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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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2020

DECLARATION

This work has not previously been accepted in substance for any degree and is not being concurrently submitted in candidature for any degree.

Signed Chinwe Ezeunala

Date 24/02/2020

STATEMENT 1

This thesis is the result of my own investigations, except where otherwise stated. Where correction services have been used the extent and nature of the correction is clearly marked in a footnote(s). Other sources are acknowledged by footnotes giving explicit references. A bibliography is appended.

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ABSTRACT

This study explored the management of Universal Basic Education Policy implementation in Benin City. 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, purpose and structure of the research.

The literature review provided an overview of the subject matter – UBE (Universal Basic Education) and its history. This is because information about the past will help 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 which formed the crux of this study. A brief insight into the reason for the introduction of private schools was provided and discussed and comparisons about UBE made between private and public schools as well as two developing countries (Nigeria and Ghana).

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. Interviews were conducted on different days fixed between the participants and I. 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 .

Analysis of the data collected revealed a clear picture of the current situation of UBE implementation in Benin. The results and outcomes were analysed and also linked back to the literature review. It was discovered that stakeholders' undivided attention to duty depicts the extent of UBE's success and the government has a role to play to ensure they are inspired to achieve that.

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 made.

In summary, my aim to assess the implementation of Universal Basis Education revealed that UBE is important to the extent it cannot be ignored when growth and progress is expected. The outcome revealed the possibility of a better UBE when all the necessary changes are utilised. The end of this study conclusively showed a need for further study on the subject of Universal Basic Education.

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 an education but made it to doctoral level.

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Firstly I would like to give thanks to God almighty - my Father whose life I carry and who made it possible for me to be who I am today. This DBA has been a journey of discovery with many blocks on the way but at the end, I would like to acknowledge those who made it possible through those blocks and arrive at the end of the journey.

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ABBREVIATIONS

UBE	Universal Basic Education
fCUBE	Free and compulsory Universal Basic Education
EFQM	European Foundation for Quality Management
PAEI	Producer, Administrator, Entrepreneur, Integrator
BPR	Business Process Redesign
NGO’s	Non-Governmental Organisations
UBEC	Universal Basic Education Commission
SUBEB	State Universal Basic Education Board
LGEA	Local Government Education Authority
Edo-BEST	Edo Basic Education Sector Transformation

CHAPTER ONE

1.0 INTRODUCTION

The concept of UBE (Universal Basic Education) is for everyone up to 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 is 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; Akindele & Fasakin, 2014; Ochereome, 2012) had shown that despite 59 years of independence which started in 1960 and every effort made through funding to improve education, the situation has not changed. Prior to this time and over these 57 years, several policies have been created to improve the education system of the country, but its management has been on the decline. Policies change all the time and sometimes without being implemented, especially when there is a change in government (Nnajifor, et al., 2013). This research reviews the management of UBE policy implementation, focusing on public schools in general, and Olua primary school in particular

In this study, my interest is in the first objective on 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 been unfruitful and this could be because of poor planning from management 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 the 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 yet 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 on 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 leading to the selection of the topic of my research.

After recognising the existence of UBE, the question became – if there is free education, why are so many children not in school? After further research, I observed it was due to lack of effective management when it came to implementing the policy governing the UBE (Bolaji, et al., 2016; Akindele & Fasakin, 2014) and that realisation informed this research. Thorough investigation of previous studies and recent information from respondents revealed the implementation situation in Benin City. This story 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 (Bolaji, et al., 2016; Sara & Crawford, 2014). Now they are advanced and are implementing continuous skills development through advanced technology while Nigeria is still in the process of implementing the basics (ibid). Bringing these arguments to Benin in Nigeria has become a priority and therefore is adding to the importance of this study.

Universal Basic Education in Nigeria many years ago 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 my 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 (ibid).

Benin City needs a change in the management of UBE policy for primary education (Ifedi, 2018) and through this research, using Olua primary school, there will be a discovery of causes and recommendations that will help solve the problems that have been created.

1.3 STATEMENT OF THE PROBLEM

Research on basic education is a topic that needs further study especially when it concerns some developing nations because of their inability to achieve UBE. Despite the potential benefit of UBE for Nigeria, there are concerns that led to its non-achievement so far, which will be discussed in this study. In past studies, universal basic education has been researched in various cities in Nigeria but Benin City has not been fully explored (Adepoju & Fabiyi, 2007). However, in 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 off when compared to the northern part of the country where education has not been embraced owing to religious issues (ibid).

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 implementation and fill the gaps that will be discussed in the next paragraph (Bridge, 2018; Vanguard, 2019; Ifedi, 2018).

1.4 RESEARCH GAPS

Assessing the management of UBE policy implementation in Benin will lead to exploring the basic education policy itself. Exploring this is an indication that there are certain gaps that need to be filled with information obtained in this research. Some of these gaps are:

- In the literature review, the importance of UBE in Nigeria and Benin city is critically explained yet there are claims that it is not completely functional (Adepoju & Fabiyi, 2007) which creates the gap that will be filled in this study.
- There are expectations from the citizens concerning UBE being what it really is – FREE education. From the literature, there are statements that show it is not completely free (Okoro, 2011; Amakiri, 2014). Also, Nigeria as a country has a growing expectation for the teachers, government and parents to work closely to achieve a better education (ibid) but are they taking up their responsibilities as stakeholders and willing to utilise the policy which has already been created to achieve that?
- ‘Evaluation’ was considered as a category because private and public schools are to be evaluated through comparisons, competitions and assessment with a sub-theme on improvement which is supposed to reveal how the basic education has been implemented?. When recognizing competition, comparison and assessment as themes under improvement, there are expectations that it would reveal the impact of good education which in time also reveals good implementation, yet literature indicates that there is a difference between private and public schools (Adebayo, 2009).
- Literature already reveals that having UBE is the first step to any country development since education is a catalyst for development (Amakiri, 2014). However, while this should call for excitement, there is less emphasis on implementation because there is little research on it, which becomes 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 Universal Basic Education policy implementation in Benin City Nigeria. This aim encompasses UBE and its management, linking them to already existing policy. Embedded in the aim is how basic education in Benin can be attained through better management and implementation of policy.

Although this research is narrowed to Benin city in the south-west of Nigeria, achievement of this aim will bring about the accomplishment of a major aim that concerns the education in the country which will lead to a better educated Nigeria. To better understand this aim, the following research questions were carved out:

1.6 RESEARCH QUESTIONS

1. Can the management of Universal Basic Education implementation bring about change in the public primary education in Benin City?
2. Can the application of change management models facilitate UBE Policy implementation in Benin?
3. Can the involvement of stakeholders improve UBE?

To answer the above research questions and accomplish the aim, the following objectives have been set:

1.7 OBJECTIVES

- To investigate the management of UBE policy implementation;
- To review management models and seek how they can be applied to the UBE situation in Benin City;
- To investigate the involvement of stakeholders in UBE implementation in Benin City.

The objectives listed above form the structure of this study and determine how the data collection and analysis is done. To accomplish these objectives, I carried out empirical research. Furthermore, the process of achieving these objectives required 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, statement of the problem and research gaps. It sets out the aims and objectives and provides a brief idea of what to expect in the research. It also introduces the structure the research will follow.

CHAPTER TWO

Chapter two consists of a detailed literature review. Information on past studies obtained from secondary data on UBE is provided. 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 investigate the issues with UBE, provide information about stakeholders and their involvement with respect to the UBE issues prior to this time. In addition, there is also an illustration of relevant change management models, 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 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. It consists of the research approach, design, sampling and sample selection. The tools used for data collection will be explained and justified. Ethical issues are also noted. This chapter aims to give a description and explanation of the methods. It presents the how and why they were used.

CHAPTER FOUR

This is the data analysis chapter, which introduces the primary data collected and the result of the analysis. The questionnaires, interviews and focus group discussion are all reported and analysed in this chapter. In addition to this is the introduction of themes which helped in analyzing the results. It aims to give a full description of the respondents' perceptions about universal basic education.

CHAPTER FIVE

Chapter five consists of the discussions and aims to explain the literature review and its connection to the information obtained from primary data analysis. Also, the models which were described in chapter two are specifically attributed to UBE, explaining how they can be a tool for a better basic education implementation.

CHAPTER SIX

In this chapter, my contributions will be stated and explained. These are contributions to knowledge about UBE in Benin City since there were no previous empirical studies into UBE implementation in the city. There is also reference made to change models, education stakeholders and management theories. The writings in this chapter provide a form of introduction to the conclusion.

CHAPTER SEVEN

Conclusions are drawn, and limitations of the research and potential future research are explained in this chapter. The conclusions contain an explanation of each objective separately. There are conclusions for each of the research questions. What more needs to be done on UBE implementation in terms of future research is highlighted.

Finally, the appendices and references are inserted.

This chapter has provided a comprehensive overview of what is expected of this research from beginning to end. The literature review marks the beginning of the process by reviewing previous research by other authors and this will be discussed in the next chapter.

CHAPTER TWO

2.0 LITERATURE REVIEW

According to Rowe (2014), a literature review examines and explains information from previous studies and clarifies different viewpoints from past research. 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. 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 to obtain the necessary information, I have to seek information from previous research about UBE implementation and that informs the literature review. This literature review will concentrate on primary education, and it will reveal the past and present state of the management of UBE policy implementation. 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.

The literature review in this research follows a narrative approach at the beginning especially since the change management models are 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, their importance is still useful in the present and also provides direction for future research. Education is discussed comprehensively at primary level since it is the focus of this study. The history of education is discussed and that also follows a narrative approach since there is a timeline from the past to the present. The literature is structured into sub-sections and there is a work flow connection and link from one paragraph to another (Baumeister, 2013).

Although the literature review follows a narrative approach, there are some aspects of it that could be viewed as systematic, especially because I adopted a number of headings and themes and these helped in understanding the secondary sources used in my thesis. Several sources are used to locate the studies related to UBE implementation such as articles in journals from ProQuest, EBSCO, ABI/inform, Dawsonera, and information from conference proceedings. These articles used are also analysed as described by Bowen (2009) in document analysis (page 61).

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. 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 (Ibid). 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).

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.

Investment in children calls for quality education. 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 skills would have been acquired. This is why 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 gained from being educated. Uwaifo (2006) in agreement likened education as 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 at the beginning. 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 which they could not achieve before receiving an education. If this proof is not seen, then it would be a misplaced education (Bediako, 2014). With the above discussion on education in mind, I would be investigating the management of UBE policy implementation in the public primary school using Olua primary school in Benin city as a case study. An understanding of education in Benin city could give an insight into the present situation.

2.1.1 EDUCATION FOR ALL (NIGERIA) AND EDUCATION IN BENIN CITY (EDO STATE)

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, 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. This led to the formation of a strategy known as the National Economic Empowerment and Development Strategy (NEEDS). Planning for education was one of the functions of this body (Awofala, 2012).

EDUCATION IN BENIN

Benin City is located in the southern part of Nigeria in Edo state. 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). My 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 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 30th in position became 2nd 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. To respond to and probably satisfy the quest for the clarification of the remarks made by the authors, I would be investigating the management situation of UBE implementation in the public schools using Olua primary school, to discover its present situation and to ascertain the type of change needed in primary education which is discussed in the next paragraph.

2.1.2 PRIMARY EDUCATION

Primary education is the first level of education; 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 at a tender age, the child will not imagine being relevant in the society revolution in 15 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 a dissatisfying, poor performance (Ndifon & Cornelius-Ukpepi, 2014).

Some studies revealed 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 the schools have no ceilings, 87% of the classrooms are overloaded and the pupils lack workbooks (Adepoju &

Fabiya, 2007; Akindele & Fasakin, 2014). With all these problems, the teachers are highly demotivated. 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).

2.1.3 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. This Basic Education is usually regulated by a policy.

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). Therefore, 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. 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 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. 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 would be an implementation capable of producing intended results. Furthermore, the existence of a policy could be used as a claim for country 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 started. There is still no financial commitment even with the plans fully stated (ibid). Vargas-Baron (2005), explains that the best way for written policies to become a reality is through short precise implementation plans.

As mentioned earlier, 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 30th, 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 9 years. 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). Part of the plan was also to improve the teaching standards of teachers. There were clear-cut objectives that guide the UBE. These are:

- Providing every child from the age of 6 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.
- 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 an education and how this is possible through UBE.

The goal of providing all children with free Universal Basic Education (UBE) 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 are also involved in funding (Bolaji, et al., 2016). According to Ekpunobi (2006), certain percentages of funding were allocated to various levels for the UBE: 5% for nursery level, 60% for primary level and 35% for junior secondary level. These percentages when fragmented were disbursed for Infrastructure (70%), training materials (15%), manpower improvement (15%).

With a history of 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. 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? (Ibid). 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 involving stakeholders, as they are the individuals that decide or should decide what happens and how it happens in the education sector.

2.1.4 EDUCATION STAKEHOLDERS

This session describes the stakeholders' participation in UBE. Their involvement in education determines its success or failure. They are individuals or a group of individuals who have a common involvement and interest in an organisation. Though they share conflicting expectations, they have one objective. They are either involved directly or indirectly (Newcombe, 2003). In this study, the stakeholders are considered because they have some form of involvement in the primary school UBE function. The ones that are directly involved are the teachers and headteachers of both public and private schools, government and

ministry of education. The others 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 policy that govern them or defective due to poor and/or non-implementation.

UBE 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 referred to as change agents in education setting and the criteria for any change to occur is working with people like them who are willing to put already made plans into actions and act as assets and catalyst for achievement. They and other stakeholders contribute and impact to the best of their abilities, regardless of the issues which will be discussed next.

2.1.5 ISSUES 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. These children not having basic education could be caused by many factors. 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 them at home to help look after their younger ones) or a combination of the above. . These problems listed are in relation to stakeholders – government, parents, teachers, communities.

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

2.1.5a PUPIL RELATED

Not having basic education could be pupil related because children feel they are wasting time attending school when they can make easy and quick money through hawking to support themselves and 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 the value of their society. They need direction through counselling to understand their future lies in their education (Arhedo, et al., 2009). This counselling could be established through the local government education board managed by the UBE at 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).

2.1.5b PARENT/FAMILY

Many Nigerian parents are not educated but are knowledgeable of the importance of education. It is unfortunate some did not have the opportunity for basic education that has been on offer for the recent generation. Knowing the outcome of education, they should ensure their children receive the education they could not have had themselves. 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 should also get basic education that would help them be the most suitable counsellor for their children (Akindele, 2012). The reality of this is that many of these parents already perceive that it is too late for them to obtain 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 if a child could not be in school due to sickness, they are to call 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 18th and early 19th century. At the beginning of the 19th 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, United Kingdom reached its goal. Nigeria could take a leaf out of their book. In this study, I would research and recommend education change management strategies for the Nigerian government to adopt.

2.1.5c GOVERNMENT

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 of utmost importance. 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, it is important to note these monitoring officers could achieve more with effective management in place to reach every state, LGA and communities (ibid).

2.1.5d COMMUNITY

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 implementation. The next paragraph introduces an overview of management and its connection with UBE.

2.2 MANAGEMENT

Management literally means to 'look over' something. It could be people, environment, policies, etc. Management according to Olum (2004), is a process that has many stages. It is the planning and maintaining of the environment and the people that live in it to achieve a particular aim. Reviewing the word management would reveal that management has numerous applications such as planning, organising, leading and controlling. These take place for a unique goal which is to create and maximise productivity.

According to Koontz et al (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. It can also be a development of bureaucracy that requires to be strategically organised, coordinated and controlled. It involves administration, human resource and problem solving (ibid). 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 and due to lack of management of the public schools, private schools came into existence.

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). Management of education 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 (ibid). These policies are a guide for every education stakeholder to follow and this is controlled by the government. It provides a direction that would lead to a change in the education system (Udey, et al., 2009).

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 appropriate

management of UBE by them is a national concern, what the issue really is and that handling the situation appropriately through effective HR management is required. The best way of deconstructing a problem is getting to the root and examining every aspect of it, including its history. (See more on Management in Page 120)

2.2.1 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 at the outskirts of Lagos. From there it spread to the southern part and then to other parts of Nigeria (Odeleye, et al., 2012), (Awofala, 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 (ibid). 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 school. 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 supposed 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. At that time, education in Nigeria witnessed unstable educational policies (Udey, et al., 2009).

The management of education in the 21st 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). 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 and later UBE (Udey et al 2009). The establishment of up to 148 universities in this 21st 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. These issues include dilapidated facilities, low-quality teachers, poor infrastructures (ibid). 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 (ibid).

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 the basic education to the extent that every citizen becomes a graduate with 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. This investigation, in turn, leads to the consideration of change management..

2.2.2 Change Management

Sohmen (2016) in speaking about change states that it is inevitable for continuous growth. Without change, people and organisations remain in their status quo. 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 many 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. 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 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 so far (Udey et al, 2009; Amuchie et al, 2013; Okoroma, 2006; Bolaji et al, 2016), it could be seen that several changes are needed in the UBE implementation and in the process of this research, I hope to show through my findings 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 implementation. The teachers may need a change in the way they teach by getting trained to give quality education to the children. Parents should be encouraged towards ensuring their children are enrolled by taking them off the streets. The monitoring officers may also need to keep up a good monitoring system that would yield an appropriate result. Every stakeholder has a part to play in this change process.

Change Management models can be used for a better understanding of implementing the changes listed above 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.

2.2.3 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 these models could be described as a practical part of total quality management. Organisational changes do not just occur by reading about models but by implementing them after using a diagnostic tool for identifying areas for improvement. 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 would 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 of utmost importance (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)
- Benchmarking (1950)
- Etzioni Compliance typology (1961)
- Adize's PAEI management roles (1979)
- Stakeholders Mapping (1984)
- EFQM model (1988)
- Covey's Seven Habits of Highly Effective People (1989)
- Business process redesign BPR (1990)
- Balance scorecard (1992)
- Levers of control (1995)

These change models were developed since the early 20th 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.

Conceptual Framework

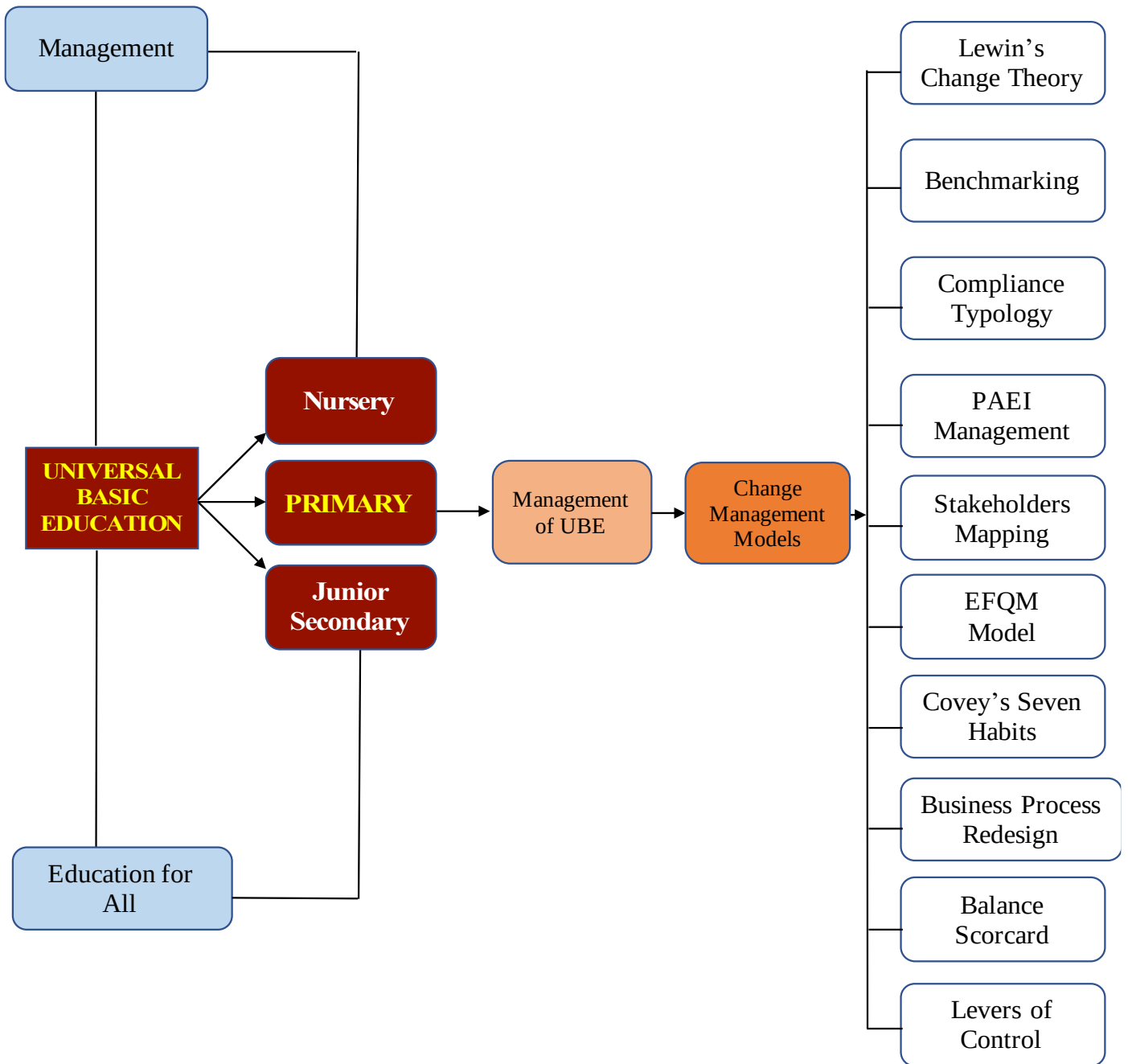


Figure 1: Conceptual Framework connecting UBE & Management Change Models.

