagree	Disagree	Agree	Strongly Agree	Neither agree nor disagree
Embrace it	3	10	28	26	6
Fight it	9	43	11	1	6
Discuss it if given opportunity	2	0	40	29	0
Ignore it	13	44	3	1	5
Accept but do nothing	17	16	13	8	11

Source: Researcher

**Table 9: Technology Improvement**

	Strongly disagree	Disagree	Agree	Strongly Agree	Neither agree nor disagree
Use of computers in administrative work	3	1	44	23	1
Use of the web for information sharing	1	6	33	30	0
Use of Technology for communication.	0	9	35	28	0

Source: Researcher



**Table 10: Policy Management**

	<b>Strongly disagree</b>	<b>Disagree</b>	<b>Agree</b>	<b>Strongly Agree</b>	<b>Neither agree nor disagree</b>
UBE policy is fine and does not need to be better managed	25	28	3	3	0
It needs to be better managed	0	3	22	47	0
It will be difficult to manage owing to corruption	9	7	12	36	8

Source: Researcher

**Table 11: Modifications/changes**

	<b>Strongly disagree</b>	<b>Disagree</b>	<b>Agree</b>	<b>Strongly Agree</b>	<b>Neither agree nor disagree</b>
Change the Policy	15	28	7	8	7
Modify the Policy	5	12	27	22	0
Change the management	0	1	14	55	1
Increase funding		2	13	54	0
Monitor management processes and funding	0	0	23	47	0
Allow stakeholders to make decisions	1	5	26	30	6
Leave the process the way it is.	48	16	3	1	0

Source: Researcher

**Table 12: Performance Areas**

	<b>Good</b>	<b>Poor</b>	<b>Neither good nor poor</b>
People result	36	25	12 respondents
Society result	11	49	11
Administrative result	28	23	21
Education material result	22	37	8

Source: Researcher

**Table 13: Management activities**

	<b>Positive</b>	<b>Negative</b>	<b>Neither positive nor negative</b>
Managing	13	45	10
Administrating	33	21	15
Reporting	18	40	11
Assessment	50	9	10
Monitoring	11	49	8

Source: Researcher

**Table 14: Stakeholders' yield to Government power**

	Strongly disagree	Disagree	Agree	Strongly Agree	Neither agree nor disagree
They yield by physical force	19	38	6	2	6
They yield based on their values and beliefs	0	6	48	12	2
Their remuneration determines their attitude to power	0	4	36	29	2
They yield against their will	9	42	10	6	3
They yield depending on personal gain.	1	4	23	39	4

Source: Researcher

**Table 15: Stakeholders' Influence**

	High Influence	Low influence	No Influence
Government	67	7	0
Ministry of Education	70	4	0
Head Teachers	58	16	0
Teachers	57	12	5
Parents	37	29	8
Community members	13	33	2

Source: Researcher

**Table 16: Stakeholder Collaboration**

	Strongly disagree	Disagree	Agree	Strongly Agree	Neither agree nor disagree
Government take responsibility for handling the UBE system	2	8	40	20	5
Government bring discipline to the organisation	5	40	17	2	5
Government are focused on how the work is done	2	34	23	6	3
Government are focused on why the work is done	2	9	48	2	6
Government work closely with teachers and parents.	5	16	29	7	10

Source: Researcher

**Table 17: Stakeholders' Qualities**

	Teachers	Head Teachers	Government	Ministry of Education	Parents
Being active	47	31	9	10	20
Taking initiatives	30	39	26	29	11
Vision holders	8	29	43	38	5
Positive thinking	37	27	18	23	25
Communication Skills	50	39	11	19	30

The figures indicate number of respondents.

