



# The Functionality of the Contributory Funding Arrangement for Universal Basic Education (UBE) Programme in Nigeria

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## Abstract

Nigeria, like many countries, has continuously made efforts to shape the direction and dimension of its educational system for capacity building through its programmes such as UBE. This paper focuses on counterpart funding between Federal and State governments, in providing and accessing funds from the Universal Basic Education Commission (UBEC) to accomplish UBE objectives. To access funds, state governments are required to provide 50% of the funds while federal government provides 50% grant to match. The paper examines the availability and utilization of these funds to achieve the objectives of UBE in the Country. The major problem identified was that most states are not able to meet the 50% contributory fund as such were unable to access the grants, thereby accumulating billions of money in Central Bank with schools in dilapidated conditions. Suggestions on the way forward include; reduction of the contributory grant, sanctions for states who fail to access the funds within a period, etc.

**Keywords:** Universal Basic Education, Programmes, Counterpart Funding, Education.

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## INTRODUCTION

Education is a social responsibility that is offered to the citizens of a country all over the world. It is a very important aspect of life that is geared towards building an individual who in turn is productive to the society and country. It is a vital instrument for social and economic mobility at the personal level and an instrument for societal, state and national transformation (Aluede, 2006; Ofoeze, 2008; Adamolekun, 2014). Education is also generally acknowledged as the means of empowering individuals through the acquisition and utilization of knowledge and skills to enable them become useful to themselves and the community at large (Fafunwa, 1986; Adeyanju 2010). Nwadiani (2000) acclaimed education

as a magic wand for the solution to the problems that plague mankind. Education therefore is the aggregate of all processes by means of which a person develops abilities, attitude and other forms of behavior of positive value in the society in which he lives (Enoch & Okpede, 2000; Ochoyi & Danladi, 2008; Adewole, 2003).

Education in every country is also viewed as the best legacy that any government can give to its citizens, as it is the pivot to creating human capital which leads to national development. Nigerian's Educational system has metamorphosed through different educational forms, programmes and policies at various levels of education in the bid to achieve this. Different laudable educational programmes have been put in place by various military, civilian and interim governments in the country with the aim of improving the quality of Education. At this time in Nigerian's educational journey, we can assert that much has been achieved but more work still has to be done.

Universal Basic Education (UBE) is one of such laudable educational programmes by the government aimed at providing a free, compulsory, universal and qualitative, uninterrupted education for six years of primary and three years of junior secondary school education. Being that education is a very expensive venture (Adamaechi, 2000; FRN, 2014) and a lot of educational programmes in the past had collapsed due to the challenges of funding, the federal government decided that the programme shall be funded by a contributory funding arrangement between federal and state governments. The contributory funding is also necessary as the Nigerian governments both military and civilian have over the years been accused of underfunding the education sector; this being true as Nigeria has never met the UNESCO specification of 26% annual budget allocation to education to the education sector (Olawale, 2010; Abayomi, 2012; Anaduaka, 2013). This is asserted by UNICEF (2005) which rated Nigeria as the tenth worst and deviant country when it comes to the funding of education.

In spite of the underfunding of the sector, the country still hopes to use education as an instrument of economic, social and political development in view of the fact that different scholars have viewed education as the surest way of making Nigeria free and great; and as a catalyst to personal, political and economic growth and development. Therefore, a contributory arrangement for the success of U.B.E is necessary to ensure that the intervention objective of basic education for the Nigerian child is achieved. This contributory arrangement expects state governments to provide 50% of the cost of the project in their respective states before they can have access to 50% contribution from the federal government set aside in the UBEC fund with the Central Bank of Nigeria. The reason given in the U.B.E. Act (UBE, 2004), as a measure for controlling the misappropriation of funds and to give states governments a sense of responsibility for UBE projects.

With the U.B.E. programme on ground and all the funding arrangements, the questions remain that: is U.B.E. achieving its goals and objectives? Has the federal government been able to keep to its bargain of providing 50% UBEC funds? Have the State governments being able to meet up with the contributory arrangement to enhance education in their various states? What are the challenges facing the success of U.B.E in Nigeria?; What are the challenges facing UBEC contributory arrangement in Nigeria? What is the way forward? These and many more are what this paper attempts to answer. The paper evaluated the functionality of the contributory funding arrangement for the Universal Basic Education programme between federal and state government in the Nigerian education sector.