The change models are arranged according when they were created. From the diagram, UBE consists of the primary and junior secondary education with the primary highlighted as the focus of this research.

Source: Researcher

2.2.3a 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 centre 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
- b. Group dynamics
- c. Action research and
- d. 3 step model.



Figure 2: Lewin's Planned Approach

Source: (Burnes, 2004)

Lewin's 3 step model was a key contributor to organisational change, and he attributed its success to it working closely with the other three elements (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 (ibid).

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. Secondly, for an action to be successful and lead to change, the situation needs to be analysed correctly before choosing the appropriate solution for it. This led him to 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 my 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 its being too simplistic on the change process, but it has also been defended by some authors (Tsoukas & Cummings, 1997; Palmer, et al., 2009; Weick & Quinn, 1999). 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 would become effective (Lewis, 2012).

As mentioned earlier, Lewin's first step in the three-step model which is unfreezing comprises of changing the status quo and 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. Moreover, this is how benchmarking started in the '70s.

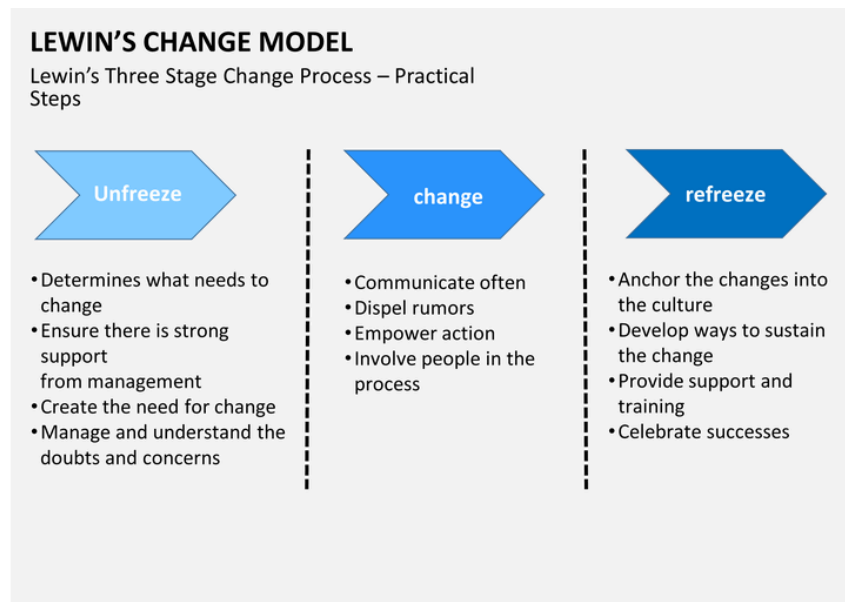


Figure 3: Lewin's 3-Step Model

Source: (Burnes, 2004)

2.2.3b BENCHMARKING 1950

According to Stapenhurst (2009), the idea of Benchmarking started when men desired what belonged to their neighbours because the neighbours were excelling more than them. They wondered why their neighbour's crops grew better than theirs or why their neighbour's hut let in less rain than theirs. What is it they do that I am not doing? Relating it to organisations, Stapenhurst referred to it as reverse engineering which was a form of covert benchmarking where organisations plan to emulate another competitor to become better. Blakeman (2002) argues that it is a method of dismantling things, studying them, refining them and reconstructing them. Watson (2007) claims that benchmarking developed in different phases:

- Reverse Engineering (1950-1975)
- Competitive Benchmarking (1976-1986)
- Process benchmarking (1982-1988)
- Strategic Benchmarking (1988-1993)
- Global benchmarking (1993 till now)

Modern benchmarking started as competitive benchmarking with Xerox around 1976 while they were still the largest manufacturer of copiers. They developed Benchmarking as a

method to reduce costs, flush out waste and boost quality (Blakeman, 2002). They compared themselves with Japanese manufacturers (direct competitors) who suddenly started producing more than them and decided to benchmark. The recent benchmarking process today is as a result of what Xerox did over 40 years ago (Zairi & Leonard, 1994). Benchmarking makes available comparative data which, when analysed provides data which can be used to bring about improvement. It also emphasizes new development opportunities and problem solutions (Blakeman, 2002).

According to Stephen, et al (2003), Benchmarking is used in comparing organisations' processes either within the organization, between 2 different organisations or between 2 similar organisations. It is carried out to create and improve processes and bring up to date results due to comparisons. It could be

- Internal – within the organisation
- Competitive – direct competitors
- Functional - similar processes within organisations
- Generic – unrelated industries

According to Adebajo, et al., (2010), Benchmarking has been useful in operations management. The areas that have been found for recent benchmarking projects are corporate strategy and planning, human resource and training, customer service, production and IT. In this study, there will be a comparison of the case study (public school) with a private school. Information obtained from the respondents will be of help in gaining knowledge about the differences between the two types of schools and how they are being managed. This may help to improve the processes in the running and management of UBE implementation. This type of benchmarking is competitive and functional and will be applied in this study to discover if public and private schools are direct competitors or having similar processes.

Benchmarking has been an established popular model and is useful to organisations even though it has been criticised by several studies for a lack of consent in its classification (Maiga & Jacobs, 2004; Bhutta & Huq, 1999). Benchmarking was also criticised for its lack of employee involvement during its process. Some studies that identified financial performance as the main purpose for benchmarking were regarded as being backwards indicating the need for predictive measures to be applied through more research (Ibid). These criticisms indicate that benchmarking is still a useful technique though doubts on how and why it is deployed still need to be studied (Adebajo, et al., 2010).

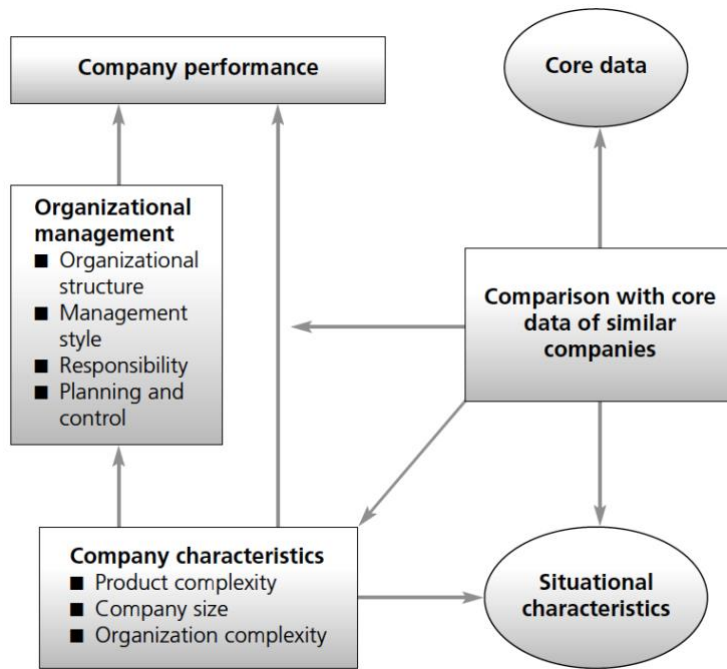


Figure 4: Benchmarking Diagram

Source: (Van Assen, et al., 2009)

The use of this model is consistent with my investigation because information obtained will help in benchmarking Olua primary school's process of UBE implementation. It will also be important in benchmarking the public school with a nearby private school.

What follows the benchmarking process is the implementation of change due to the results from benchmarking. Implementing this change most times is difficult because there are times when people resist change (Sohmen, 2016). If the government decides to make a change in the management of UBE, it would require the compliance of the stakeholders involved. What if the stakeholders in UBE are resisting change, would they be forced to accept or allowed not to comply according to their beliefs? This can be better analysed by using compliance theory.

2.2.3c COMPLIANCE THEORY 1961

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 (ibid). 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)

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

Figure 5: Compliance Theory

Source: (Drummond, 1993)

From the figure 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 in controlling people), they will show a calculative involvement by maximising their personal gain.
- Normative/moral - Normative control through rewards like contributions to the society, identifying goals and 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 found in organisations and if there is congruent compliance between management and employees/stakeholders. It is important in my research because it will help to identify the congruence compliance between the government and other stakeholders in the management of 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, 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. Use of the right power would create better management of UBE. However, to ensure effective management, one of the models developed was Adize's PAEI management role.

2.2.3d ADIZES' PAEI MANAGEMENT ROLES (1979)

The PAEI management roles was developed by Dr Ichak Adize, the founder of Adize Institute, a management expert in the 1970's. Since that time, this model has been applied by many organisations to determine if they are going to be effective and efficient in the short and long run (Shiva & Hassan, 2016).

Adize's PAEI management roles emphasizes that a manager is not capable of meeting the needs of his external and internal environment alone. For the management to accomplish goals, there should be a team of managers working together to tackle difficult problems and issues. According to Adize, there are four elements needed for an effective management team. These elements can be transformed into four management roles which are:

- The producer – P (Produces the results that reveal the existence of the organisation, thus making it effective). Their feature is that they take responsibility. They want results because every organisational problem becomes a personal problem to them. Problems keep them at unrest until they are resolved (Hassankhani & Toozandehjani, 2016).
- The administrator – A (Administering for efficiency by using procedures). They bring discipline to the organisation. They are more focused on how the work is done rather than why. They know the cost of solving a disorder is high therefore they ensure the order is stabilised to avoid disorder from arising.
- The entrepreneur – E (Entrepreneurial actions for change and creating new ideas for continuation). They see solutions ahead of others. They are individuals who work with developmental thoughts. These kinds of people are usually few (Jaafarnezhad, et al., 2016)
- The integrator – I (Integrating the segments and functions of the organisation for long term sustainability through motivation and cooperation).

This model helps in bringing the right people together to work effectively. An organisation can have the right people but when they do not work together, the organisation suffers. These four roles are important for good management. Jaafarnezhad et al., (2016) indicated that when these roles are lacking, the organisation could be affected by being ineffective or inefficient in the short or long term depending on how long the roles are lacking.

Though the qualities listed above are consistent with each of the roles mentioned, they have been criticised that they are not permanent for each role. The qualities could change depending on work or real-life situations. In such cases, they behave differently. A common example is when someone gives in to anger, it affects every quality that has been listed and

a different result is achieved. In this case, the producer could become a dictator and the entrepreneur would be able to attack or demean others (Adizes, 2014). In this study, the management of UBE implementation can be analysed using these roles. There are various stakeholders in the education system and when each takes up their responsibilities and work as a team, UBE could be more effective. The federal government being the head could perform the four roles, the headteachers could be the administrator and teachers the integrator. When each role is carried out and appreciated by others in the team, success is attained. Due to the criticism mentioned above, it would be necessary in this study to include the importance of government to create a program where employees in the education system are trained to handle their personal problems and self-control so as not to interfere with work.

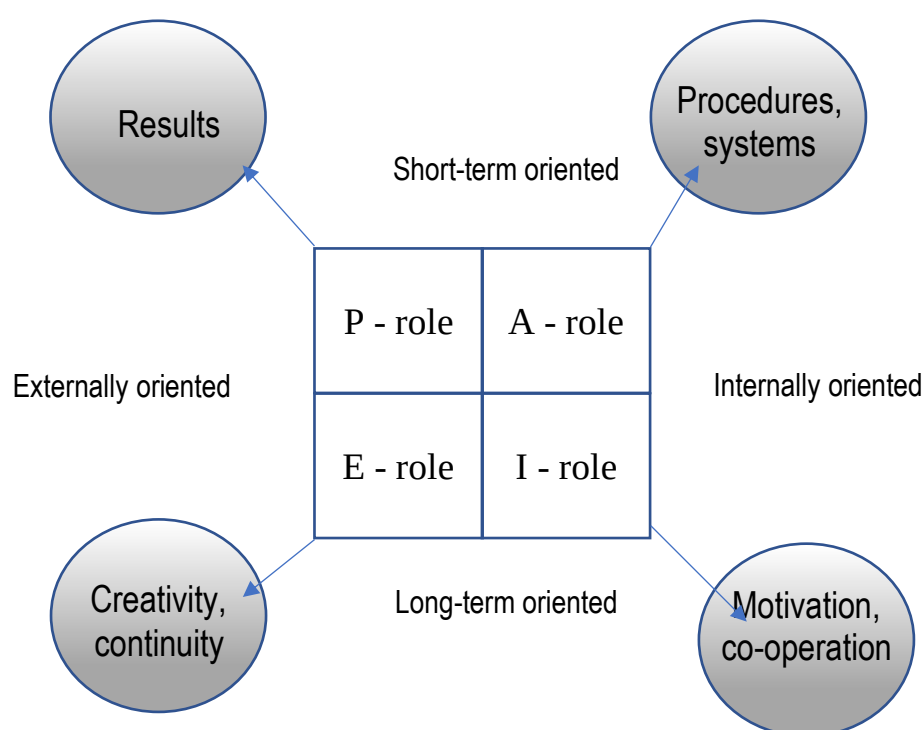


Figure 6: Adize's PAEI Management Roles

Source: (Stephen, et al., 2003)

Adize's model of management roles is of great benefit for my research because its application will describe the various responsibilities expected from the stakeholders. Its relevance to this study can be demonstrated through a collaboration between the government and other stakeholders working together to achieve the same aim and objectives. This indicates the importance of stakeholders in the UBE implementation.

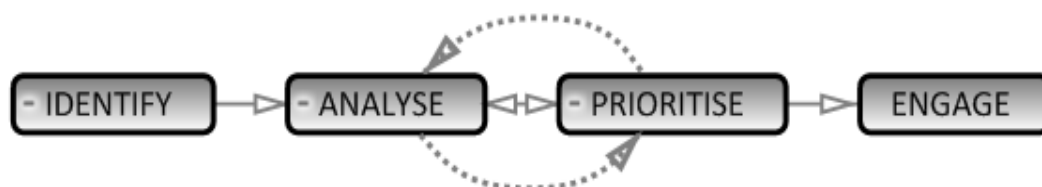
2.2.3e STAKEHOLDERS MAPPING (1984)

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). It is also worthy of note that 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. It is stipulated that every organisation’s success depends on how they can manage interactions of their key groups like customers, staff, investors which helps to achieve goals and objectives (Mitchell, et al., 1997). Sapriel (2013) claims that stakeholder mapping as a part of stakeholders’ theory is used in determining who the stakeholders are, where they are from, what their interests are in the organisation. It is one of the steps used in a broader term known as stakeholders’ engagement which is a process used in engaging stakeholders to commit to specific purposes to achieve a goal. It has been used to handle crisis management (Sapriel, 2013). Mapping is a 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 include

- 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)

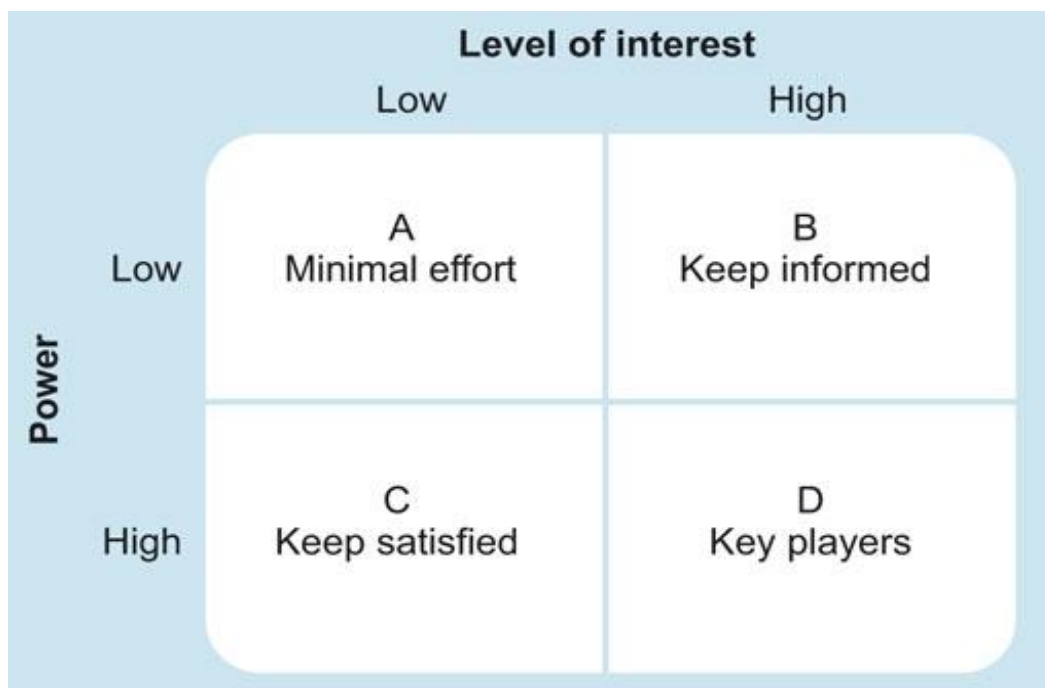


Figure 7: Stakeholders Mapping

Source: (Johnson & Scholes, 2002)

Stakeholders theory has been criticised by some because the importance of shareholders is reduced. It was also of deliberation on 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 with a distinction between them. 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.

The stakeholders in this study would be critically analysed using this model. It will be explained why the teachers, government officials, headteachers, parents, community are referred to as stakeholders. This model is relevant especially during the interviews and use of questionnaires. 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 (stakeholders). The criticism that the shareholders 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 in UBE is to get all stakeholders to work together effectively to achieve excellence through good performance. To assess good performance that will lead to the achievement of excellence, an EFQM model will be required.

2.2.3f THE EFQM MODEL (1988)

EFQM (European Foundation for Quality Management) was founded in 1988 by fourteen European companies supported by the European Union. Though it started in Europe, it has become global (Mehrmanesh & Taghavi, 2010). EFQM is a management model that helps organisations establish suitable management systems to assess performance and achieve excellence. It clarifies gaps in implementation and helps identify improvements (Stephen, et al., 2003). Medhurst & Richards (2006) described it as a model that helps to identify all aspects of the organisation especially those areas that are usually neglected.

This model relies on the basis that outstanding results seen through performance can only be possible through work partnerships with stakeholders, sufficient resources and a good process system. In this model, there are five organisational aspects acting as enablers (the way work is done) and four performance areas for assessing results. These are

- a) Leadership
- b) Policy and strategy
- c) Partnership and resources
- d) People and
- e) Processes.

Performance area assesses results by considering the organisation's achievements,

- a) people result
- b) society results
- c) customer result
- d) key performance result.

Martin & Rodriguez (2008) states that EFQM can also be used as a framework for knowledge management. Although it is a self-assessment model, it does not insist on what an organisation should do or how to do it. It conveys that what an organisation does should be effective for their purpose of existence (Medhurst & Richards, 2006). This model has been greatly accepted by both scholars and practitioners although it has also been criticised to have encountered problems by some organisations due to the scoring criteria being generally defined. Many are asking whether it really works and if it accomplishes its purpose (Porter & Tanner, 2004; Siow et al., 2001). This could also be because, since its launch, there has been little research into its scoring system. Most times the scores in enablers are not proportionate

to the scores in the results. Mehrmanesh & Taghavi (2010) criticised by stating that qualitative variables cannot be scored numerically. It was also criticised that EFQM is only effective in assessing activities but does not consider what happens afterwards in terms of improving plans (ibid). Although EFQM has been criticised in its scoring system, it is still effective in assessing activities, which is necessary for this study.