Source: Researcher

**APPENDIX 2: COMPREHENSIVE SAMPLE**

Table 18 Comprehensive Sample

	<b>Title/Role</b>	<b>Age</b>	<b>Gender</b>	<b>Academic Qualification</b>
1	Teacher	18-25	Female	Bachelor's degree
2	Teacher	18-25	Female	Bachelor's degree
3	Teacher	18-25	Female	Bachelor's degree
4	Teacher	18-25	Female	Bachelor's degree
5	Teacher	26-35	Male	Bachelor's degree
6	Teacher	36-45	Female	Bachelor's degree
7	Teacher	36-45	Female	Bachelor's degree
8	Teacher	36-45	Female	Bachelor's degree
9	Teacher	26-35	Female	Bachelor's degree
10	Teacher	26-35	Female	Bachelor's degree
11	Teacher	26-35	Female	Bachelor's degree
12	Teacher	26-35	Female	Bachelor's degree
13	Teacher	26-35	Female	Bachelor's degree
14	Teacher	26-35	Female	Bachelor's degree
15	Teacher	26-35	Male	Bachelor's degree
16	Teacher	26-35	Male	Bachelor's degree
17	Teacher	36-45	Male	Bachelor's degree
18	Teacher	36-45	Male	Bachelor's degree
19	Teacher	36-45	Female	Bachelor's degree
20	Teacher	36-45	Female	Bachelor's degree
21	Teacher	46-55	Male	Bachelor's degree
22	Teacher	46-55	Female	Bachelor's degree
23	Teacher	46-55	Female	Bachelor's degree
24	Teacher	46-55	Female	Bachelor's degree
25	Teacher	18-25	Prefer not to say	College
26	Teacher	36-45	Male	College
27	Teacher	46-55	Female	College
28	Teacher	46-55	Male	College
29	Teacher	46-55	Male	College
30	Teacher	26-35	Male	Master's degree
31	Teacher	26-35	Female	Master's degree
32	Teacher	26-35	Female	Master's degree
33	Teacher	26-35	Female	Master's degree
34	Teacher	26-35	Male	Master's degree
35	Teacher	36-45	Male	Master's degree
36	Teacher	26-35	Male	Bachelor's degree
37	Parent	56 & Above	Female	Master's degree
38	Parent	18-25	Female	Bachelor's degree

39	Parent	18-25	Female	Bachelor's degree
40	Parent	26-35	Female	Bachelor's degree
41	Parent	26-35	Female	Bachelor's degree
42	Parent	26-35	Female	Bachelor's degree
43	Parent	26-35	Female	Bachelor's degree
44	Parent	26-35	Female	Bachelor's degree
45	Parent	26-35	Female	Bachelor's degree
46	Parent	26-35	Female	Bachelor's degree
47	Parent	46-55	Male	Bachelor's degree
48	Parent	46-55	Male	Bachelor's degree
49	Parent	56 & Above	Female	College
50	Parent	56 & Above	Male	College
51	Parent	26-35	Female	Master's degree
52	Parent	36-45	Female	Master's degree
53	Parent	36-45	Female	Master's degree
54	Parent	36-45	Prefer not to say	Master's degree
55	Parent	46-55	Male	Master's degree
56	Parent	46-55	Male	Master's degree
57	Parent	46-55	Male	Master's degree
58	Parent	46-55	Prefer not to say	Master's degree
59	Parent	46 & above	Male	Bachelor's degree
60	Interested Group	18-25	Male	Bachelor's degree
61	Interested Group	18-25	Male	Bachelor's degree
62	Interested Group	26-35	Male	Bachelor's degree
63	Interested Group	26-35	Female	Bachelor's degree
64	Interested Group	46-55	Female	Bachelor's degree
65	Interested Group	46-55	Female	Bachelor's degree
66	Interested Group	46-55	Male	Bachelor's degree
67	Interested Group	56 & Above	Prefer not to say	PhD/DBA
68	Ministry of Education staff	36-45	Male	Bachelor's degree
69	Ministry of Education staff	46-55	Female	Bachelor's degree
70	Ministry of Education staff	26-35	Male	Master's degree
71	Ministry of Education staff	36-45	Male	PhD/DBA
72	Head Teacher	36-45	Male	Bachelor's degree
73	Head Teacher	56 & Above	Female	College
74	Head Teacher	56 & Above	Female	College
75	Government Official	36-45	Female	Master's degree
76	Government Official	46-55	Female	Master's degree
77	Government Official	46-55	Female	Master's degree
78	Government Official	36-45	Male	PhD/DBA
79	Government Official	46-55	Male	PhD/DBA

Source: Researcher

## APPENDIX 3: SAMPLE OF QUESTIONNAIRE

### QUESTIONNAIRE QUESTIONS

This interview/questionnaire is a component of an academic work for a DBA in University of Wales Trinity Saint David. The purpose is to gain insight into the management of Universal Basic Education Policy in Benin City Nigeria and its implementation. The information provided will be used for academic purposes and the findings will be kept confidential.

Answering the interview questions will not take more than ten minutes. You have the option to opt out without any reason. Thank you for your willingness to be involved in this survey.