## **CONCEPTUAL CLARIFICATION**

### **Functionality of an Educational Programme**

The Cambridge Dictionary (2008) defines functional as any form of an expected or necessary way of achieving a goal, and functionality as the quality of being useful, practical, and right for the purpose for which something was made. Therefore, the functionality of a programme simply means if the programme is going according to plan, if what is in place at present meets up with the actual implementation of the programme, and if what is on ground is tended towards the goals and objectives of the programme. On the other hand, a programme is a structured plan of events or activities that clearly states how a particular activity is expected to run or implemented. An educational programme therefore, is defined as a programme written by an educational institution or the Ministry of Education, which determines the learning and teaching process of each subject, educational levels, etc. comprises of a clear cut plan; its objectives, scope, mission statement, features, its administrative structure, its funding structure, etc. An Educational programme is a package of learning experiences put together by government or other agencies to acquire attitudes, knowledge and skills for harnessing human and natural resources in order to bring about improved quality of life and environment. An educational programme can also be referred to as a curriculum package made up of content, facilities, methodology, etc. for the purpose of knowledge delivery.

An educational programme can also be viewed as a package of learning experiences put together by government or other agencies to develop attitudes, knowledge and skills for harnessing human and natural resources in order to bring about improved quality of life and the environment. In summary, an educational programme is an educational plan or curriculum package made up of content, facilities and methodology aimed at improving the educational sector and enhancing knowledge delivery. It is important to note that besides the stipulated educational programmes by the ministry of education, some schools have additional programmes for use that is still in line with the national or state programme. The additional programmes are aimed at achieving the direct goals of the said institution with the purpose of achieving educational goals for that level of education. Gideons and Sorkaa (2008) observed that most of the educational programmes in the country were implemented without a thorough assessment of the educational needs of the sector.

### **The Concept of Contributory/Counterpart Funding**

Funding refers to the financial arrangement of how a project, plan or programme intends to raise funds for the actualization of its goals and objectives. Funding arrangements usually include how the funds will be raised, various sources and the different aspects of which the funds are expected to be used for. On the other hand, contributory funding simply means the arrangement, agreement or a clear cut plan of how more than a group of persons intend to fund a plan, project or programme. It usually has in details the financial responsibility of each member, when funds are to be paid, where they are to be paid and in specific terms what the funds are to be used for.

Contributing funding can also be defined as the plan of two people or groups of people, associations, institutions, governments agreeing on modalities to finance or raise funds to execute a project or programme that both parties are interested in or that which they have a common interest. Counterpart funding of education in Nigeria is not a new terminology or ideology. Anibueze and Okwo (2013) opined that counterpart funding has always been there, as the colonial masters were the first to suggest the need for counterpart

funding to be given in the form of grants to aid individuals, organizations, churches, towns etc at the inception of formal education in Nigeria.

### **Before the Introduction of Universal Basic Education Programme**

Prior to the emergence of western Education, there existed the traditional education among the people and it can be regarded as the oldest system of Education. Amaele (2003) explained that this form of education comprised of peoples' traditions, beliefs, values, vocations and customs of their community, which is practiced and passed down to different generations. Traditional education to these people is a way of life and guide on how things should be done. Fafunwa (2004) adds that, the major concerns in education can be traced back to Western Education, which took place between 1946 and 1951 following Arthur Richard's Constitution, which brought about the regionalization policy with the creation of three regions in Nigeria. The MacPherson's constitution replaced the Arthur Richard's Constitution with innovations such as giving more powers to the regions and some remarkable additions to Education, and this encouraged the development and growth of formal education in Nigeria between the periods of 1950-1964.