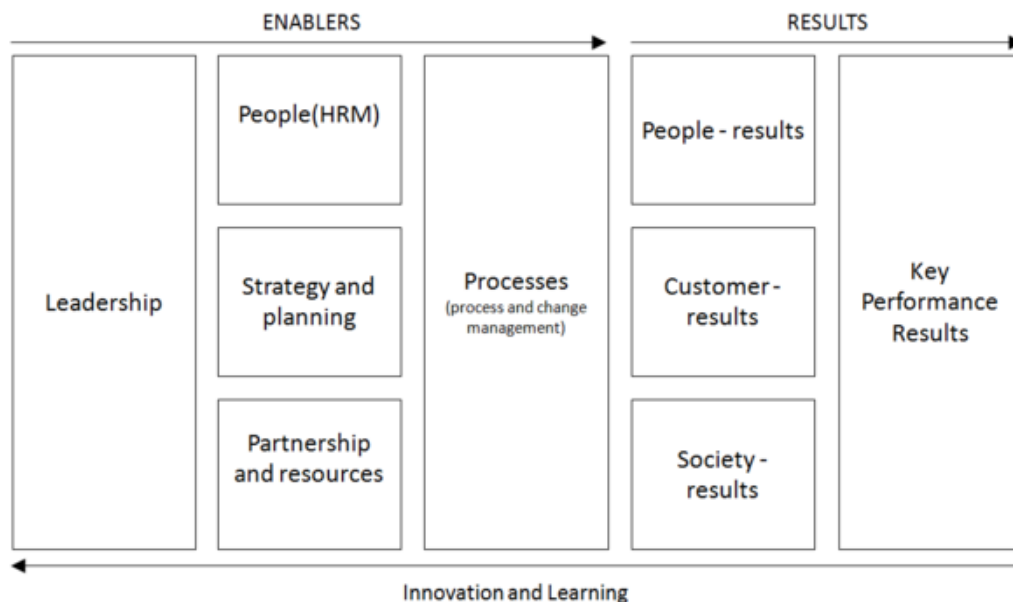


Figure 8: The EFQM Model

Source: (Stephen, et al., 2003)

In my research, I will be applying the EFQM model because it will be useful in recognising gaps in the implementation of UBE. Recognising these gaps could make the management consider working on the employees to help them become more effective and achieve excellence. If they can become better at their work, these gaps could be filled. Covey's work on 7 habits has listed some important qualities which could be embedded in these employees.

2.2.3g COVEY'S SEVEN HABITS OF HIGHLY EFFECTIVE PEOPLE (1989)

This model was developed by Stephen Covey in 1989. It was a guide for personal development at work. This model describes the qualities required for people to be effective. Many corporations have used this model to help their employees and stakeholders in ensuring a high standard of progress in management (Covey, 1999). According to Covey, highly effective individuals develop seven habits that lead them to achievement both in their personal life and business. He says that to become highly effective, one should

1. Become proactive
Ability to control the environment instead of being controlled by it.
2. Start with the end in mind (have a vision)

Leading people to what they desire to achieve (aim). It is a form of personal leadership.

3. Recognise the first things and put them first

This is a form of personal management characterised by achieving an aim in mind.

4. Think (consider) win-win

Working with the mindset that success is achieved when people work with each other and with the assumption that there will always be enough for everyone.

5. Understand things first before desiring to be understood

This habit describes a communication path. In his words, he says 'diagnose before prescription')

6. Synergise

Creative cooperation where one sees the best in another's contributions or work.

7. 'Sharpen the saw'

Covey calls this a self-renewal where people encourage each other for the best and grow.

The first rule according to Covey is to become independent by observing the first three habits. This will help in making individuals see value in themselves and take responsibility for their actions both at work and life. When these three are achieved, it becomes easier to consider others to become winners in what they do (ibid). He asserts that human character is a combination of their daily habits and these habits will determine the way they live their lives both at home and at work (Foltz & Akridge, 2015).

One of the criticisms in this model is that it focuses on the individual as being the problem of the organisation (Carlone, 2001). It is also criticised that some of the 7 habits do not address relationship development processes among organisations (ibid). Ciurus-Major (2008) acknowledged Covey for his 7 habits which reflects a positive message but was criticised because of his simple answer to complex and complicated problems (ibid). Also, the involvement of religion in Covey's writing became a concern for some critics. English (2002) claimed that it stems from a Christian Mormon prophecy perspective and not research and science, insinuating that its use in administration is risky to people who are not aware of the foundation of his ideas.

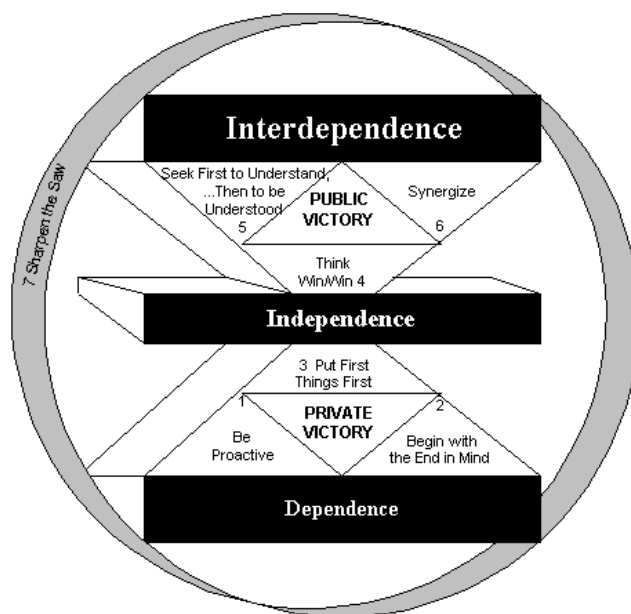


Figure 9: Covey's Seven Habits of Highly Effective People

Source: (Van Assen, et al., 2009)

The Nigerian government and the ministry of education through continuous training of the teachers, headteachers, meeting with the parents during parents-teachers associations, having community rallies on education could support the embedding of these high qualities into the education stakeholders and help in the effectiveness of the system. This model could be of great help in my investigation because upon knowing the situation of UBE implementation, the model will help the government in deciding the way forward through organising training and inspiring teaching workshop for stakeholders.

With these qualities in the employees, the government will become more certain that any strategic management approach taken for UBE implementation will become effective knowing there are trained employees. With these employee's new enthusiasm, they could bring up new ideas to improve performance in UBE. An appropriate model to use to achieve that would be business process redesign.

2.2.3h BUSINESS PROCESS REDESIGN (BPR) 1990

Business Process Redesign was developed by Michael Hammer a graduate and professor at the Massachusetts Institute of Technology in 1990 (Fitzgerald & Murphy, 1996) and was published in the Harvard business review. Hammer (1990) claimed that companies should reassess their business processes to make the most of their customer values. This would make organisations change their method of doing things. At the same time, Davenport and Short (1990) had a similar idea concerning business redesign and added IT to the model.

Fiedler et al., (1994) describe BPR as a process of altering business processes to achieve maximum improvement in performance. He explains that many organisations do not alter their business process if it is not fully broken therefore hiding behind the adage that says, “if it’s not broken, then don’t fix it” or “if it’s not broken, then there is time to ensure improvements are made for survival” (Tran, 2015).

In addition, Hammer and Champy (1993) state that BPR is an essential review and potentially a thorough redesign of an organizational process. It describes a period of inducing a change in an organisation to bring about improvement. Before starting a BPR, there should be a realization for a need for it. There are 5 rules in BPR which are to:

- Clarify strategy before redesigning
- Make use of the primary process as a basis
- Enhance the use of information technology
- Ensure the structure and governance are compatible with the primary process.
- Ensure that employees and management are involved in the process

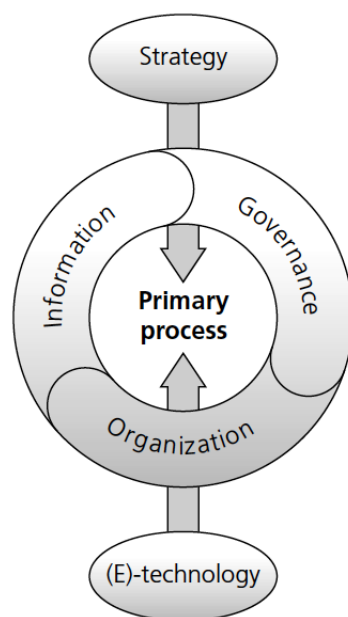


Figure 10: Five Rules in BPR

Source: (Van Assen, et al., 2009)

BPR could be difficult because people are prone to resist change especially when it involves a new structure with new instructions. Information technology as part of BPR is unique as the concept could help in this recent technological age (ibid). Tinilla (1995) states that in BPR, there is more operational and implemental concerns with thorough use of IT technology to streamline the processes.

Fiedler et. Al (1994) claim BPR has been criticised because it does not have any existing theory that can be used to develop or test its model. It was also criticised that through BPR, a wrong or meaningless process could be targeted. The report submitted for a BPR review of process might be incorrect (ibid). It ignores the organisation's current status and assumes a new status will be the best solution. Most times what is expected is exaggerated and also underestimates the resistance to change that might occur if carried out (ibid).

Many companies applied BPR and by 1993, its success was seen but did not last very long because as of 1995, many authors that supported it started going against it. There was no specific framework for BPR because different companies have different problems. Due to the abuse of its concept, its use was reduced. Though it was affected, it was still in use but differently. The BPR of today is different because of technology and the internet. It became the forerunner for this modern-day world. Today it is more functional as business process management.

BPR is a process I considered for my investigation because it might help to redesign a new process of management for UBE policy implementation. As mentioned earlier, the UBE policy has been a good policy but the way it is managed has been the problem. With the UBE policy remaining the same, the government, ministry of education and the headteachers could work together to redesign new strategic ways that could benefit the management of basic education. This new design might be difficult for teachers and parents to accept but it is worth a try for improvement. Information from respondents during the primary data collection of this research may be of help to know the state of basic education in Olua school. The results will reveal the actual management of UBE implementation in existence (i.e. their primary process). The data from respondents (stakeholders) could also determine if a change is needed or not. The change may become obvious and require a redesign for UBE.

Additionally, UBE is a government-oriented policy and reengineering might be a challenge since it is not a profit-making venture. Therefore, it will not be easy to discard old processes and introduce new ones completely but there can be a way to achieve a change (Blakeman, 2002). In this study, business process redesign might not be the best change method but looking at its modern use as business process management that involves more of technology, it can become useful since it is a management discipline and at the same time a software system. Instead of discarding a process, it could be reused to achieve success. If business process management is implemented, it would work effectively with the balance scorecard

which helps to ascertain if the management processes are being handled by the management or not.

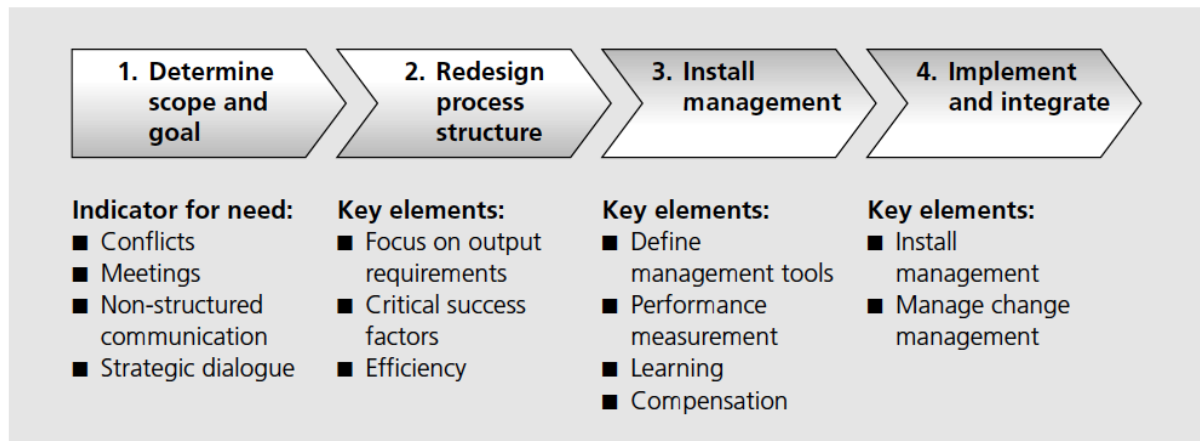


Figure 11: BPR Process

Source: (Van Assen, et al., 2009)

2.2.3i BALANCED SCORECARD (BSC) (1992)

The model of the Balanced scorecard, which was developed by David Norton and Robert Kaplan in 1992 was described in a Harvard business article (Kaplan & Norton, 1992). It was based on the writings of a British scientist, Lord Kelvin who postulated that anything that cannot be measured cannot be improved on (Kaplan, 2010). From this, Norton and Kaplan believed that measurement is fundamental to managers and not just scientists. After the Harvard business review article in 1992, many organisations adopted the balanced scorecard and the positive effect was experienced by these companies (ibid). Since then, it has spread all over the world (Rigby, 2001) and entered into the concepts of management especially in strategy implementation and measuring performance. Cobbold & Lawrie (2002) claim that it has been incorporated as a basis of a strategic management system.

It comprises of essential functioning measurement that serves as a blueprint to regulate and modify business strategy. It has different perspectives which includes

- Financial perspective
- Customer perspective
- Internal process perspective
- Learning and growth perspective (organizational perspective).

In this study, we will be concerned with the learning and growth perspective which discusses whether an organisation is effectively managing, improving and retaining Human Resources, knowledge and systems (Arveson, 1998). This is because the learning and growth perspectives will provide a vivid explanation of the management of UBE. This encompasses employee satisfaction/retention, job skills and retraining.

This model is useful for strategic management, especially in handling management processes like appraisals, resource learning, setting goals, learning and development. Bose & Thomas (2007) added the importance of the learning and growth perspective by stating its input in identifying and improving the performance of intellectual capital.

In my research, the workers in the school environment are the human resources used and when there is a lack of satisfaction, there is high turnover; and without the workers, the education system ceases to function. The government has a role to play to ensure this perspective is in motion according to the balanced scorecard.

However, although the balanced scorecard was accepted, it has also been criticised in its concept (Neely, et al., 2004), application (Basuony, 2014) and practice (Antonsen, 2010; Hoque 2014; Awadallah & Allam, 2015). It was criticised for being time-intensive not giving the employees the opportunities to face their various responsibilities (Neely et al., 2004). Its objectives and definition were criticised because it did not involve the interest of some important stakeholders like the suppliers, and government; instead it only satisfies the interest of the shareholders. Due to this criticism, Kaplan and Norton (1992, 2002) saw the importance of adding new perspectives that would involve other important stakeholders but still forgot to consider the implementation and cause and effect linkages in these new perspectives.

Also, its criticism extended to the point that there is no involvement and commitment with employees. Although the learning and growth perspective and the internal process involves employees, it excluded employee support and is often unfamiliar to them (Ibid).

However, in practice, despite being widespread in scope which shows its peculiarity in performance and achieving strategy, some authors like Neely et al (2004) and Antonsen (2010) are sceptical about its connection to organisational results indicating that it is not beneficial. To prove this claim, Neely et al (2004) estimated that from inception, 44% of organisations in the world have implemented Balanced Scorecard, but only 22% achieved great returns on assets and equity and 85% had issues with implementation.

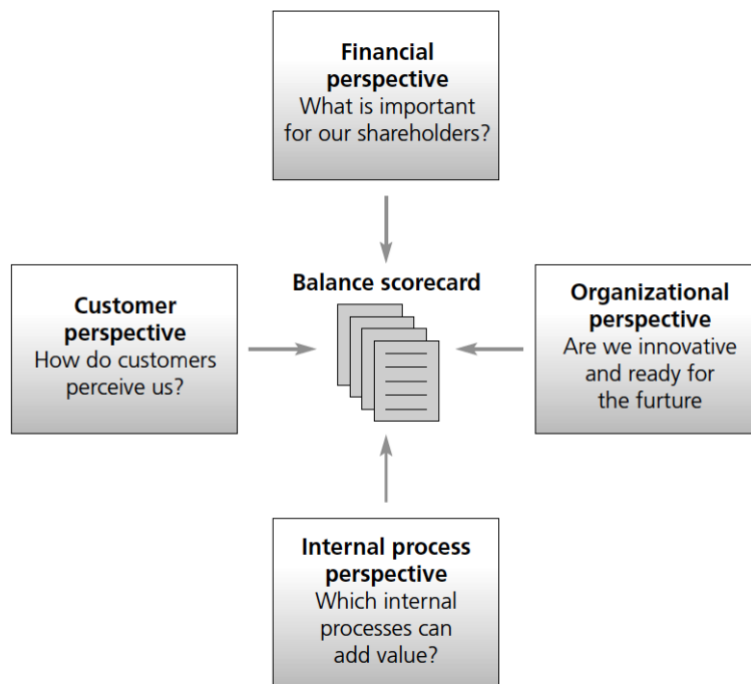


Figure 12: Balanced Scorecard

Source: (Stephen, et al., 2003)

Information on whether the UBE management is functional or not can only be obtained from the respondents during primary data collection. Therefore, the extent of usefulness of the balance scorecard in my research can only be ascertained after the primary data is acquired. It is useful for this investigation because the information from the respondents will reveal if UBE is well managed or not. Also, data from the participants may either be consistent or contrary to what is claimed by the authors of the models discussed in this literature review. Knowing whether the management is functional or not will help the government to know the type of control measures or systems to put in place to monitor the UBE implementation. This can lead to the application of the levers of control model.

2.2.3j LEVERS OF CONTROL (1995)

Levers of Control was developed by Robert Simons in 1995 as a control system which is obviously related to competitive strategy (Mintzberg & Lampel, 1999). Simon developed this model after ten years of research on a case study and action-oriented theory of control with over a hundred companies in the USA (Gurd, et al., 2015).

It describes top management involvement in controlling the organisation. Simons (1995) describes this framework as consisting of four levers of control to help top management control through reflecting and developing their core value, considering opinions of the employees, probability of achieving objectives and having chances of survival and success. These levers as a descriptive model identify sets of control mechanisms which are:

- Boundary system (formal rules with limits, behavioural constraints)
- Diagnostic control system (Feedback and monitoring systems used for correction)
- Interactive control system (Top management involvement and Managers involvement in making decisions for staff)
- Belief system (Vision and mission statements, Core values) (Ghozali & Sulistyani, 2016)

The interactive and the belief system are referred to as a positive control system that brings about a search for new opportunities and an opportunity for employees to participate in creative attitude while the diagnostic and boundary systems are referred to as negative control system. They are used as a balance for the positive control systems. The main goal for this control is for achievement in the organisation.

Stephen et al (2003) posit that achievement is easily controlled in organisations in their early stages of growth. In continuation, he also speculated that control becomes more difficult when the organisation grows into a large conglomerate and expands. Due to this expansion, normal control methods may not be effective anymore. When an organisation finds itself in this situation, they need to create strategic control methods that would have the capability to overcome any risk that surfaces. This model has received descriptive attention in literature but has no explanation for casual relations amongst variables. It is a model that leads the way in showing the necessity for strategic action to be taken place in solving problems in management when viewed from a strategic perspective (Simons, 2000; Widener, 2007).

However, Simons' levers of control have been criticised in its inability to be applied generally for every kind of organisation like small and commercial companies, where social and cultural forms of control tend to dominate (Collier, 2005). It is also being criticised for paying much attention to formal controls, and giving little or no focus to informal and social controls. Irrespective of the criticisms, according to Simons (1995), the belief system is usually combined with the boundary system to create opportunity-seeking behaviour enabling the organisation to achieve creativity and flexibility through the managers as they can delegate decision making to the lower levels. Same with diagnostic and interactive control. Diagnostic control is used mainly to monitor organisation output comparing it to the target objectives. In case there is a deviation, it will be set on the right track. Combining this with interactive control leads to innovation, creativity and new opportunities leading to emergent strategy formation (Rautaruukki, 2009).

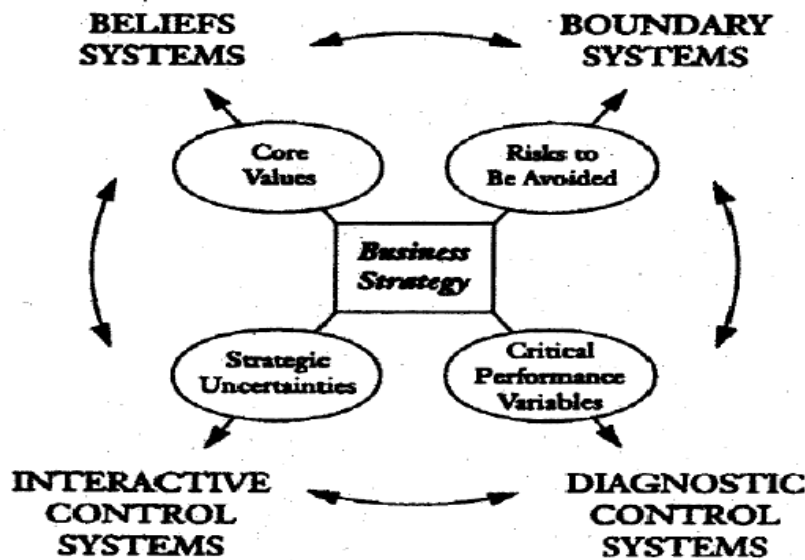


Figure 13: Levers of Control

Source: (Van Assen, et al., 2009)

In my investigation, the application of levers of control especially the diagnostic and interactive control to the management of UBE is important because it will describe the control of people (teachers, headteachers, non-academic workers) and processes by the top management (Government and Ministry of Education). This control 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 many other qualities for effectiveness needed for basic education.

Control of UBE management is one of the factors that differentiates UBE in one country from another. When the government has control in management, it signifies a way forward in implementation and achievement. In Nigeria, this implementation and achievement could not be achieved some years ago and the standard of education was affected. This led to the invention of private schools when some individuals saw the desire from parents seeking a better way of education for their children, regardless of the cost (Adebayo, 2009).