<b>Title/ Role</b>	Head Teacher	Teacher	Ministry of Education staff	Government Official	Parents	others
<b>Age</b>	18 – 25	26 – 35	36 – 45	46 -55	56 & above	

<b>GENDER</b>	Male	Female
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<b>ACADEMIC QUALIFICATIONS</b>	Secondary School	College	Bachelors	Masters	PHD/DBA
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#### SECTION 1

1. What do you understand is the function of Universal basic free education (UBE) in Nigeria considering the following? (*UBE – refers to the first 6,3 model of the 6-3-3-4 system*) Tick only one

Free education	
Slightly free	
Tuition is free, other things are paid for	
Does not exist	

2. UBE has been in operation for years; how would people react if Government decides to make a change e.g. abolished or replaced?

	<b>Strongly disagree</b>	<b>Disagree</b>	<b>Agree</b>	<b>Strongly Agree</b>	<b>Neither agree nor disagree</b>
Embrace it					
Fight it					
Discuss it if given opportunity					
Ignore it					
Accept but do nothing					

3. How can implementation of UBE be improved by technology?

	<b>Strongly disagree</b>	<b>Disagree</b>	<b>Agree</b>	<b>Strongly Agree</b>	<b>Neither agree nor disagree</b>
Use of computers in administrative work					
Use of the web for information sharing					
Use of Technology for communication.					

4. What do you think about the management of the UBE policy in public schools by the Government?

	<b>Strongly disagree</b>	<b>Disagree</b>	<b>Agree</b>	<b>Strongly Agree</b>	<b>Neither agree nor disagree</b>
UBE policy is fine and does not need to be better managed					
It needs to be better managed					
It will be difficult to manage owing to corruption					

5. To ensure that free education is constantly implemented, what practical steps would be beneficial that can be taken by the school, Government, teachers, community, parents?

	<b>Strongly disagree</b>	<b>Disagree</b>	<b>Agree</b>	<b>Strongly Agree</b>	<b>Neither agree nor disagree</b>
Change the Policy					
Modify the Policy					
Change the management					
Increase funding					
Monitor management processes and funding					
Allow stakeholders to make decisions					
Leave the process the way it is. Everything is in order					

6. Performance areas are used in assessing achievement? How would you rate these performance areas for UBE?

	<b>Good</b>	<b>Poor</b>	<b>Neither good nor poor</b>
People result			
Society result			
Administrative result			
Key performance results			
Educational Materials provision			

7. Among the stakeholders, the Government are referred to as the people in power. To what extent do the stakeholders yield to the Government power?

	<b>Strongly disagree</b>	<b>Disagree</b>	<b>Agree</b>	<b>Strongly Agree</b>	<b>Neither agree nor disagree</b>
They yield by physical force					
They yield based on their values and beliefs					
Their remuneration determines their attitude to power					
They yield against their will					
They yield depending on personal gain.					
They yield to avoid trouble					

8. Indicate the level of influence of the education stakeholders listed below to the education establishment?

1-high influence 2- Low influence 3 - No influence.

(Tick to indicate)

	1	2	3
	High influence	Low influence	No influence
Government			
Ministry of Education			
Head Teachers			
Teachers			
Parents/Community members			
Private funders/NGO's			
Religious leaders			

9. Are the Government, teachers and parents working together towards achievement of UBE implementation considering the following? (*by Government I mean those responsible for implementing the UBE policy*).

	Strongly disagree	Disagree	Agree	Strongly Agree	Neither agree nor disagree
Government take responsibility for handling the UBE system					
Government bring discipline to the organisation					
Government focus on how the work is done					
Government focus on why the work is done					
Government work closely with teachers and parents.					

10. Indicate for each stakeholder the qualities you think they possess. Tick as many as possible.

	Teachers	Head Teacher	Government	Ministry of Education	Parents	Neighbours
Being Active						
Taking initiative						
Vision holders						
Positive thinking						
Communication skill						
Collaboration						

11. In management, these activities are important. How would you rate their impact so far on UBE implementation in Benin?