2.3 FAILURE OF UBE – INVENTION OF PRIVATE SCHOOLS

UBE implementation failed in many communities in Nigeria and government intervention on the situation was not as expected. Owing to this, some private schools were established. Although these private schools were expensive, some parents knowing the value of education were compelled to consider sending their children there, irrespective of the cost because the government were not forthcoming with an effective implementation plan. In the process, some individuals saw it as an opportunity to establish some low fee private schools as a money making venture (Adebayo, 2009; Adefeso-Olateju, 2013).

2.3.1 PRIVATE AND PUBLIC SCHOOL

The public and private schools in Nigeria are formal education providers managed separately by the public and private sectors respectively. The private sector is mainly comprised of non-state stakeholders and these are mostly individuals, churches, companies, missionaries, non-governmental organisations (Olateju, 2013). According to Rolleston & Adefeso-Olateju (2012), these educational institutions could be further divided into low- and high-quality private schools. The low-quality private schools are usually money-making ventures but lack the right quality of education required. The high-quality private schools have a high standard of education. Their fees are expensive and only affordable by few parents. 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. 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 apparently believe that private schools are better. Comparison of the two schools could provide an idea of their differences.

2.3.2 COMPARISONS OF PRIVATE AND PUBLIC SCHOOL

According to Tooley et al, (2011), the public schools may be compared with the low quality private schools but the high quality private schools might not be compared because there is a general perception that the difference is obvious (Adefeso-Olateju, 2013). Adebayo (2009) explains the situation as a current trend indicating parent's preference of private schools over public schools and this includes the various levels – primary, secondary and university. Many parents lose confidence in choosing which school their children should attend because of the lack of trust in the government providing quality education through the public schools (ibid).

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). With

these observations, most parents who want the best for their children and can provide the monetary value will go to the private institution.

However, Adebayo (2009) explains that it is worthy to note that these differences are mostly seen at the later years of study, towards university and after. Records from a survey carried out in 2009 with 750 parents with children in private schools in Nigeria show that graduates from private schools are not necessarily better in securing good jobs and quality lives but at the early stage of primary and secondary schooling, the differences might be obvious.

In this research, Olua public school will be compared with one of the private schools around them based on quality of students, same curriculum, administrative processes, etc. One of the private schools used is called High Tower private primary school. Participants can also compare with any other private school of their choice. High Tower Private school is situated in the same location with Olua primary school (5 minutes walking distance). Though the children pay tuition, it is not as expensive as other private schools.

The curriculum in the public and private schools is the same because it comes from the same educational board. The difference is in the quality of teachers that administer the curriculum, the learning environment and specific attention given to pupils. In the public schools, the number of pupils in a class are too many to be handled individually as compared to the private school (Ajayi, 2000) where there are fewer students per class. Worthy of note is also that low quality private schools are just the same as the public schools. They are money making ventures just in the name of being called private school. In addition, another comparison would be made between two west African countries – Nigeria/Ghana.

2.4 CROSS COMPARISON OF 2 DEVELOPING COUNTRIES.

Universal Basic education is common in every nation. 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 (ibid) and has been used to compare them with each other. Murtala et al, (2013) claim primary education is a bedrock in checking literacy rates. In my research, there will be a comparison of 2 developing countries – Nigeria and Ghana.

2.4.1 NIGERIA AND GHANA

Nigeria and Ghana are two of the developing countries in West Africa. During the summit when education for all was discussed in the millennium development goals in the year 2000, Nigeria and Ghana planned to make a remarkable impact (EFA Global monitoring report, 2015). Using Ghana as a comparison with Nigeria is based on the idea that they are both developing countries in the same continent. Both countries are in west Africa. They had similar issues in the early 50's whereby the British colonial office that was involved in the management of Nigerian education (before Nigerian independence) was also involved with Ghana education. Reports show that both Nigeria and Ghana did not meet the UBE goal for 2015 set in the year 2000 (EFA National Review Report: Nigeria, 2015).

2.4.2 fCUBE (free AND COMPULSORY UNIVERSAL EDUCATION IN GHANA)

This session discusses a brief history of Ghana education just as Nigeria's education was discussed in the previous chapter. The introduction of fCUBE in Ghana took place in 1996, a year before Nigeria launched UBE from UPE. After independence, Ghana had full control of their education at the time, the curriculum was changed (Iddrisu, 2016).

Ghana had a plan during the colonial government to make primary education universal from 1945 with a strategy for achievement within 25 years. At the time, it was not compulsory. There was an expansion of education after the colonial rule. Within 15 years of the plan, tuition fees were abolished but there were still charges for stationery and books. In 1961, it became compulsory (Akyeampong, 2009). At that time, there was an issue with Ghana economy which caused an instability of the government. This led to a country-wide poverty situation, causing migration of teachers to Nigeria in seeking greener pastures. During that time, education quality was affected, and facilities deteriorated owing to poor funding. There was a turnaround from 1983 when they were supported by the World Bank and the International Monetary Fund (ibid).

fCUBE was launched in 1996. This policy was referred to as 'Basic education – A Right'. The (f) was in small letter to emphasize that the word 'free' does not include indirect payment from parents. This was also not achieved due to the decentralisation of education and responsibility of education being handled at the local level. This resulted in levies for education materials which most parents could not afford (Maikish & Gershberg, 2009).

From this description, it could be seen that both Ghana and Nigeria faced almost the same situation going through the establishment of UBE.

According to Akyeampong (2009), Ghana's education plan is regulated within Ghana's constitution which states that every Ghanaian citizen has a right to basic education. They provided a structure for this in section 25, 34 and 38 of their constitution where the government is held responsible and obligated to ensure its effectiveness. If the government fails, the people can take action by going to court and allowing the judiciary to step in and correct the situation (Ghana Constitution, 1996). In contrast, 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 others involved individuals in education the opportunity to mismanage educational funds, knowing there are no repercussions (Myre, 2000) because the court cannot be involved (Nigerian Constitution, 1999).

After Ghana bounced back from the country-wide poverty situation, they have increased their funding in education. According to Otomiewo, (2011), Ghana and Kenya (East Africa) funding of education when compared to Nigeria is higher due to their incessant efforts, irrespective of the fact that Nigeria yields more income. 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. The UBEC (Universal Basic Education Commission) from 2005 has distributed over 9 million textbooks to primary schools but according to (Iddrisu, 2016), the issue is not in how many textbooks but a continuation issue. Textbooks could be distributed this year and then the next time could be in 2 years.

Population is a factor that cannot be neglected when comparing Ghana and Nigeria. Nigeria is more populated than Ghana which means having more people to cater for than Ghana. Population growth creates a rush in demand for more people to enrol in primary school, more teachers to employ, additional school rooms to find and equip. If high fertility scenario is considered, more funds will be required to meet up with basic education plans (National Population Council, 2006). Ghana's population according to UNICEF is 27 million while Nigeria is 182 million (UNICEF, 2018).

Literacy rates between Ghana and Nigeria is 71.50 for Ghana as at 2010 and 51.08 for Nigeria as at 2008. Although Nigeria's economy is much more stable than Ghana, Ghana has been able to set funding education as a priority (World Bank, 2018). The governments of Nigeria and Ghana have worked hard to improve their educational systems. The Nigerian system has

9-year basic education (UBE) while Ghana has 11-year basic education (fCUBE). Both curricula involve vocational subjects and, introductory technology. Both countries work together with the West African Examination Council (WAEC). Their curriculum may look the same, but the application and implementation of the curriculum is different (Osei, 2016).

Quality of education was low in both countries. As at the time of education reform in Ghana in 1981 and 1976 in Nigeria, a survey showed that up to 80% of children completing primary school were still illiterate indicating a need for quality education (Akyeampong, et al., 2007). Just like Nigeria, location and access to education is also affected. Both countries have issues with access to education in their northern area of the country. Nigeria is harassed by Boko Haram and Ghana has a low level of economic development (Hashim, 2005). Nigeria and Ghana have also faced critical 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. The 1974 education reform in Ghana coincided with the fall in Ghana economy therefore affecting the plans for education. Further information about Nigeria and Ghana 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.

In this chapter, ten models has been reviewed and the two most important to be discussed in the data analysis and discussion chapters are the stakeholders' 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 training and changes are unavoidable. This is further discussed in pages 125-126.

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 I 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 is not recent. 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 research phenomenon. Qualitative research in education has long been in existence. 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 - Can the management of Universal Basic Education policy implementation bring about change in the public primary education in Benin City? Can the application of change management models facilitate UBE implementation in Benin? Can the involvement of stakeholders improve UBE? To answer these questions and accomplish the aim of this study, I:

- Investigated the perceptions surrounding the management of UBE policy implementation
- Reviewed change management models and sought to establish how they can be applied to the UBE situation in Benin.
- Investigated the perceptions of stakeholders in UBE policy implementation.

In this research, I 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, I had a better understanding of the theories in the document. In this study as mentioned earlier, I analysed the documents in the literature review and used the knowledge gained during triangulation.

The second approach was collection of primary data using three tools – questionnaires which provided most of the quantitative data for this study; semi structured interview which produced comprehensive qualitative data and finally through a focus group meeting. All these methods were utilised and when combined could propose answers to the research question. (See 3.5.2 for details on data gathering tools).

MY 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 were encouraged. Also, this facilitated the creation of a relationship that helped in the continuation of the research with the school. The next day, another journey to the private school nearby (High Tower) took

place. The head teacher of the private school joined us at Olua primary school due to his relationship with the Olua head teacher. 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. I discussed my plans on having a focus group meeting later. 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 for the focus group meeting. On the day of the meeting, only 8 people attended.

3.2 SELECTION OF BENIN CITY

UBE research has a wide scope considering Nigeria is one of the largest countries in west Africa. 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 part of Nigeria with 4.2 million people as at 2016 (World Data Atlas, 2018). The number of public primary schools in Benin is 1288 (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 implementation (Kadingbi, 2004).

With the knowledge of the above issues mentioned, 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 will 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. My knowledge of Benin also contributed to my personal view of the world of education and that informed my philosophical perspective on the subject matter.

3.4 PHILOSOPHICAL PERSPECTIVE - PARADIGM

A researcher's philosophical assumptions 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, I see this research as being 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.

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 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. 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 (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.

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 below.

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, 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.

APPROACH - INDUCTIVE

I used an inductive approach in this study for two reasons; firstly, because qualitative research relates to inductive reasoning. 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.

The strategy/methodology I used is Case Study (see detail in page 68) because it involves empirical investigation of a specific and existing phenomenon, using real life situations with

multiple evidences. It is also because it provides a vivid comprehension of the context and procedures of the study (Yin, 2011). 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.

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.

3.5 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, Rassel & Berner (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 my reasons for choosing those methods. Research design is important in my research because it will help to solve the research problem. The choice of research design is depended on the research 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).

In Exploratory research design, new information is sought, and questions are asked to obtain new information on the subject. It is important when there is an issue to clarify and new insight is needed. In this type, past literature reviews are required, interviews and focus group meetings are necessary. Descriptive research design is more concerned about the aim and also has a direct impact on the attitude and behaviour of the sample to be used for data collection. Explanatory research design is used when there is an investigation between cause and effect relationship with variables (Saunders, et al 2012; Zikmund, et al 2013). 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 and in the completed questionnaires.

3.5.1 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 sampling, quota sampling, purposive sampling and snowball sampling. As it is qualitative research, purposive sampling is employed because of the anticipated richness and relevance of information that would be gathered from the respondents due to their knowledge of information required for the study (Saunders, et al., 2012). Their views and responses would answer the research questions. I used purposive sampling because I believe the stakeholders have expert and experiential information on the subject of UBE. Convenience sampling was also used because some of the stakeholders were chosen at the time they were available during the school visits. Snowball sampling was used on the government officials because I could not have a direct link to them except through other people.

How the samples were selected

The stakeholders were reached in different ways. The teachers from Olua public primary school and High Tower private school were approached when I visited the schools and permission was given by the head teachers. 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 also sent to some that preferred to use internet resources. The google form and the questionnaires were a form of 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 response to the survey creates an opportunity for me to recognise their opinions, attitudes, beliefs and if they have any form of bias on the subject of UBE. The questionnaires were validated before use, the interview questions were also approved. This gives me the opportunity of ensuring validity of data (validity is discussed in 3.5.4). 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 from 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 involved. Olua primary school was the main case study and the only other schools considered were two primary schools in the same compound with Olua primary school and High tower private school, which was used to compare public with private schools.

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. I used it 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.

3.5.2 DATA GATHERING TOOLS

In this research, I used three sources of primary data collection. My 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. The next subsequent paragraph expounds each of these sources.

3.5.2A 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 that would enable me 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 my point of contact. The questionnaire contained some variables like educational qualification, age, sex and interested group. The rationale for these variables 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 I discarded because of improper use of English words from respondents who were illiterates.

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 filling 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, we encountered some people who were supposedly adults but they were not adults. They looked older than their age. They were between 15-17 years and their questionnaires were discarded. This made 'age' to become an option.

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 on 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.

3.5.2B 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 I 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. 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 me 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.

3.5.2C 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. 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 I 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 the 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.

3.5.3 CONTACTING THE INTERVIEWEES

The participants were contacted by me when I approached them during the school visits and through my point of contact - one of my colleagues 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 different groups of individuals comprising of 5 categories of people, 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. Before these questions were employed, they were validated by my supervisors and piloted by me.

3.5.4 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 (Saunders, et al., 2012; Creswell, 2013; Scotland, 2012; Golafshani, 2003) 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. 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.

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 (Saunders et al, 2012; Yin, 2011; Jick, 1979).

TRIANGULATION

Triangulation is used in this study because information I received from the different categories of respondents is compared to gain a broader picture and better knowledge 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 (see 3.6). 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.

3.5.5 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 (Saunders et al, 2012; Haynes et al, 1995). 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 my research, with the field of study identified and items generated, I designed the questionnaire (see questionnaire in appendix). The contents were arranged for the next process of scrutiny (judgement). The scrutiny or judgement phase is where some experts (in this study – my supervisors) evaluate the designed instrument. This helped me to recognise relevant contents since it is a process of eliminating and adding questions (Tojib & Sugianto, 2006). My supervisors scrutinised the questionnaires 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 supposed to be content valid. The use of questionnaires helped me as the researcher to reduce bias (bias is explained in the next paragraph). It also gave me the opportunity to have a wider range of responses geographically unlike interviews that covered a smaller range.

3.6 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 later in this section.

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 (ibid).

For this research on basic education, because I 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 I expected from the research and some I was hoping to receive. This was handled by writing down some of my expected answers before embarking on collection of data. It was eliminated with openness when the interviews were transcribed, edited and utilised (Richards, 2015).

There was another kind of bias noticed through observation from the respondents. Knowing that I came all the way from a developed country to conduct this study could create a form of bias that can make respondents speak with a convincing attitude with the intention of soliciting help from the international community if the research will be published. This could make them express their opinion based on what they need 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 my 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 main 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. Recognising this type of bias helped me to plan

for control by constructing pre-set questions. Also, during the interviews, I recognized through observation that some teachers and parents had some aspect of bias by understanding their background, perception and idea on the basic education. The parents who were educated had a different view of the questions than the illiterate ones. Another way bias was handled was during data analysis, the interviews are transcribed word for word. This helped me not to add my 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.

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 insider could be the researcher or people in the same culture where the research is taking place. The outsiders are people outside the area or culture who could evaluate the research from their perspectives (Peters, 2019; Headland et al, 1990; Morris et al, 1999). The insiders' view (emic) helps the researcher to understand the respondents and the reason for their answers. In this study, it is my view of the research and the view of the stakeholders too. A researcher's view could be etic if s/he is not part of the research he is carrying out. An example could be someone researching stigmatised or oppressed people but who does not belong to that world. In this study, it is different because I belong to the educational body (Gadelshina & Dyson, 2014). I also belong to the same culture as the stakeholders which is an indication that I come from an emic perspective.

3.7 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 I was residing at the time. Questionnaires were distributed to some former colleagues in Nigeria through my friends that volunteered to help while I was away. There were also telephone

interviews with some colleagues in Nigeria and then in the UK through face to face interview. 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 me the opportunity to search for some Nigerians in the UK. I got in touch with some who lived in Benin but now live in London.

There were many insights realised during the piloting especially in the use of terminology. The words stakeholders, 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 that was not part of the questions, but they felt it should be included. I also noticed that three of the questions provided the same answer which made me combine the three questions and rephrase 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 also 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 the appendix.

The first interviews held through the telephone during piloting was with 4 people. It was filled with questions that needed my explanation before they could answer. That was an indication that the questions were not valid enough. These questions were reviewed again by my supervisors and tried once again on the participants before the actual data collection. After piloting, the questions were approved and used. After the collection of the data, the next process was the analysis and, in this research, thematic analysis was considered.

3.8 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 were obtained from constant reading and critical thinking linking the literature review, research questions and data collected. 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 deductive where it considers the concepts and ideas that already exists (Maguire & Delahunt, 2017).

In this research, there is a familiarisation of data due to my constant reading and research to grasp a wide and deeper meaning of its content. This process helped me in recognising the right themes to use for data analysis. Furthermore, the codes were also generated from the data and they represent some important features embedded in the dataset. This thematic analysis is used in the next chapter for data analysis 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 thinking and from the questionnaires/interview questions.

The empirical aspect of this study is detailed in this chapter. the philosophical paradigm was discussed, the method used in collecting data, the rationale for the method and justification of the approach was explained. The sample selection and how they were located was clarified. The data collected will be analysed in the next chapter.

CHAPTER FOUR

INTRODUCTION

The process presented in this chapter demonstrates how and why data analysis was carried out. For a better understanding of the chapter and explaining how data analysis was carried out, two frameworks (fig 14 and 15) were drawn showing the emergent themes, categories, sub categories, change models and how they are interconnected. This approach is necessary because it will help the reader have a clear understanding of the analysis before flipping through the pages of the chapter. As mentioned earlier in 3.8, it is a thematic approach and it rhymes with the thesis. Discourse analysis and grounded theory analysis were considered but because my 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 data analysis followed this structure.

4.0 DATA ANALYSIS OF FINDINGS.

This chapter explains 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, I 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 I made to Nigeria was to personally obtain data that can add to knowledge, literature and increase reliability. This chapter presents the findings and the analysis of data.

After an excel tabulation of my comprehensive sample and a cross tabulation by title, age, gender, qualification, (see appendix) there was a significant difference though the research does not address whether their age and gender has anything to do with the research but it could be reflected in their opinion of UBE (See rationale for chosen method in methodology chapter).

This chapter commences by exploring respondents' view on UBE which I explored with themes obtained from data collected. It continues with how what they disclosed relates to their opinion and reaction towards UBE implementation and concludes with how the themes used are connected to the change models used in explaining the UBE situation. Their

responses revealed a significant difference in opinions based on their educational background.

In qualitative data analysis, 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 (Gibbs, 2008; Guest & McLellan, 2003). These themes relate to the information that is embedded in the data.

In this chapter, the themes and categories are identified and coded. The next stage is to establish their relationships and this is explained in figures 14 and 15 on pages 80 and 82 respectively. These relationships are seen in the interpretation of the data analysis and are further discussed on page 121 in the discussion chapter.

EMERGENT THEMES

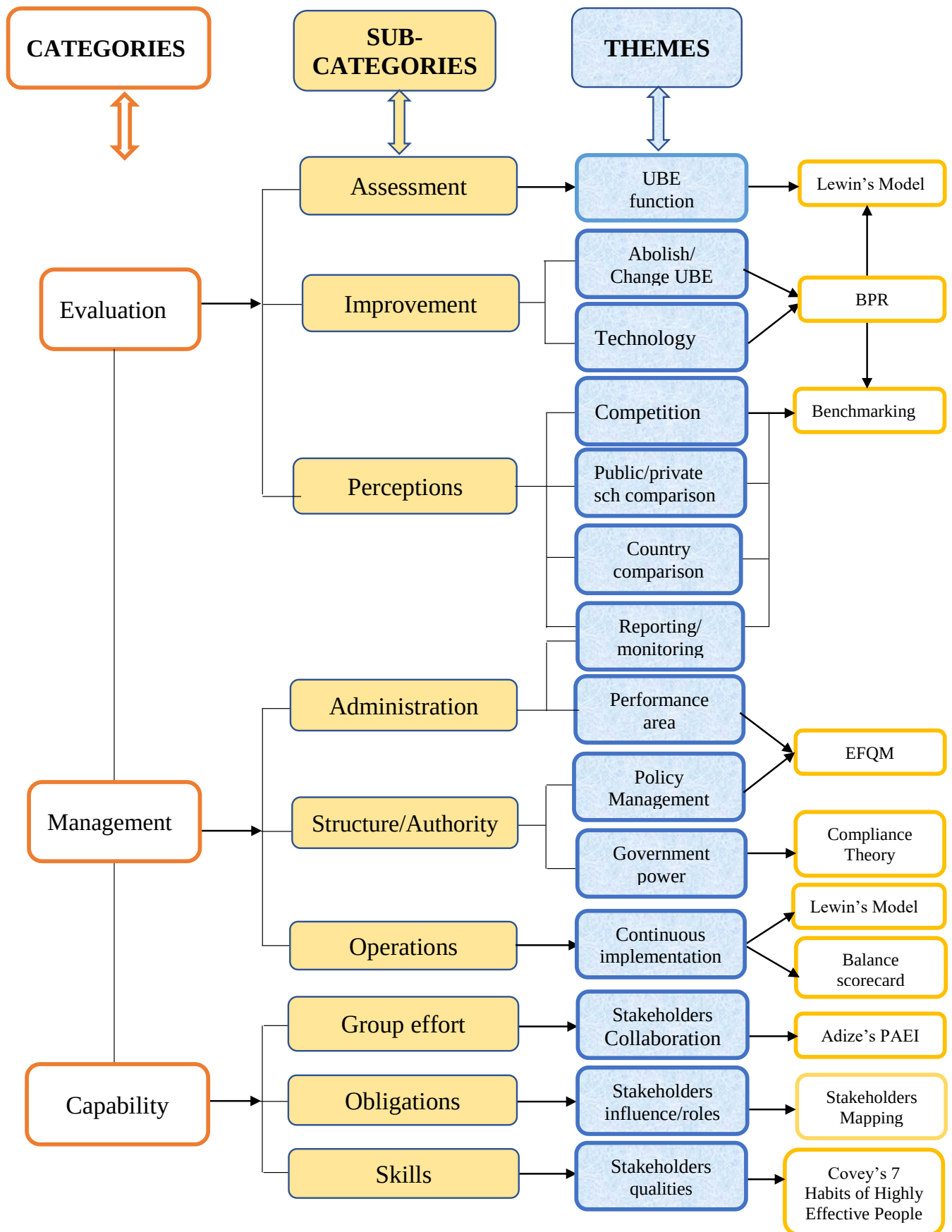


Figure 14: Emergent Themes

Source: Researcher

RELATIONSHIP BETWEEN THE CHANGE MODELS & THE EMERGENT THEMES CATEGORIES.

Creating categories (management, evaluation and capability) for the themes became relatively straightforward for me owing to further researching of the terminologies used. Working on the themes led me to integrate and connect the models to fit in with the themes for clarity. For example, management as a category with a theme - policy management could be easily linked and described with the EFQM model which describes management system that can work in an organisation. Other change models are also connected to the themes used in this analysis session. See table 1 below.

Table 1: Categories, Sub-categories and Themes

Categories	Sub-categories	Themes	Models
Management	Structure/Authority	-Policy management -Government power	EFQM Levers of control
	Administration	-Reporting/monitoring -Performance areas	Lewin's 3-step model Adize's PAEI role
	Operations	-Continuous implementation	Compliance Theory
Evaluation	Improvement	-Abolish/change -Technology	Lewin's Change Model Benchmarking
	Assessment	-UBE Function	Scorecard
	perceptions	-Competitions -Comparisons (country comparisons, Public/private school comparison	BPR
Capability	Group effort	-Stakeholders collaboration	Stakeholders mapping
	Obligations	-Stakeholders influence/power/roles	Adize's PAEI
	Skills	-Stakeholders qualities	Covey's

The understanding of the categories, sub-categories, themes and how they are linked with the models gave me an insight on how to carry on with this chapter.

FRAMEWORK SHOWING HOW THE THEMES ARE LINKED

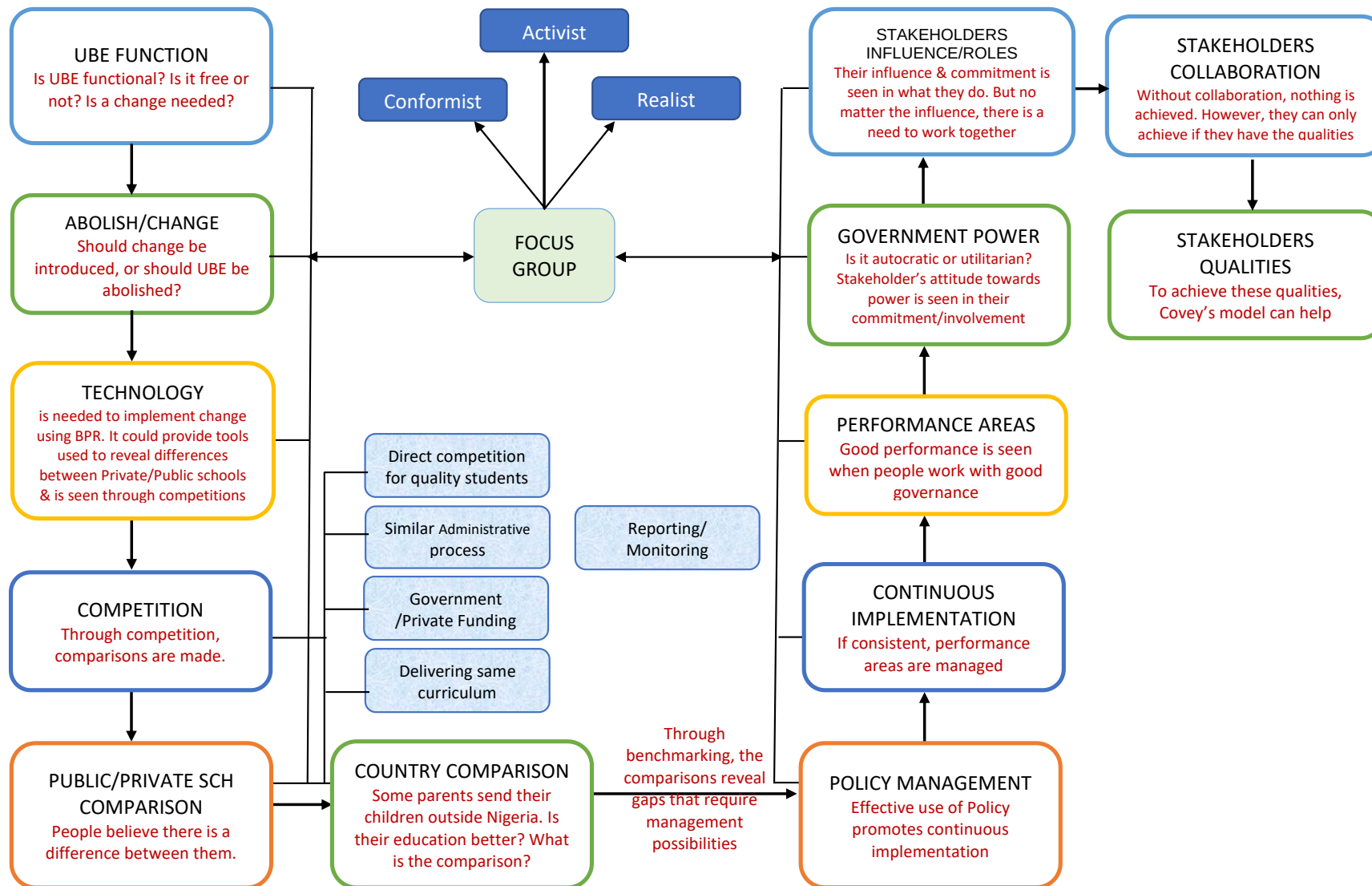


Figure 15: Framework – Linking the Themes

Source: Researcher

A detailed explanation of the above framework is seen in the data analysis where the themes were used to explain the responses from the respondents.

Furthermore, the participants that filled the questionnaires are divided into groups using codes listed in the table below. These codes are used to analyse data from questionnaires.

Table 2: Coding showing groups and sub-groups

Participants	Group	Sub-groups	
Teachers	T	TY, TO	Y indicates younger (18 – 35) O indicates older (36 and above)
Head Teachers	H	HO	
Parents	P	PY, PO	
Ministry of education	E	EY, EO	
Government officials	G	GO	
Interested Group	N	NY, NO	

From the codes I generated, respondents can be separated.

RESULT OF 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 gives them a higher number 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 two other schools 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 section 3.5.2A(iv) for the rationale for using gender. Table 7 in appendix shows the above tabulated figures

A personal approach to the stakeholders (respondents) afforded me 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 crucial for the city and the country in general although the aspect of confidentiality was clarified. Prior to the interviews, the head teacher was provided with the statement of confidentiality, and a letter of consent to proceed and a copy of the interview guide as a preparatory guide to help her ponder on the topic and questions raised.

Considering the quantitative aspect of this research, some statistical techniques are used. These data use numerical figures and its measurement can be classified into nominal and ordinal scale. 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 utmost importance because that could give an idea of the present educational features in the country and attributes to the type of responses from participants. The majority of the respondents are bachelor's degree holders followed by master's degree. Others have been to college and few are PHD holders. It is also important to observe that none of them cite 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 3: Qualification of Respondents

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

4.1 DATA ANALYSIS 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 rich data descriptions. Cohen, et al. (2007) recognizes they are more than data as people whose interactions through communication brings knowledge. He sees interviews as exchanges of viewpoints.

The interviews took place over a period of several days between the months of November and December 2017. The participants for the interviews 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 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

Table 4: Grouping of interview participant into Age, gender and participants 1-7

	Interview Participants	Age	Gender	Qualification	Names
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	Parents - work with government	36-45	Male		Participant 6
7	Parent	26-35	Female		Participant 7

This grouping of respondents with numbers was considered so readers can understand the respondents individually while they share their knowledge and experience of UBE.

The next session showcases the analysis of the interviews data from the notes taken and the transcription of the audio. These data will be explained and analysed using the themes formed. They are also grouped in sub themes. Below are the lists of themes that will be used during this analysis.

Table 5: Themes used in analysing respondents' opinions

	Categories	Themes
4.1.1	Evaluation	-UBE Function
		-Abolish/change UBE, Technology
		-Competitions,
		-Comparisons - public/private school comparison -Country comparisons,
4.1.2	Management	-Policy management
		-Modification/changes - Continuous implementation
		-Performance areas
		-Reporting/monitoring (in appendix) -Government power
4.1.3	Capability	-Stakeholders influence/roles
		-Stakeholders collaboration
		-Stakeholders qualities

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 with evaluation and improvement and have recurrent viewpoints include UBE function, modification/changes, comparison and competition.

4.1.1a UBE FUNCTION

The questionnaire started with the question about basic free education with options of whether this is free education or not. 37 of the respondents indicated that tuition is free but other things are paid for and 20 people stated it is slightly free. 18 indicated it is completely free while 4 affirmed that it does not exist. With these figures, it could be said that a higher number of participants believe that UBE is not completely free. See table 8 in appendix

From the interviews, most respondents indicated that UBE is not completely free 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, etc.) for their own benefit”. These things cost money and most parents are not able to afford them”.

The government official, Participant 6 and two of the head teachers, participant 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 come from school”.

Participant 3 also explained,

“Basic education is not free in Nigeria and neither is it free in Benin. Government has tried in some ways, but it is still not free”.

Participant 4, in collaboration with others claim

“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”.

Participant 2, a head teacher from a private school going against what others have said so far insisted

“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”.

He used his private school as an example stating that he has lost some of his pupils and students to the public schools.

Participant 1, one of the teachers in support with the private school head teacher, believes that UBE is not yet a lost cause. There is an opportunity for a better way of management. If possible, Nigeria should have only public schools and all private school providers should give into it. This opinion is somewhat different from the opinions of other participants.

The above viewpoints from the respondents imply that UBE is not completely free education. This also corresponds with the outcome from the questionnaire responses to the discussed theme. They imply that UBE needs a change, and this brings into consideration the framework of Lewin's change model which explains a three-step model of change. Lewin's first step of change is to unfreeze the existing situation. When that happens, there could be a change. Unfreezing could come in two forms. Firstly, unfreezing the current situation and secondly getting people involved upfront to unfreeze their attitude/behaviour towards the changes that are about to occur. The third step of Lewin's change (Refreezing) could be applied to the changes that some respondents stated have taken place. The refreezing step could be monitored since it reveals the benefit of a realized change.

My major contribution is to determine whether Lewin's 3 step model fits this theme - UBE function in UBE policy implementation. From these discussions, it could be deduced that participants can see a problem with UBE not being free as stated by government. The first step of unfreezing could help unravel the mystery of the problem. The implication is that knowing there is a problem could result in making plans for change and the outcome could be negative on the people that are involved especially if they are not involved from the onset of the problem. Another outcome is that change could be expensive and might not equal progress. Irrespective of the implications and outcome, Government awareness of this affirmations is a first step to a realized change.

To achieve and benefit from Lewin's change model, the government needs to explain to the stakeholders the reason for refreezing – administering change and allowing them to participate in the change because humans naturally support what they are involved in (Levasseur, 2001). Also, Lewin emphasizes that change should be incorporated as a culture and not deteriorate. This also proves the statement of Ford (2009) explaining that change is a continuous dynamic process which the respondents are hoping to see in the management of UBE policy implementation, and this could be seen in the next theme.

4.1.1b ABOLISH/CHANGE UBE

UBE is not a new system neither is it for some specific countries. There are those who have achieved UBE and are positioning effective processes to sustain it. Those who just attained, while celebrating are also putting plans in place for continuation and those that are yet to achieve are formulating new methods and systems to accomplish it.

One of the questions was:

How would people react if the government decides to make a change in UBE e.g. abolish or replace it? The respondents have options which are

- Embrace a change?

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

- Fight it?

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

- Discuss it if given the opportunity?

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

- Ignore it.

44 respondents didn't think that anyone would ignore a good thing.

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 it or ignore it.

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 and never want anything good to happen. Sometimes it could be because the change will affect the selfish comfortable status they gained from government".

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".

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 always 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. For parents, I believe the people should consider speaking to those whose children are in the quality private schools. Unfortunately, they are the wrong people to speak to with respect to UBE”.

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”.

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”.

Participant 4

“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”.

Participant 3

“I would be delighted if the government wants to do something – 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 the opportunity”.

Using Business process redesign (BPR) for this theme could explain implementing changes by altering what was in place (Hammer, 1990). BPR involves making alterations or adjustments

for maximum improvement. The first step in BPR is uncovering how the existing process operates, secondly a plan to redesign in such a way as to eradicate unproductive or outmoded efforts and improve effectiveness. In BPR new ways are sought and in this recent technological age, IT has taken most of redesigning processes (Yih-Chang, 2001).

My contribution is to determine BPR compatibility with the theme on modification/changes. To achieve a change in a process, there is a need to consider recent technological approach although in this case, the respondents are not concerned about how it is done. All they want is to see a change that will yield evident results. Also, it is important to note the relationship between Lewin's change model and BPR. Lewin's first step of unfreezing could be related to BPR first step of altering what was in place and Lewin's third step of refreezing could be related to BPR step of redesigning. These steps according to the respondents are what is needed for UBE policy management. These changes if executed effectively could lead to expected outcomes/results. To have these results involves having better management and control processes which could also be redesigned with recent technology through BPR. This is only a probability because redesigning processes with new technology is not in itself a guarantee that it will be effective. Sometimes modifying the old system might work.

4.1.1c TECHNOLOGY IMPROVEMENT

It is true that technology has been a pillar for the growth of nations (Davenport & Short, 1990). Nigeria is also a recipient of technological advancement in many ways. With respect to UBE, a lot is yet to be achieved in this area. 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 computers as technological instruments needed in the public schools which are mostly found in the high quality private schools. This is seen in their responses below.

During the interviews, they responded positively to the use of technology except for participant 7 who 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”.

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”.

Participant 2

“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 materials. Technology is progressive. iPhone 3 cannot be compared with iPhone 9. They keep upgrading all the time. 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”.

Participant 5

“I do not think our public schools will have computers. Government should provide enough textbooks first”.

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”?

BPR can also be used in analysing this theme since it involves the use of recent technology as a redesign measure. Public schools can meet up with the high quality private schools with the help of the government in supplying computers and stand-by generators during the school hours because of electricity situation in the state. Recently in 2019, a program called ‘Edo-BEST’ was initiated by the SUBEB where teachers in most public schools have started teaching with computers (ThisDay Newspaper, 2019). If this continues, education in the public schools could change and competitions could be fair

4.1.1d COMPETITIONS

In responding to the question if private and public schools compete, 59 respondents that completed the questionnaires indicated that public and private schools compete which constitutes a higher number of participants. This indicates the majority agreed they compete.

They were given the opportunity to explain the reason for their answer in a statement on the questionnaire.

From group T and HT (teachers and head teachers), their responses are as follows. All teachers indicated “yes” except for one who marked “I do not know” For the ones that specified “yes” these were their comments

“public schools compete with high quality private schools not just any private school”.

“They compete for quality students”.

“Competition is normal especially when it comes to school debates”.

“Public schools are changing with new government. They are even getting better than the private school”.

“Private school fees help them have more materials than public schools therefore they are better in quality. There is not much competition”.

“They compete for the number of pupils in enrolment”.

“They compete in English essay and reading, competition, inter-house sports and schools’ debate”.

“They compete in everything”

From the P group (parents/community members).

For the respondents that indicated “yes” these were their comments

“They are always competing. Private schools trying to prove they are better”.

“No competition. Private schools are different”.

“They're competing for quality student”.

“They compete for influence”.

“They compete based on the number in enrolment “.

“They are the same in everything except sponsorship”.

“They have different outlook for education”.

From the G and E group – government and ministry of education, they agreed there is competition and these are their comments:

“They compete for the best quality students since they have the same curriculum”.

“Same curriculum but different methods of teaching”.

“Government are trying to make them equal”.

“Private schools compete to prove they are exceptional in everything”.

Few of the participants stated “No” and combining their responses, these were their comments

“There is a conception that private schools are better than public schools. They compete with counterparts (private schools) not with public schools”.

“Private schools are totally independent from the public school and can get their system work as planned, so there is no competition”.

“Because private school gives more and better education than the public school”.

“They have the same curriculum but the method of delivering that curriculum is quite different from public school, hence no competition but rather clear disparity”.

“Results are seen when the children from private and public schools talk or express themselves”.

“No need to compete, private schools are better”.

From the interested group (Group N), these are their comments

“How can a well-developed system in private school compete with non-developed system in public school”?

“No need for comparison, private schools are better”.

“Private schools are usually solicited by the middle class and the rich in the community, there is therefore no need for any competition between the two”.

One participant in P group indicated “I do not know” and stated that “They are independent of each other”.

During the interviews, few participants responded

Participant 1 - “They only compete during school debates. Every other thing is the same.

Participant 6, who works with the government believes there is no competition because they have the same curriculum. In his words,

“The only way we (government) see competition is when there is a school debate and they showcase their intelligence. Maybe through these competitive debates we can separate the quality ones and the low-quality ones. Also, this is the only time the

government could give incentives to private schools if they win. This incentive comes in different forms – it could be monetary or gifts, both for the school and for the students that won”.

Participant 3 during her interview, in support of participant 1 reiterated the same opinion that competition is only during school debates.

Participant 2 explains

“Private schools have levels. Low quality private schools are losing children to the public schools because the schools are being refurbished on the outside. Parents of these children in the low-quality private school are not considering the quality of education but the physical building. It is just like someone boarding a car sprayed with new paint but an old car. At the time, the exterior is seen not the interior. People took their children from private to public because they are looking at the outside building that are now refurbished not considering the quality of education. This is how I lost some pupils from my school to public schools. I must admit that government are trying. Some of the low-quality private schools are not registered because they are money-making ventures. Government closes most of the ones they see”.

Participant 4 says,

“Is it competition for award during debates for the best in academics or as the school with the best teachers. All these are seen when these children grow up. Parents should put their children in schools they can afford and stop the competition mind-set”.

Participant 7:

“It is true they compete in different things and through these competitions, one can compare and see what they are made of. As a parent, I am always thrilled when I watch competitive debates on TV and see the quality private school pupil’s appearance. I think some of these good private schools import their teachers from the developed countries”.

4.1.1e PUBLIC/PRIVATE SCHOOL COMPARISONS

Public school comparison with private schools was one of the themes used during the interview process and in the questionnaire. Greater uniformity in the answers from respondents about comparison was evident. According to the benchmarking model which was already discussed in the literature review (page 17), organisations emulate the ones that

are progressing to become better, they compare their processes with their competitors and within the organization (Stapenhurst, 2009). The same way public schools are being compared with the different levels of private schools.

Comparisons through benchmarking is usually internal, competitive, functional or generic (Blakeman, 2002). In this theme, it is competitive and functional benchmarking because they are direct competitors with similar processes respectively.

Benchmarking is carried out for improvement. This is because when there is data about how the schools are performing, it brings about plans for improvement. Information from respondents concerning their comparison of public and private schools will be of help for the better management of UBE. The sub-themes used for this comparison is based on

- A. Direct competition for quality students,
- B. Similar administrative processes,
- C. Government assistance through funding.
- D. Delivering the curriculum
- E. Financial support from private companies

The description for each of these sub-themes is in appendix.