	Positive	Negative	Neither positive nor negative
Managing			
Administrating			
Reporting			
Assessment			
Monitoring			

Figure 13: Flier showing 'No to child Hawking'

**Edo BEST** BASIC EDUCATION SECTION TRANSFORMATION

**STATE UNIVERSAL BASIC EDUCATION BOARD**  
Presents:

# BACK TO SCHOOL RALLY

**SCHOOL RESUMES:**  
**9TH SEPTEMBER, 2019.**  
Parents Release your Children/Wards to Acquire Basic Education  
**RALLY DATE:**  
**Friday 6th September, 2019 || TIME: 9AM**

**TAKE OFF POINTS:**

Oredo- LGEA Office	Esan S/E- Central P/S
Egor- LGEA Office	Esan N/E- Taxona Junction
Ikpoba Okha-St. Saviour Junction	Igueben- Aloma Junction
Ovia N/E- Eresoyan P/S, Okada Town	Akoko-Edo- Igharra Mrk. Jun.
Ovia S/W- Ozolua P/S, Usen Sec. Sch.	Estako West- LGEA Office
Ugbogui Mrk.	Estako Central- Market Square
Orhionmwon- Obaseki P/S	Estako East- Okpella Mrk.
Uhunwonde- Eyeon P/S	Owan West- Market Square
Esan West-LGEA Office	Owan East- Police Station Junction
Esan Central- Akho P/S	

**EDO SUBEB SAYS NO TO:**  
**CHILD HAWKING//STREET CHILDREN//**  
**CHILD LABOUR// CHILD ABUSE**

**EDO SCHOOLS ARE NOW EQUIPPED WITH:**

- 10,500 TRAINED TEACHERS
- 11,689 SBMC MEMBERS
- 450 SCHOOL MANAGERS
- CONDUCTIVE ENVIRONMENT
- 1 MILLION FREE TEXTBOOKS DISTRIBUTED TO PUPILS
- NEW LOOK OF CLASSROOMS AND SCHOOL BUILDINGS WITH PLAY GROUND

*... Our Schools Our Children*

(Edo SUBEB, 2019)

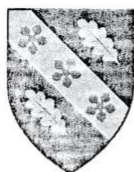
Figure 14: Teachers in Edo state with tablets for teaching from EdoBEST program.



Source: <https://subeb.edostate.gov.ng/>



#### APPENDIX 4: SAMPLE OF SIGNED CONSENT FORM



PRIFYSGOL CYMRU  
**Y Drindod Dewi Sant**  
UNIVERSITY OF WALES  
**Trinity Saint David**

Participant Identification Number:

**SAMPLE PARTICIPANT INFORMATION SHEET**  
21<sup>st</sup> November 2017

Project Title:  
Management of Universal Basic Education (UBE) Policy and implementation in the public primary school. A case study of Olua primary school Benin Nigeria.

Dear Participant:

My name is Chinwe Bernice Ezeunala and I am studying in the School of Business and Management.

I would like to invite you to participate in my research project. This project will be used for academic purpose and aims to investigate Management of Universal Basic Education (UBE) Policy and implementation in Ugbowo public primary school Benin City Nigeria.

\*Attached to this letter is a short interview questionnaire developed by "Myself" which will assess the management of UBE policy implementation. I believe your opinions will be extremely helpful to me.

Through your participation in the interviews, I hope to ascertain the views and opinion regarding the management of the UBE policy by the government and other stakeholders.

All questionnaires will be kept strictly confidential to the researchers involved and at **NO** time will individual interview questionnaire be released to the general public. This gives you a chance to express your views on a confidential and anonymous forum and still be able to make a difference. Your participation in this study is completely voluntary so you can withdraw from the questionnaire at any stage.

Our interviews and questionnaires should take about seven (7 to 10) minutes to complete, but there is no time constraint. There are also no right or wrong answers. As this is a new project, your feedback is also important to us and we would be much obliged if you could express your opinions through recorded interviews. We understand that your time is at a premium but your opinions are very valuable to us.

After careful and precise analysis of the data obtained from this interview and questionnaire, I will be happy to provide you with a copy of the findings at your request. The results of this interview will hopefully enhance my understanding of UBE management in public schools in Benin and will be recorded and stored in my personal hard drive. The results of the research will be fed back to NVIVO for qualitative analysis.

We thank you in advance for your time and participation. If any questions do arise, feel free to contact me at your convenience.

NAME & ADDRESS OF RESEARCHER  
Chinwe Bernice Ezeunala  
University of Wales Trinity Saint David  
London Campus  
Winchester House, 11 Cranmer Road, London, SW9 6EJ

*Chinwe Bernice Ezeunala* 27/11/2017

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