4.1.1f COUNTRY COMPARISONS

Not much was obtained from the interviews concerning country information from respondents. This could be due to lack of awareness; they might not be people interested in news updates. Although that was the case, there are some teachers and government officials who gave their opinions on the issue.

However, from the questionnaire, 43 respondents stated that comparison is dependent on country development, 36 indicated it is because of the way UBE is being managed. 32 claim they are direct competitors with respect to quality students. For the administrative processes and delivering curriculum, 23 declared neither agree nor disagree.

Participant 7,

“I think the government should look at Ghana and some other non-African countries, whose education level has grown remarkably. Although they did not achieve UBE goal, they are much better”

Participant 3, talked about Ghana because of its closeness to Nigeria, she said

"I do not think we should compare Ghana with Nigeria knowing the population is different. Nigeria is far more populated therefore it is not a viable basis for comparison. It will be easy for Ghana to reach UBE because they do not have much children to cater for although their education system seems a little better than us".

Participant 2 asserts "Some families send their children to school in Ghana".

He implied in his statement that somehow, they believe the education system in Ghana is better. He explained that Ghana is not as large as Nigeria therefore do not have many people to fund making his comparison based on country population.

Participant 4

"Although Ghana is our neighbouring country, I do not know much about their education system, but I certainly do not think they are better than Nigeria. Cameroun may even be considered in this comparison instead of Ghana. I hear some people send their children to Ghana for schooling and to me that is strange. When I have my kids and I want them to school abroad, I should send them to the developed countries".

Participant 6, a government official said

"I do not know much about Ghana, but I know that in Cuba, private schools were removed, and public schools are for everyone and they have been able to meet up with their UBE target of 2015. He claims "I believe they achieved UBE because their government was able to handle the education issues. The government made it possible for every family to contribute towards other families that have less means. Although the system seemed hard, it worked in their education system. I do not think that method will work for Nigeria as a country. Maybe a state in Nigeria could experiment on that and see if it works".

Blakeman (2002) in describing benchmarking mentioned one of the types as being competitive benchmarking. This type is for direct competitors and from the responses of participants, their opinions on comparisons seems competitive. However, some participants are of the opinion that there should be no basis for comparison because of the population difference.

Nevertheless, using the benchmarking model to explain this theme, there would be a possibility of obtaining up to date data from the comparisons. Also, considering BPR in this theme is important because since benchmarking is done to improve process, BPR could help in redesigning the process chosen to fit with recent technology.

BASIS FOR COUNTRY COMPARISON

The countries mentioned by participants are Ghana, Cameroon and Cuba. Though the participants responded to the question on comparison, they also indicated the basis for their comparison. Sub themes used in this segment were financial capability, population of country, academic performance, country development, technology development and government control. Participants could select three options from the sub themes. 58 respondents who filled the questionnaires indicated the basis for comparison is government control followed by financial capability (48 participants), then country development. The majority did not envisage that population of country and technological development could be a major factor. During the interviews, there were contrasting opinions compared to questionnaire although the number of participants interviewed were few.

Participant 6 in speaking about basis for comparison stated,

“Financial capability helped Cuba, but it is only through government control were they able to achieve citizens getting involved financially. In addition, though government control is important, technological advancement has also helped other countries in bringing out quality students”. Participant 3 affirmed,

“I mentioned earlier that population is a factor because of the huge difference in the population of Nigeria and Ghana, however, financial capability should be the greatest basis for comparing countries, but it depends on how the country manages the funds”.

In continuation, participant 3 explains;

“A country may have enough funds to handle situations but without a good system in place to help in managing the funds, money is wasted and channelled to the wrong things or the wrong people. The next basis for comparison is government control because if there is no system in place, there is nothing to control. This system can only be created by the government and controlled by them”.

Participant 5 stated with assuredness that quality of students can be used for country comparison. She says

“It’s just like comparing students from developed countries. They are different because the countries are different, and the developed ones are held high. If not, why do parents send their children to the best schools in the world irrespective of the cost”.

When asked about population, she says

“Population does not matter, population may be high or low but without resources, it’s still the same issue”.

Participant 4 says

“Due to technology advancement, there is no need for comparisons anymore because the world changes in split seconds. When you contemplate on one method to change things, the method becomes obsolete the next day with the appearance of a new method. Imagine comparing two developing countries with financial capability or technological development, the next day the country could improve financially, and the new technology changed. This makes the comparison obsolete. I believe the best basis for comparison is government control. Whatever the government does for a country affects that country”.

Participant 1 clearly stated,

“Country development is the best basis for comparison. Let’s face the facts, we are already comparing two developing countries, which means we are looking at the development to differentiate them. That’s why they are called, developed, developing and non-developed countries”.

In examining if benchmarking and BPR fits this theme/concept, I would suggest that benchmarking up to date information is a necessity and this would be possible from information from the comparisons made by the respondents. This information as mentioned earlier could reveal gaps that need to be filled. The outcome could be process benchmarking, which would indicate the consideration of a new process for the management of UBE.

4.1.2 MANAGEMENT

Management was chosen as a category because of its significance in the research. Management being a practice of dealing with, organising and controlling things has substantial influence. For management to thrive, there should be a structure. Therefore, structure was chosen as a sub theme. The themes in management used for this study are Management systems/processes, Policy management and government power. Below are the findings from respondents using the above listed themes.

4.1.2a POLICY MANAGEMENT

Management of UBE policy implementation which is the main purpose for this research was also 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 agree and 36 strongly agreed that though it needs to be better managed, it will be difficult owing to mismanagement. Their opinions on UBE 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. 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”

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”

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”.

Participant 6, the government official assures and claimed that

“The recent progress made by the state 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”.

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. Even though I said it is free education earlier, Management as a word is not enough to define what is needed to make it more effective”

Participant 4 included other countries when sharing her opinion. In her own words, she 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”.

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”.

These responses on management of UBE by the respondents illustrate a need for suitable management which can be considered using the framework of the EFQM model.

The EFQM model can be used in analysing this theme (Policy Management) because it is a management model that helps organisations to establish suitable management systems for achievement. Using the EFQM model, it could be speculated that better results could be seen in UBE by clarifying the various gaps in its implementation and through this gap identify suitable ways of management for improvement (Stephen, et al., 2003).

Pondering on this theme and considering the responses of the participants suggests a challenging outcome because of the mention of corruption. Corruption is a standalone topic and could be added as one of the topics to be considered for further studies. This research could contribute to knowledge that government could use to seek an effective management pattern. They can only achieve this by identifying the gaps as mentioned earlier. Identifying gaps is more evident when there is competition and comparisons. Public and private schools could be compared, and information obtained could help in deciding the area of improvement. If policy management becomes successful, the next question could be – what steps should we take to make UBE implementation a continuous and uninterrupted scheme?

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 disagree and 15 strongly disagree for UBE to be changed. In the aspect of modifying the policy, 49 agreed and strongly agreed that it could be modified. In changing the management, 69 participants indicated that changing the management is the greatest plan that could work. 67 agreed that funds should be increased. There was also a high response with monitoring management processes (60 participants) and allowing stakeholders to make decisions (56 participants). There was a resounding statement of

strongly disagree and disagree when asked if the process should be left the way it is. If these modifications are taken care of, it could lead to continuous implementation of UBE.

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”.

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”.

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 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”.

Participant 4

“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”.

Participant 5

“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”.

The majority of the respondents believe management should be changed. I assume they imply changing the management process and removing the wrong people in administrative positions. Knowing the root of the problem is the first step to solving that problem. Lewin’s first step of the 3-step model could be considered because it deals with unfreezing which is the same as uprooting the problem. Considering the Balance Scorecard for this theme is also important because the internal functions in management need to be improved and the normative stakeholders like teachers and government workers monitored to ensure progress. Their progress is measured for improvement and according to the scorecard, anything that is not measured or monitored cannot be improved on. Continuous monitoring will lead to continuous implementation.

The outcome after measuring performance could be an overhaul of the management system and Human Resources and the implication could be losing some staff because of changes. This is possible because people naturally resist change, especially when they feel they are not needed or are not well treated. The disadvantage of this could be seen in the criticism of balance scorecard where some shareholders or stakeholders are not considered like the stakeholders in education who do not work directly with the government – the parents and community members. Their opinions most times are not recognized.

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 filled in the questionnaire. These are people result, society result, administrative result, etc. From the figures in table 9 in appendix, it could be speculated that participants believe that people result, and administrative result are good while society result and education material result are poor. From the interviews, there seem to be some contrasting opinions in the area of administrative results.

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 rate of illiteracy in Benin reduced due to UBE. More children are in school recently”.

“There is too much administration but poor result”.

“Provision of education materials for the children is poor”.

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”.

Participant 6 affirms,

What I can say in this aspect is that

“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. 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”.

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 making the society look bad. 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”. (See reporting/monitoring in appendix 1)

EFQM helps in establishing suitable management systems to assess performance. The results mentioned above are assessed through performance seen through UBE achievement and using the EFQM model for this theme, it could imply that those results (people, society, administrative) could only have been described through the performance of UBE. Balanced Scorecard is also considered because it measures performance. Although EFQM seems to be

appropriate for this theme, it does not reveal what happens after effectively assessing activities. Most times what happens after are the people's opinion on how it is carried out

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 its 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 could assume that because Nigeria was once under military rule, this rule might still be silently in existence. The response from these stakeholders could give a picture of what it feels like to work in collaboration with the government.

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. 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”.

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”.

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”.

Participant 7 explains,

“Yielding to power depends on who. From your question, it is obvious we are referring to teachers, head teachers, government, ministry of education and other stakeholders not directly related to them. 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".

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. Even though democracy in Nigeria is not as the developed nations, people still have opinions and can reject whatever they want".

Participant 5,

"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".

Analysing this theme on government power, 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 and these uncover their capabilities.

4.1.3 CAPABILITY

Capability as a category was derived from the study on stakeholders. Knowing that stakeholders comprise different categories of individuals, it became important to seek another sub theme that could combine their involvement together. 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 sub themes were chosen - abilities, roles, influence and opportunities because when combined could yield outstanding outcomes.

4.1.3a STAKEHOLDERS INFLUENCE/ROLES

This research is centred 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 too. 37 people added parents as having a high influence. In summary, headteachers, teachers, government officials and the ministry of education have a higher influence on the education system. According to stakeholder's engagement, they commit to specific purposes in what they do.

Participant 1, who is one of the teachers, said

"Our opinions 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"

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".

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".

One of the parents, participant 6, also a government official 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. With their high level of influence, they were able to achieve that".

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”.

Participant 2, a private school head teacher, explains;

“the level of influence is high for the teachers, head teachers but kind of low for the parents since they do not liaise directly with the government. For my school, I ensure the teachers are alright and are paid well, which the government most times do not ensure for the public schools”.

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”.

These interview responses from participants are an illustration of how they are affected by the present situation of UBE. It also reveals how they have affected the system through their attitude. One of the participants indicated how some teachers are nonchalant in their attitude towards teaching because they feel the government is not taking responsibility for them. The implication for this kind of outcome has a negative impact on the UBE system.

Using the stakeholders’ theory to describe this theme, it would be appropriate to use what Philips (2003) stated when he suggested two kinds of stakeholders – normative and derivative stakeholders. Organisations have obligations to the normative stakeholders like teachers and headteachers. Derivative stakeholders have an impact on the education system, and these could be the parents, media, community members and political parties. This model explains how the success of organisations could depend on their ability to manage collaboration between their respective stakeholders.

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 is trying its best, 8 disagreed. Although they agreed that

the government takes responsibility for the UBE implementation, 40 stated that it does not bring discipline to the organization and its focus is more on why UBE should function and not how it functions which causes disorderliness in the way UBE is being managed.

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” Therefore parents might not know the extent to which government collaborates with us”.

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”

In contrasting opinion, participant 7 said,

“The extent to which the government has tried is not good enough when compared to some other countries not as developed as Nigeria”.

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 school or outside the country”.

In continuation with stakeholder’s collaborations,

Participant 6 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”.

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”.

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”

These opinions from respondents about the roles of stakeholders would correspond with Adize’s PAEI roles, where different roles are well played as a team to achieve a purpose. If the stakeholders including the government work in an exceptional way with other stakeholders, UBE would have a higher success rate. Adize’s PAEI model could be used in describing stakeholders’ collaboration because it is a management role that emphasizes teamwork between people working together to achieve a common goal. Every form of work with good success has a form of team work inbuilt inside it. UBE management would work effectively when all the stakeholders involved work together to achieve one goal, which is basic education for the children, but they can only work together and achieve results with the right qualities.

4.1.3c STAKEHOLDERS QUALITIES

This study involves stakeholders as mentioned earlier and their involvement in UBE implementation. Considering stakeholder’s mapping as one of the models used for this study, stakeholder’s qualities became important to analyse the subject. When the question was asked on this subject, the list of qualities mentioned below were selected;

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

From the question about stakeholder’s qualities, the response from the participants are explained below:

For being Active – Teachers and head teachers were recognized to be more active than other stakeholders.

In taking initiatives – All stakeholders except parents had a higher number of stakeholders that take more initiatives. I presume this idea could be because the parents do not work directly with the government.

Vision Holders – Government, Ministry of education and head teachers were indicated to be vision holders more than the teachers and parents.

Communication skills – Teachers have the highest number, followed by head teachers and parents. This could also be due to their direct liaising with each other.

Collaboration – Respondents indicated that teachers, head teachers, parents and ministry of education collaborate more except government.

Table 10 shows a summary of their responses in appendix.

During the interview, participant 7, who is a parent wondered if the question was relevant to the subject at hand. She felt their 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. The other interviewees have a different opinion.

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”.

Participant 4 affirms

“I think our qualities are important. There are some qualities we are trained for and some we naturally have. 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. If it is not important, they would not ask”.

Participant 7 in continuation says

“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”.

The other 4 teachers all responded in a similar manner like participant 4 to the quality of stakeholders.

During the interviews, some common issues or topics kept coming up from the respondents. One of them is corruption but as mentioned earlier, it is a topic for future studies. Another word is funding. Although funding was explained in some paragraphs, it is not within the scope of this research and would also be for further studies. The respondents believe that if corruption is eradicated, management of UBE will become excellent. Funding will be channelled to the right things and the children will have what they need.

Other topics that came up was feeding in the schools which have started in some public schools in Nigeria. Though it is considered a good venture which would draw lots of children to school, it might also bring about a lack of concentration because the children could look forward to the food as the reason for coming to school and lose concentration in learning. A private school head teacher affirmed that having that come to Benin city will reduce the number of children in some private schools.

4.2 DATA ANALYSIS FROM FOCUS GROUP

A focus group was used to gain data to support or otherwise the findings from the questionnaires and interviews. Participants for the focus group are different from the participants for interviews except for the head teacher of the High Tower private school who participated in both. 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 random 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 (snowballing). Participants for the focus group are represented with alphabet letters A-H.

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 been able to reduce the

burden of parents having to provide everything their children need for school. One of the stakeholders, Participant C in the focus group meeting 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”

Participant A

“It is not free. The mechanism and internal operation is not free because the teachers task the children and ask for money for other things. To the government, it is free, but we know it is not”.

Participants B

“Government is only interested in the tuition being free”. Most times they are told 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”.

Participant C

“When basic education in public schools is compared with private schools then you will realise that it is free. 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 quite big when compared with money exchange. My point is that even though they are told 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.

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

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

Participants D

“Everything that is functional can always be improved. 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”.

Participant E

“There is a foundational issue with UBE. Also, there is an issue of ownership. Many Nigerians live in assumption. 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”.

Participant F

“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. You appreciate UBE when you visit the rural areas. In the city, it might not be appreciated”.

Participant C

“The quality of teaching is low but at least they go to school because they do not need to pay school 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 things 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 much more”.

Participant G

“UBE has been in the same position for 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. Also, ironically, many children come out successfully through this basic education and some drop out for several other reasons we might not have the time to discuss. Some others also refuse to attend school and they cannot be enforced. In comparing the schools with academic criteria, they are the same because they have the same curriculum and write the same exams”.

Participant C

“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 and they are free, but the schools are empty.

Interestingly, presidents most times are from the north and ironically, they have not been able to achieve that. 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 here. 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 arrested 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 might be compared to developed countries”.

Participant H

“To explain the extent government has gone 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 enrol. Also, looking at comparison, it is obvious that private schools have more quality education than public schools and this is seen in their appearance and in expressing themselves academically”.

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”.

In discussing about comparisons, Participant B says,

“In comparing public and private schools, the management of the children should be put into consideration. One of the major reasons there is a large difference is because of the number of children in the school and in the classrooms. The number 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. In the private schools, there is a certain class size and cannot exceed that number. This way, teachers have enough time for every child. They are taught as specific individuals”.

Participant A

“I do not think private schools receive funding from the government, but it is possible they receive from private individuals who are co-owners or supporters to what proprietors are doing. I do not support that venture. If private firms want to get involved in funding, it should be channelled to the public schools just like the NGO’s are doing. The private schools already have enough from the tuition the parents pay. That makes their quality of education more than that of the public schools”.

At the end of the focus group meeting, they all stressed the point that change is needed in UBE implementation. This change should involve everyone, especially the government and non-governmental organisations.

From the focus group discussion, through my observation of their opinions, I decided to group them 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 through their answers.

4.2.1 THE CONFORMIST

The conformists believe that UBE policy always had a problem with implementation. They already accepted the problem although they also believe that an overhaul of the system would be the only way to move forward. They believe it is not possible to meet expectations if UBE remains the way it is. They also believe that the old system of education was more functional than what we have today. Though they have different opinions, they also agreed on some things e.g. when asked on what their reaction would be if government decides to change things. They all agreed together that change is needed. They believed the federal, state and the local government has a lot to do with how UBE functions.

4.2.2 THE ACTIVIST

The activists believe there is progress in the education system. They state that although the system has had its problems, there are some parts of it that are great. The respondents who I refer to as activists are those who see the good in what the government is doing and would want to offer their support for a future change in management and implementation of UBE. In their opinions, they highlighted major issues that led to the policy having problems like mismanagement, poor monitoring and funding issues. They also at the same time stated some recommendations on how they think UBE should progress for a successful future of education. From the beginning of the discussion, they never agreed that UBE had a foundational issue because prior to UBE there were missionary schools which were also free.

To them UBE is the best thing that ever happened to Nigeria. They are hopeful and have an optimistic attitude that with government support and full attention to the policy, the goal of UBE which Nigeria could not meet in 2015 will be achieved soon.

4.2.3 THE REALIST

They believe that UBE is what it is because of what they have seen it to be not what they are told. They believe in facing the fact of how things are practically. To them they have accepted UBE to be that way and one must deal with the facts. Their answers show naivety because they refuse to see what the government is doing and lack understanding of how UBE functions and its implications. They only state their facts based on what they are seeing. Although their realist characteristics were exhibited in the meeting, towards the end of the meeting, after hearing from others, they agreed that there is need for an overhaul of the UBE system.

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 only helps as an explanation of their opinions.

This focus group met at the house of one of the participants. I was also a participant as well as the moderator. The questions used were few compared to the ones used in the questionnaire and interviews. From the question on management of UBE, 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. The conformist thinks that UBE is in a bad state and needs urgent resuscitation. The activist thinks 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 opinions, they all agreed on a better management from the government. On the question about comparing private and public school, the three groups had different opinions.

The above data provides participants' opinions, beliefs and attitudes towards UBE implementation. The themes were used as sub-topics to describe their opinions.

The themes in figures 14 and 15 show how they are inter-related. Also these themes are used in describing the responses from the respondents. This shows that the questions asked during the interviews and in the questionnaire are connected to the themes and their responses are directed to them. An example is when participant 6 responded to stakeholders way of collaboration. The theme used was stakeholder's collaboration, his opinion was inter-related with how closely stakeholders work together. This is linked to group effort which is the sub-category and these reveal their capability which is chosen as the category. The same goes with the other themes, sub-categories and participants responses interconnected to them. These themes are also linked to the research objectives which is further discussed in the next chapter.

CHAPTER FIVE

5.0 DISCUSSION

Management has been discussed in this study in chapter two, subsequent chapters and other places where references were made to it by respondents but there are several aspects of management that could be added to this study due to their connection to the change models. Management theories existed in the early 18th century (Kitana, 2016). Frederic Taylor unravelled 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 change models already discussed. For example, Covey's seven habits of highly effective people, which when taught could give the stakeholders the required training which are skills that can be taught according to Fayol.

In addition, Max Weber's study on bureaucratic management (Weber, 1964) involves structures and guideline and this could be attributed to the UBE policies which falls in 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 which, 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 which is the main basis of this research.

Finding an answer to the management of UBE policy implementation was my major goal and in view of this, three research questions were framed:

Can the management of Universal Basic Education Policy and its implementation bring about a change in the public primary education in Benin City using Olua primary school?

Can the application of change management models facilitate UBE implementation in Benin, and

Can the involvement of stakeholders improve UBE? These questions are answered in the subsequent paragraphs.

This chapter comprises discussion based on the research done so far. The literature review and the analysis revealed the extent of UBE and stakeholder's opinions and was a good addition to it. Some of their views supported what various authors indicated in the literature review. Their perspectives which they got from personal experiences presented illustrative examples of recent and existing information of UBE giving a broader aspect of UBE. This chapter will also relate the themes to the aims/objectives. It will show how the themes came about and how they fit with the data analysis. The research questions are also answered.

The relationship between the themes fit into my data analysis because of their vivid description of the primary data collected. These themes were conceived at the time when the data collected in audio was transcribed and when the questionnaires were collated. They relate to each other and that made it possible for them to fit into the data analysis. Some of the themes are linked to the local communities – such themes like UBE function, abolish/change UBE, public/private school comparison, some are linked to the education providers like the policy management, performance areas while some are linked to the government officials like the continuous implementation and government power. The themes are also related to the research objectives and aims.

The themes used in data analysis are chosen because they could expound the data retrieved from primary data and explain respondents' opinions of the UBE situation. In chapter 4, fig 15 displayed a framework showing how they are linked to each other in the form of a sequence. The sequence showed a form of relationship between the themes and the data analysed in the data analysis. In addition, these themes relate to the aim and objectives because their usage in describing the data retrieved helped in assessing the management of UBE policy implementation in Benin, which is the aim of the study. The first objective in this

study was to investigate the management of UBE Policy implementation and the themes helped in revealing and describing its present management situation while the literature review revealed its past. For example, one of the themes “UBE Function” investigated if UBE is truly free or not. The second objective which was to review the change management models and how they can be applied was also resolved with the use of the themes. For example, the theme modification/change was described by Lewin’s change model therefore showing their connection. Stakeholders involvement which was the third objective had several themes like stakeholders’ influence and collaboration, which gave an overview of how they are involved and explained that without the stakeholders, there will be no UBE.

After these objectives are achieved with the description of themes in the data analysis, it seems possible that UBE policy implementation may be regained in the primary education and this could be possible 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 research questions and how they were answered, their connection to the literature review, change models and themes. There were also other discussions based on implementing change models and management issues in the next paragraphs.

5.1 DISCUSSION BASED ON MANAGEMENT ISSUES

In chapter 2 (literature review), I stated the lack of management of UBE policy as one of the issues related to implementation and this formed the basis for the first research question - Can the management of Universal Basic Education policy and its implementation bring about a change in the public primary education in Benin City? The interviews, focus group and questionnaire revealed stakeholders’ mind-sets concerning the situation. Although mismanagement existed, ensuring the policy is upheld through government enforcement can be of great advantage.

During the research, the respondents expressed their dissatisfaction towards the way government has handled UBE. They believe that government can change the situation because they are the main stakeholder, which every other stakeholder relies on. It is important to note that the government official in the interview expressed his opinion like the others, knowing his office has not done as much as expected even though he mentioned they

are trying. 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.

Still on the issue of management, respondents believe that managing of resources as mentioned in the last paragraph 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. Though the funds are not enough, the little provided should not be mismanaged. During the interviews, it was also revealed that recent government has already released some funds and started on implementation (Enogholase, 2019; Ifedi, 2018). This could mean that the state is capable of meeting their commitment towards UBE by contributing 50% additional funding after the federal government allocation (Okoro, 2011). This gives an indication of the possibility of implementing a policy and making the finances work. It is the hope of the respondents that implementation should be a continuous process and this is based on knowing the history of Nigeria where continuity is concerned (Bolaji, et al., 2016).

In continuation to answering the first research question on management, UBE policy was discussed and respondents voiced their expectation for an improvement. Answers from the questionnaires and interviews provided a further explanation of the situation. It was realised that the policy was never the problem although some do not mind if it could be modified owing to the perception that no results have been seen. Some others also think it should not be modified because the countries that achieved UBE used the same policy. Managing the policy is also a direct responsibility of the government and according to the respondents, the government should put the right people in office and maintain a standard for other stakeholders in ensuring UBE policy implementation even if it requires a complete change strategy.

5.2 DISCUSSION BASED ON IMPLEMENTING CHANGE MODELS

The sections of utmost importance are the change aspects emphasised by Sohmen (2016) who claims that change is inevitable for continuous growth and Pennington (2013) who also sees it as a way and fact of life. In every aspect of life, change is unavoidable - in politics, science, economy and education activities. It is engrained into developing nations and has been at the forefront of progress and growth in most developed nations (Morrison, 1998).

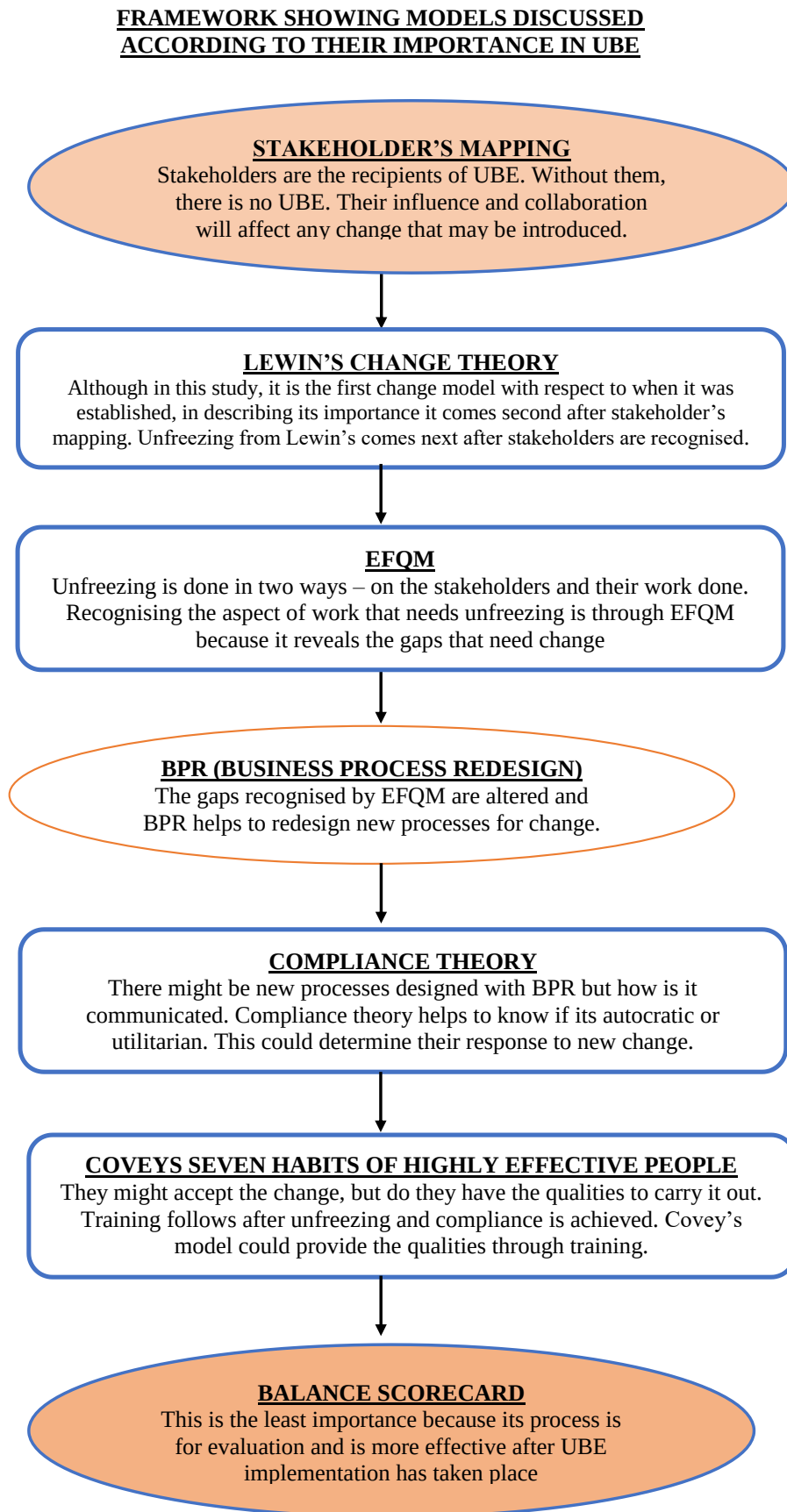
Change models were explained in chapter two (literature review) and will be discussed in this chapter. The answers and discussion regarding the models from the questionnaires and interviews will reveal indications of changes expected, which will answer the second research question which says - Can the application of change management theories facilitate UBE implementation in Benin? Additionally, the responses in this discussion will also answer some aspect of the first research question - Can the management of Universal Basic Education policy and its implementation bring about a 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 what is already in place and create an adjustment for every stakeholder's involvement. The models, if used, will ultimately be an expensive recourse, but will yield great results based on research (see literature review).

The models which are of utmost importance to this study, used in describing and explaining the UBE situation are analysed again, but this time with a different perspective on their importance to education in Benin City. The important ones discussed are Lewin's change model, Stakeholders mapping, EFQM, BPR, Covey's, Scorecard. This discussion will also involve the current findings of UBE and relates to its history on implementation. At the end of discussion and conclusion, the aim of the research, which is to assess the management of Universal Basic Education policy in Benin City Nigeria and its implementation would have been achieved.

From the conceptual framework diagram on chapter two, the models were discussed according to when they were created. In this chapter, I am not just listing the models again as was the case in the literature review, but offering how they can be applied and the order in which they might apply. They will be discussed according to their importance – that is to say, how they can be implemented for a better UBE?

Some of the models work in affiliation with managing policies and creating changes, others work for monitoring and controlling purposes and others work for evaluation i.e. evaluating the effectiveness of UBE implementation (See figure 16 below). This also indicates that the discussion in this study stemmed from the literature review, data analysis, research questions, aim and objectives.

Figure 16: Models According to their Importance



Source: Researcher

As discussed earlier, there are changes that are required for UBE to be better managed and some of these were explained using some change models. These change models will be further explained in the next paragraph according to their importance and how Benin City can benefit from them.

Although Lewin's change model of 1940 was the first amongst the models used in this study and stakeholders' theory the fifth which came out in 1980, stakeholders' theory seems to be needed for an immediate drastic change for UBE in Benin city. Stakeholders are the main individuals involved in UBE, without them, there is no UBE. Every organisation's success is dependent on the management of their key customers and employees, which can be termed generally as stakeholders. Lack of identifying their importance and not recognising their position could be fatal even if it is unintentional and could also lead to resentment.

From the interviews, some respondents were able to recognise the stakeholders with higher influence. Examples of some of them are the Head teachers, teachers, ministry of education officials. The influence of these ones is so important that if neglected, no matter the changes made in UBE, their participation or non-participation will be noticed. Through my experience gained during this research and arriving at my findings, although the stakeholders are the key recipients of UBE, if they are not trained and equipped to carry out their responsibilities, the situation would not change or might become worse.

This brings Lewin's change model into consideration. Lewin investigated group behaviour in the early stage of his work and realised people's behaviours are attributed to the group they belong to. Also, in explaining his action research, he attributed a successful change to analysing the situation first before choosing a solution. Lewin summarised his work with the three-step model - the unfreezing, moving and refreezing which is also used in this study. In this research, after the stakeholders have been recognised as being the key individuals in this study, unfreezing of the current implementation processes of UBE becomes the next important process for facilitating improved implementation of UBE. Unfreezing involves generating motivation in the stakeholders to realise the need for change and confront issues within their present state. 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.

It is important to note that unfreezing could be applied to the individuals as stakeholders as mentioned earlier and to the work they had done prior to this time. Recognising the aspect of work that needs change can be achieved via the use of the EFQM model, which shows us the gaps that need to be filled. Therefore, while the stakeholders are being unfrozen for a change, the gap in the UBE management is also being unfrozen to enable changes more easily.

In addition to this process, 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 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 is too early to refreeze at this point. The next change model to be considered is Covey's seven habits of highly effective people. It works as a guide for development both personal and at work. Government in Benin could organise training for the stakeholders with teaching workshops. Research from McCraty et al, (2004) showed that trained employees exhibited significantly better result in their jobs.

Recognising the sequence for these models seems to be a process that would work going back and forth on the various models. An example is while the EFQM is recognising the gap that needs to be filled for UBE's better implementation, BPR at the same time will alter the former process and bring forth a new design, which the stakeholders would need to adopt and use after accepting the need for change and undergoing training.

Balanced Scorecard as a change model can only be useful in this research for evaluation and this can only be seen after some work on implementation has taken place therefore reducing its importance at this time of the research.

Also, in this chapter, there will be the ranking or sequence of the theme categories – which comes first for the process of change – is it managing, monitoring or the evaluation?

Considering the research done so far, it is important to acknowledge that managing should be considered first in the sequence followed by monitoring and then evaluation.

Table 6: Ranking Sequence of how the themes are discussed

	Models
Managing policies and inducing changes	Lewins 3-step model Adize's PAEI role Stakeholders mapping EFQM BPR
Monitoring and controlling purposes	Compliance theory Levers of control,
Evaluation	Benchmarking Scorecard Covey's

5.3 MANAGING POLICIES AND INDUCING CHANGES

The literature review in chapter 2 described the history of how policies had been managed in Nigeria. Also, the journey to Nigeria for data collection provided a recent update on what is happening with respect to managing policies. Chapter 4 discusses the analysis of data collected, which reveals the changes respondents think should be induced. The themes used in explaining this aspect of managing policies and inducing changes include policy management, Government power and continuous implementation. Likewise, the models considered in this discussion are Lewin's 3-step model, EFQM, BPR, Scorecard (strategy implementation). The explanation in this section could also give an answer to the second research question which is:

Can the application of change management theories facilitate UBE implementation?

Therefore, in ranking the themes according to importance, managing policies is first considered because without the policy, the research would be incomplete. The way the policy is managed determines if changes are needed and Lewin's change model already explained the process of change linking the theme on managing policies to be connected to Lewin's change model.

Management of policies can only be achieved by the people who are responsible to ensure that and this includes the stakeholders especially the government but they are already aware

they cannot achieve results without involving other stakeholders. This resonates with the PAEI model which explains that managers are not able to achieve a lot by themselves. They need a team and for this team to achieve the goal of UBE, they need to work with management systems, which brings into play EFQM, which suggests management systems that can be applied for improvement.

Any management system could be selected by the government, but to make it different since a change is about to take place, it should go through a BPR process to know if that system was formerly used, does it need to be redesigned or if it is new, which method should be used to make it worthwhile and have greater achievements? The goal is to achieve better UBE and using BRP could avoid going through rigorous meaningless and unproductive processes. Whatever method chosen by the government, if effective, needs to be maintained through monitoring and controlling.

5.4 MONITORING AND CONTROLLING PURPOSES

Likewise, in considering monitoring and controlling purposes, the themes used were reporting, performance areas, monitoring and the models considered were compliance theory, and levers of control. In this paragraph, I will be discussing how these themes are related to the models and how they can be applied to UBE to create a strong system. The explanations in this session could answer the second research question: Can the application of change management theories facilitate UBE implementation and some part of the third research question: How can the success of UBE be guaranteed in Benin City? (Table 11 in appendix)

Monitoring is part of the administrative aspect of UBE management and according to the answers from some participants, it has not been done 100%. 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. 33 of the participants claim that administration is good, but monitoring is poor. Monitoring becomes effective when the people responsible are controlled. This brings about the use of levers of control as a change model that could be of help to the Nigerian government. Levers of control as mentioned earlier is a change model that helps in controlling the modus operandi of organisations.

Interactive control system which is an aspect of levers of control could be effective if applied because it is known as a positive control system involving decision making.

According to Stephen et al., (2003), it is easier to control policies in smaller environment. Benin City is large and monitoring of UBE could be tough therefore requiring strategic control methods. It is also possible that monitoring has been done to some extent, the question is – was it recorded and reported. Anything monitored and not recorded/reported is just like it has not been done (Tilbury & Janousek, 2006). Recording what was monitored gives the next generation an idea of what to do next.

Applying a boundary system which is one of the levers of control that operates with formal rules could be what UBE needs. The boundary system is connected to compliance theory because both involve rules. Although compliance theory involves different kinds of power and involvement as described in the literature review, in this chapter, what is required is moral involvement even if it comes in the form of rules. If there is a formal rule for controlling the monitoring and reporting, success might be attained. This is because the effectiveness of the process listed above could guarantee a successful UBE. The third research question which is - How can the success of UBE be guaranteed in Benin City could be answered when these processes are utilised. In this paragraph, reporting is mentioned as one of the important aspects after monitoring is done. With good reporting, performance is measured. Information received from reporting is used in evaluation and there are many ways evaluation can be performed.

5.5 EVALUATION

In chapter four, participants identified their opinions when asked questions that relate to competition and comparisons. Knowing that these two activities are what organisations or entities use when evaluating themselves gives an idea on how it can be applied in an educational setting involving UBE. Evaluation as a theme category was analysed with sub themes modifications/changes, competition and comparisons. The models used were Benchmarking, Scorecard (measuring performance), Covey's and Stakeholders mapping,

Firstly, the use of evaluation as a category came from an idea that UBE could be evaluated and the best way to evaluate something is by testing and experimenting and these can be achieved through comparisons. Sometimes comparisons could be inward focussed (old

system versus new system) or outward (comparing with another organisation or competitor – in this case a private school). This explains benchmarking which according to Stephen et al (2003) is a process of comparing processes within the organisations or between two organisations. Using these themes helped me to analyse what the stakeholders believe.

From the literature review, Adefeso-Olateju (2013) already stated that there is a general perception that the differences between private and public schools are obvious and that is seen by parents' preference towards private school. From the respondents, they specified that comparison is only with the low quality private school which agrees with the available literature (ibid). Through comparison, it is easier to know recent trends. Respondents already stated that the children in these schools compete to bring out the best in them.

Including the change models in this discussion gives an understanding of how they are connected to UBE implementation. If UBE is being measured inwardly i.e. differentiating between the past *modus operandi* and the new, the balance scorecard will help in measuring performance and depending on the outcome, the government can decide what kind of modification or change is needed. The balance scorecard according to my explanation in the literature review is based on the principle that anything which cannot be measured cannot be improved on. Section 5.4 (page 129) on monitoring and controlling suggests that the UBE implementation progress could be measured or rather evaluated and because of that, it could be improved on.

The data obtained from these activities can be used to improve the processes in UBE and this can be done with benchmarking. In this study, the benchmarking is within (that is comparing implementation processes in the public primary school (Olua) and private school (High Tower). Information from evaluating these processes brings about new development opportunities leading to modification/changes, which are used as a theme because it will provide a potential next step for the government.

In this research, according to the respondents, the difference in the public and private schools is caused by lack of implementation of policy and mismanagement of resources. Looking at these two causes, it is imperative that stakeholders are involved. To correct attitudes towards a lack of implementation and mismanagement of funds, Covey's seven habits of highly

effective people could be explored and applied through training. The outcome of the training could lead to stakeholders recognizing their involvement and identifying their place which is known as stakeholders mapping. Stakeholders who work in the education sector after the training could be evaluated through appraisals and the outcome could impact UBE. Administratively, appraisals are carried out, but it is more efficient when the stakeholders are trusted to work with the consciousness of their position and involvement. Government support is important at this stage and if there is monitoring, success may be achieved.

In conclusion, according to the explanations above, evaluation is achieved in two strands – for UBE as a policy that needs to be implemented and for the stakeholders as individuals who are to ensure the implementation is done. Knowing the importance of evaluation and how the change models can be used in analysing it, this could be a topic that requires further studies. This is because its broad nature involves assessment, appraisal, monitoring and is also a process that is supposed to show progression and not a one-time activity. The discussions in this chapter are based on the understanding of the research carried out and could be a form of contribution to this study. The next chapter explains contributions to knowledge.

In summary, the discussion chapter reveals that management of UBE policy implementation has been explored, change management models and their application to UBE have been critically reviewed and stakeholders' involvement assessed, which relates back to the original objectives on page 14.

CHAPTER SIX

6.0 CONTRIBUTIONS

Now that I have concluded my study with detailed explanations of each chapter, reflecting on the work done so far, and how the research questions have been answered, I will concentrate on what this research has contributed to the body of knowledge on issues concerning Universal Basic Education Policy. The contribution to knowledge is based on responding the objectives listed in the introduction chapter, which were based on an assumption that there was a current lack of effective implementation of UBE in Benin City (John, 2014).

The first objective of this study was to investigate the management of UBE policy implementation in Benin City. The research began with the literature review, acknowledging what previous writers had stated about the situation. This indicated that proper management of UBE could yield effective implementation (Okoroma, 2006). Though there is literature on Universal Basic Education (UBE) (Awofala, 2012; Imhangbe, 2012; Ochereoma, 2012), as mentioned earlier, there has been little research relating to 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.

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 during the data collection, and contradict or confirm what most authors had previously written. The study has contributed to knowledge in several ways: it proposed the application of existing change models, from a new perspective. It contributed new data through primary data collection. Also, the findings from this study show that UBE even though misused or mismanaged, is one policy that needs to be adhered to. This is important because the knowledge gained reveals a need for change and suggests solutions for better results. Other contributions are discussed below.

6.1 Contributions To Knowledge Of Benin City

This study 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 (EFA Global monitoring report, 2015). The literature review asserts its education profile and the primary data reveals the

state of current UBE implementation. The study also reveals the thirst for a change in UBE implementation especially from the parents through their dedication to ensure the education of their children. Education emerged in this study as an important aspect of the government's recent contribution to the city, based on their recent efforts, which seem to have added to Benin City's development, according to Enoghoghase (2019) and Ifedi (2018). This supports the statement in the literature review by Bakare (2012) concerning education being a catalyst for development. In addition, this research goes beyond Benin (a city in Nigeria) into a neighbouring country (Ghana) to ascertain their UBE level, using comparative factors. The recent input into education is also a contribution to the ongoing work from Benin City on 'Education for All', which is a global goal that needs to be achieved. This will indicate the extent Benin has progressed in UBE implementation.

6.2 Contributions to knowledge of current UBE situation in Benin City

The review of literature in chapter two pointed towards the extent of UBE implementation and the need for better management of the situation. Also, from the literature, I observed that there is no clarity on the current situation regarding UBE implementation in Benin, although severally it's been indicated that more effort is needed for UBE in Nigeria for the country to thrive (Awofala, 2012).

The study shows that the extent to which current UBE implementation has been utilised or impacted is limited and this is due to ineffective stakeholders when it comes to their role of being creative (Newcombe, 2003). They depend on their previous experiences which has not yielded much results and sometimes are resistant to changes. It could be deduced they go ahead with their ideology due to not having effective controlling systems in place. Although this is a contribution to knowledge generally, it makes a significant contribution by proposing an effective management approach to handle the weaknesses revealed in the current situation of UBE. These gaps were readily recognised during the interviews, focus group and questionnaire usage, through the opinions of the respondents concerning the management of the current UBE and their views on how changes could be achieved. On the contrary, this study also provides more clarity on the current situation regarding UBE implementation through the views and perceptions of respondents especially when they mentioned during the interviews about the ongoing work from the recent governor which has contributed positively to UBE.

6.3 Contributions to knowledge about Education Stakeholders

This study has revealed the degree of importance of education stakeholders' involvement. The focus was UBE implementation in Benin City using Olua primary school but during the process the study went beyond to investigate the social aspect involving the stakeholders, their educational relationship and how they are managed to reduce inefficiencies. Although the stakeholders are the main individuals concerned in this research, the study went beyond their work in UBE implementation to mapping their individual influence towards education and the findings revealed that the combined efforts of these stakeholders through their social interaction is what would bring about success and progress regarding the UBE implementation. Their influence combined with their input is a valuable investment to the education body as supported by Fajoju et al (2016). Recognising their influence is an avenue that would help them realise the need for change and applying change management models could make a significant difference.

6.4 Contribution to knowledge about change models

The concept of change models as a tool to improve implementation has been used in this research. Some of 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. These criteria were not added in the previous researches concerning UBE and yet a link between change models and UBE has been clearly demonstrated. An example was when participants recognised a problem with UBE not being free and the Unfreezing aspect of Lewin's change model being used to describe the situation and also using BPR to redesign a new method for UBE if the need for change is accepted.

The desire for a change confirms the statement by Ford (2009) that change is a continuous dynamic process, and this is what the participants are expecting to see. This corresponds with the second objective of this study, which is to review management theories and models and see how they can apply to the UBE situation in Benin City. The framework on change models reveals a systematic and coordinated approach that can facilitate implementation by utilising the effective development and inputs from stakeholders and technological changes (Medhurst & Richards, 2006). The reason for referring to these models is because their

application to the current situation of UBE could be effective according to the findings. In continuation, when the specific change models described earlier in this chapter were analysed separately, in the research there was a recognition of how they (stakeholder's theory, Lewin's change model, EFQM, BPR, Covey's) work as a sequence in effecting a new UBE if utilised (figure 16). This is a new contribution to knowledge and if applied to the situation could reveal effective management.

6.5 Contribution to knowledge on Management

Management as a topic is broad and encompasses many aspects of research but in this study, its attribution to UBE implementation adds knowledge to the Body of research and would also require further study. Many authors reveal that good management yields greater results. Its usage in this study reveals a different aspect that is not common when compared with other previous studies (Udey et al., 2009; Omotayo et al., 2008; Tasić, et al., 2011). From the findings, it is suggested that the non-implementation of UBE is attributed to poor management. 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 and approach which will help them deal with poor management.

Furthermore, this research contributes to practice by enabling educators to consider and utilise the various change management models which have proven to be a success in the past (Singhal & Hendricks, 2001). If change management models and their processes are utilised to enhance UBE, it could help to remove some of the respondents' impressions, including their perceptions on whether UBE is free or not.

6.6 Contribution to knowledge of Primary Education and if it is free

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), Awofala (2012). Authors 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 false. In addition, this contribution explains that an exceptional primary

education system through effective UBE policy implementation could be obtained if the change management models referred to in this study are utilised.

At the end of this research, it has provided a unique knowledge regarding the implementation of UBE in Olua Primary School Benin City. It also provided some lessons to be learnt and which could be beneficial to Olua primary school and its surrounding wards as well as impact the wider education community in Benin City. Though this chapter focusses on my contribution to knowledge, as the researcher, it is my desire that the results of this research especially the change models idea be accepted by the Benin government as a contribution to the further development in the aspect of implementation.

In conclusion, my 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 business endeavours. One of these lessons includes knowing that change is unavoidable as stated by (Sohmen, 2016) but how it is handled will depend on the results attained and in turn the results will depend on how it is handled. Finally, although many respondents believed UBE is not free, I am of the opinion that it is free because without UBE, many children in the rural part of Benin City would not have been able to afford an education. This view is in agreement with one of the participants during the focus group discussion who works with the NGO (page 114).

CHAPTER SEVEN

7.0 CONCLUSION

The purpose of this concluding chapter is to review the findings from this study and establish the conclusions that can be drawn from it. From the conclusions, recommendations can be made. This chapter also discusses the limitations of this study and points to opportunities for further research. The aim, which is to assess the management of Universal Basic Education policy implementation in Benin City has been discussed in detail. Chapter 5 already explained how the research questions were answered to support the above-mentioned aim. Prior to chapter 5, the literature review in chapter two already provided a the background to UBE and this chapter uses the links between these chapters to draw a conclusion. This conclusion could come in a form of recommendation for the government in Benin.

In concluding about Universal Basic education, it is important to reiterate its usefulness as the instrument or foundation every country needs for country growth and development in this 21st century. Its importance as a basis for every child is well documented and widespread in literature and the governments of nations have considered it essential in today's world.

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

This research reveals that it is not enough to have a UBE policy without ensuring its effective implementation in order to achieve the purpose for which it is formed. Therefore, this study has put a spotlight on UBE, making its importance obvious. It has provided insight into the view of the stakeholders on what they think and how they feel about public primary school UBE policy implementation. It shows that despite the opinions of stakeholders during the interviews about the implementation situation, they are open to change and are 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 and room for improvement.

The findings from this research revealed the importance of change management models. The models were used to analyse the situation and the same models, if applied, could provide the solution that is needed. Assuming that the government applies the change management models described in this study, this 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, it is important that stakeholders in UBE especially the government become strict in the handling of UBE implementation by putting measures in place which should be adhered to and allow the other stakeholders like the teachers the ability to achieve more.

The study also suggests the potentially effective UBE implementation if there is a teamwork culture, where everyone involved is taking up their individual responsibilities. This includes the government ensuring enough funding and monitoring of funds through appropriate channels, consistency in teacher salaries (including head teachers), provision of education materials, training of the normative stakeholders directly linked to teaching like the teachers and head teachers, the monitoring officers going about their duties with an effective reporting method, and the information from the reports being utilised to ascertain which gaps need to be filled at any point in time. There also needs to be effective liaison between teachers, the government and parents to ensure quality education is provided. This process, if considered will solve the implementation problem.

In addition, the general perception that private schools are better than public schools, affirmed by Adefeso-Olateju, (2013) and confirmed by some participants during the interviews, but also contradicted by others due to the recent changes observed in government contributions towards UBE, could be a thing of the past if the government applies the framework (figure 16) in chapter five on the observed changes mentioned by some respondents.

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 investigate the management of UBE policy implementation
- To review management models and seek how they can be applied to the UBE situation in Benin City
- To investigate the involvement of stakeholders in UBE implementation in Benin City.

These three objectives were met in the course of this research. The management of UBE policy implementation has been investigated via literature and primary research. The second objective was also achieved because the management models were reviewed and how they can be applied to UBE analysed. The third 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. In my opinion, this research, if given the opportunity to be reviewed by Benin 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 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.

Although most aspects of the research were delved into, there are some limitations that were noticeable that influenced the result of the findings.

7.1 LIMITATIONS TO THE STUDY

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.

Likewise, one private school was used for comparison and that also is not an accurate representation for the private schools. The use of more schools as case studies could have given more concise and representative results. There are many private schools and using only High Tower private school is limited and would not provide enough information. Furthermore, whilst using Olua Primary School provided an opportunity for an in-depth study, when compared with other states this might lead to false generalisations.

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 my sample is limited and not adequate to represent what the people of Benin City think about UBE and its 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, 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. Nonetheless, it is different in this study because the issue of bias was handled from the onset of the research as discussed in the methodology chapter.

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 my 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.

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.

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 paper work 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 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, I developed a familiarity with the data which helped me in forming the categories and the themes (Maguire & Delahunt, 2017).

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.

Furthermore, with the limitations, data received from data analysis seems insufficient. There could have been more data from the public and private sector. In this research, only one private school was used. The data obtained is insufficient and does not give an elaborate view of the private sector in the city. Also, in the data is a contribution from a respondent, 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 many 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 most of these public and private sectors and the distance between London (my university) 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.

7.2 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 result of the findings explained 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.

During the course of this research, there were several subjects I 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. 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 many 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 schools to ascertain the management of their UBE implementation.

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. Further review might also be necessary to investigate the methods used by other cities in achieving UBE.

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.

Furthermore, 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.

Also, 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. This research also revealed a deeper knowledge of stakeholders' importance and I believe that if the government in Benin city will give more attention to the education sector employees by implementing the management discussed in this research, there could be a new 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. These contributions for the public schools could also extend to the low-quality private schools because although they pay tuition, they are almost in the same situation as the public primary school. Discussing these potential further studies brings this research to a close but at the same time indicates a way forward. {Well Done!}

APPENDIXES

APPENDIX 1: Continuation of Data Analysis in Chapter 4

Table 7: 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
Total	55	37		

Source: Researcher

Table 8: UBE Function

Participants	Slightly free	Tuition is free, other things are paid for	Free	Does not exist
Teachers	9	18	8	1
Head Teachers		1	2	
Parents	7	12	3	2
Ministry of education		2	2	
Government officials		1	4	

Interested Group	4	3		1
	20	37	18	4

Source: Researcher

4.1.1e Continuation

A DIRECT COMPETITION FOR QUALITY STUDENTS

Majority of the teachers, government officials and parents believe there are comparisons for quality students. From the questionnaire, 53 respondents agreed and strongly agreed that there is comparison for quality students. 16 disagreed and 2 neither agree nor disagreed. During the interviews, some other issues came up about low quality private schools. It was obvious from their responses that there are different categories of private schools and that the comparison is based on which category of private school is being referred to. This could be justified by the author Rolleston & Adefeso-Olateju (2012), when they compared different types of private schools in their article.

participant 3 stated

“There is no comparison for the low-quality private schools and public schools because the public schools are far much better. Some of the low-quality private schools are money making venture for the owners. They want their school to have the name “private school” because people generally believe that private schools are better, but it is not true.”

participant 2 from the private school explained

“I am proud of what the public school is today. System of operation has changed, and government is doing their best. I will also acknowledge that the good private schools are better off in providing quality students because of their infrastructure, materials and technological instruments they use in teaching”.

Participant 7, whose child was just transferred from the low-quality private school to a public school said

“My son who was in a low-quality private school was demoted to a lower class in the public school when he was enrolled because he could not meet their standard. If anyone prefer their children in private school, they should spend money in a good private school, if not, public school is better” The children from good private schools are well tutored and there is a difference in appearance and eloquence. There is a difference. It is obvious. No one can deny that. If you bring a primary school child from

Igbinedion private school (good private school) and Olua public primary school, the difference is obvious”.

participant 6, a government official indicated that

“the only difference between public and private school is in their appearance. The education level is the same. It is obviously seen when these children move from one level of study to another till university level. The parents of the children in public schools do not have the means to purchase good quality school uniform while in private school it is a requirement. Therefore, when quality is considered, the pupil come out the same”

The head teacher of Olua primary school agreed,

“There is quality in a good private school in their appearance. This is because the private schools have more materials, they use in teaching the children while we can only draw with our hands and have nothing to show since the government are not able to provide enough materials. Sometimes, 3 public school children in the same class will need to share an English reader textbook while in a good private school, each child have their personal reader. We may have the same curriculum, but we teach differently”.

participant 1 in agreement with what others have said, describes,

“There is a difference in quality of children but when they get to university level, it’s different”.

B. SIMILAR ADMINISTRATIVE PROCESSES REPORTING/MONITORING

In continuation with comparison, a question was asked concerning comparison based on similar administrative process. The answers were unanimous when compared to what they all said. From the questionnaire, only 21 respondents disagreed and strongly disagreed that their processes are different. Others stated that it is the same administrative process. The interviews gave a vivid explanation of the administrative process.

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”.

The teachers also agreed that the administrative process is the same. participant 5 states,

“we report to the same government, we are monitored by the same government, they give us the same curriculum. The only difference is the way of teaching and available materials”

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

In continuation with administrative processes for effective UBE policy implementation, there are some management activities. One of the questions in the questionnaire was to rate the impact of UBE considering these management activities - administration, managing, reporting, monitoring and assessment using either positive or negative.

45 respondents rated managing as negative, 33 believe administration is positive, 40 indicated reporting is negative and 49 stated that monitoring is negative. Assessment has a higher positive rate by 50 participants.

participant 6 already mentioned that monitoring hasn’t been 100%. participant 1 in agreement at different times 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 so well, and knowledge has also increased”.

C GOVERNMENT ASSISTANCE THROUGH FUNDING

From the questionnaire, 60 respondents stated that funding is for public schools.

During the interviews, the participants also supported that funding is for public schools only.

The head teacher from Olua primary school stated;

“we are funded especially in the tuition and provision of few books. The government expect us to improvise materials instead of providing new technological equipment like computers and iPad which some of the good private school’s use”.

participant 4 affirms,

“if the funding is not enough for the public school, how can government include private schools? The owners are already billing the parents. Funding is only for public schools” Some schools are also opened and funded by churches and missionaries, but these are few because recently, the churches generally are no longer funding schools. They open their own private schools which many parents are not able to afford”.

participant 1 claims,

“The only time private school acquires a gift or funds from the government is only through school competitions. If the private school wins, they obtain incentives from the government”

participant 2 argues,

“There are some private schools that are funded by NGO’s and some individuals. 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%”.

D. DELIVERING THE SAME CURRICULUM

61 respondents who filled the questionnaires agreed and strongly agreed that curriculum is the same. participant 1 during the interview stated

“it is the same because they write the same exam to the next level. They progress to the same university. There is no special university for private school children except for the ones who can financially afford to continue with private university when they get to that level”.

participant 6 stated firmly,

“they have the same curriculum; the difference is how the teachers administer the curriculum. That will determine the children’s performance”.

participant 7 who already know they have the same curriculum claim that

“having the same curriculum is not an issue but having qualified teachers who knows how to administer the curriculum. This is what differentiates them. The difference is seen in their result after writing common entrance exam in primary school and WAEC in the secondary school”.

F. FINANCIAL SUPPORT FROM PRIVATE COMPANIES

As much as some respondents (mostly parents) stated in their questionnaire that there is support from private firms, most teachers refused to accept the claim saying it is only the government that supports and sometimes few NGO’s contribute.

From the focus group meeting, a parent who belongs to an NGO explained how the NGO’s have supported the government in providing some aids for the children in the public schools. She states,

“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”.

Table 9: Performance Areas

	Good	Poor	Neither good nor poor
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 10: 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
Collaboration	39	38	26	29	43

The figures indicate number of respondents.

Source: Researcher

APPENDIX 2: Connection between Models, Themes, Research Questions & Objectives

Table 11 shows how the models are connected to the relationship between the categories, themes, models, research questions and objectives.

Table 11: Relationship between Models, Themes, Research Questions & Objectives

RESEARCH QUESTION	OBJECTIVES	THEME CATEGORIES	MODELS
Can the management of Universal Basic Education and its implementation bring about a change in the public primary education in Benin City?	Investigate the management of UBE policy and implementation	Managing policies and inducing changes	Lewins 3-step model Adize's PAEI role Stakeholders mapping EFQM BPR
Can the application of change management theories facilitate UBE implementation?	To review management theories and models and seek how they can be applied to the UBE situation in Nigeria	Monitoring and controlling purposes	Compliance theory Levers of control,
How can the success of UBE be guaranteed in Benin City?	To recommend management strategies adopted by some developed countries for Nigerian government to adopt in managing UBE.	Evaluation	Benchmarking Scorecard Covey's

Source: Researcher

APPENDIX 3: Comprehensive Sample

Table 12 Comprehensive Sample

	Title/Role	Age	Gender	Academic Qualification
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 4: 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.

Title/ Role	Head Teacher	Teacher	Ministry of Education staff	Government Official	Parents	others

Age	18 – 25	26 – 35	36 – 45	46 -55	56 & above

GENDER	Male	Female

ACADEMIC QUALIFICATIONS	Secondary School	College	Bachelors	Masters	PHD/DBA

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?

	Strongly disagree	Disagree	Agree	Strongly Agree	Neither agree nor disagree
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?

	Strongly disagree	Disagree	Agree	Strongly Agree	Neither agree nor disagree
Use of computers in administrative work					
Use of IT in the classrooms					
Use of the web for information sharing					
Use of Technology for communication.					

1. Do private schools compete with public schools? Yes or No

Yes	No	I do not know

Please comment on your choice of answer in 4

--

2. How would you compare Olua public school with private primary schools around them based on the following?

Public Schools	Strongly disagree	Disagree	Agree	Strongly Agree	Neither agree nor disagree
Direct competitors for quality students					
Similar administrative processes within for e.g. monitoring, managing, reporting					
Receiving Government assistance through funding (Olua)					
Receiving Government assistance through funding (Private)					
Delivering the Same Curriculum					
Receiving Financial support by private companies (Olua)					
Receiving Financial support by private companies (Private)					

3. What is your opinion concerning the management of UBE in Benin when compared with UBE in another developing country you know? E.g. Ghana, etc

	Strongly disagree	Disagree	Agree	Strongly Agree	Neither agree nor disagree
Comparison is dependent on country development					
Comparison is dependent on management of their UBE					
They are direct competitors with regards to quality of students					
Similar administrative processes e.g. monitoring, control/reporting					

Receiving Government assistance through funding					
Delivering the Same Curriculum					
Delivering different curriculum					
Receiving support by private firms					

4. What is the basis for comparison i.e. main purpose for comparing two developing countries?

	Tick any 3
Financial capability	
Population of country	
Academic performance	
Country development	
Technology development	
Government Control	

5. What do you think about the management of the UBE policy in public schools by the government?

	Strongly disagree	Disagree	Agree	Strongly Agree	Neither agree nor disagree
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					

6. 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?

	Strongly disagree	Disagree	Agree	Strongly Agree	Neither agree nor disagree
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					

7. Performance areas are used in assessing achievement? How would you rate these performance areas for UBE?

	Good	Poor	Neither good nor poor
People result			
Society result			
Administrative result			
Key performance results			
Educational Materials provision			

8. Among the stakeholders, the government are referred to as the people in power. To what extent do the stakeholders yield to the government power?

	Strongly disagree	Disagree	Agree	Strongly Agree	Neither agree nor disagree
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					

9. 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			
Media			
Private funders/NGO's			
Private school providers			
Religious leaders			
Political parties			

10. 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).*

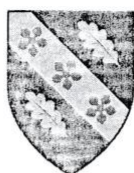
	Strongly disagree	Disagree	Agree	Strongly Agree	Neither agree nor disagree
Government take responsibility for handling the UBE system					

Government bring discipline to the organisation					
Government are focused on how the work is done					
Government are focused on why the work is done					
Government know the cost of solving a disorder, so they ensure order					
Government work closely with teachers and parents.					

11. Indicate for each stakeholder the qualities you think they possess. Tick as many as possible.

	Teachers	Head Teacher	Government	Ministry of education	Parents	Neighbours
Taking initiative						
Vision holders						
Positive thinking						
Communication skill						
Collaboration						

APPENDIX 5: Sample of signed Consent Form



PRIFYSGOL CYMRU
Y Drindod Dewi Sant
UNIVERSITY OF WALES
Trinity Saint David

Participant Identification Number:

SAMPLE PARTICIPANT INFORMATION SHEET

21st 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
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[Signature] 27/11/2017

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