The proposal for Universal Primary Education was presented in July 1952 by the western Minister of Education led by Chief S. O. Awokoye, and his achievements included massive training of teachers, expansion of teacher's training facilities and construction of classrooms blocks. This was approved by the elected leader of the Western Region, Chief Obafemi Awolowo as part of his educational development and launched as a free, universal and compulsory form of education tagged Universal Primary Education in January, 1955 for the Western Region. Fafunwa (1986) further adds that the success of the Universal Primary Education (UPE) in the Western Region led to its adoption and launch by the Eastern Region in January 1957 and the Northern Region in 1958, but Universal Primary Education was not completely free as with the case of the Western Region as there was a lot of political, religious, cultural factors that influenced and affected the programme which brought about its collapse (Taiwo, 1980). The need to continue to improve on the educational standard of the Nigerian child was a challenge and this led to the formation of different commissions and conferences within and outside the country and the takeover of schools by the government from the Missionaries.

Finally, on Monday 6<sup>th</sup> September 1976, the Universal Primary Education (UPE) was launched as a national educational programme by the Military Head of State Lt. General Olusegun Obasanjo. The major objective of the programme was a free and compulsory education for every Nigeria child. Maduagwu (2006) is of the opinion that the launching of U.P.E. may be as a result of the African Ministers of Education conference of 1961 which set the year 1980 as the target year for all African countries to introduce universal education. The programme was successful for some years with the implementation of the National Education Policy which has helped to establish and amend some systems such as the 6,5,2,3 system (6 years of primary, 5 years of secondary, 2 years of advance level and 3 years of tertiary) to the 6,3,3,4 system (6 years of primary, 3 years of junior secondary, 3 years of senior secondary, 4years of tertiary education).

The failure of Universal Primary Education programme can be attributed to among other things; lack of adequate data, inconsistency of the policy formulation and implementation, inadequate and neglect of teacher education, under funding, etc. (Nwagwu, 2000; Achuonye, 2004), and that led to the launch of the Universal Basic Education (UBE) in Nigeria on September 30th, 1999. The most prevalent challenge faced by U.P.E. was inadequate funding and as such government decided that for another programme there will

have to be plans spelt out to handle the funding of the programme which resulted to counterpart funding between the different parties that were involved in the programme.

### **Universal Basic Education Programme**

Universal Basic Education (UBE) as the name implies is the transmission of fundamental knowledge to all facets by a way of providing a base, fundamental, essential and free acquisition of education in the Nigerian society and for the Nigerian child (Baikie, 2000; Nwagwu, 2000; Adewole, 2003; Enoch & Okpede, 2000; Nwagwu, 2002). The programme is a nine years basic educational programme which was launched and executed by the government of Nigeria. The programme was flagged off by the former president of the country, President Olunsegun Obasanjo on the 30<sup>th</sup> of September, 1999 in Sokoto, Sokoto State, but the U.B.E. bill was passed into law by the National Assembly on the 7<sup>th</sup> of October, 2004. The establishment of UBE is aimed at providing efficiency in reading, writing, and numerical competence among Nigerian children. Wali (2007) explains that the federal government deemed it necessary to introduce the UBE scheme in the country as a means of solving the challenges of education in view of the fact that Nigeria is a signatory to the 1990 Jomtien declaration of Education for All (EFA) and the Millennium Development Goals (MDG's).

The Federal Republic of Nigeria (FRN, 2000) gives the details of the objectives of Universal Basic Education to include: the development of the Nigerian citizenry by means of a strong consciousness for education and a strong commitment to its rigorous promotion; making available a free and universal basic education for children of school age; being able to reduce drastically the wastage of dropout from the formal school system; taking care of young persons who for one reason or another, had to interrupt their schooling and out of school children; and ensuring the acquisition of an appropriate level of literacy, numeracy, manipulative and life skills, ethical, moral and civic values which are necessary for living successfully in the society.

With the UBE Act (UBE, 2004), three basic areas were specifically designated for the programme, and they include; a formal basic education made up of the first 9 years of schooling (primary and junior secondary education) for all children; nomadic education for school age children born to pastoral and migrant fishermen; and providing literacy and non-formal education for out-of-school children, illiterate adults, street children and disabled groups.

With the aim of providing a free, compulsory and basic education, the scope of U.B.E comprised of providing programmes and initiatives for early childhood care and socialization; developing educational programmes focused on the acquisition of functions, literacy, numeracy and life skills, especially for adults of 15 years and above; having out of school, non-formal programmes for the updating of knowledge and skills for persons who left school before acquiring the basics of education; the provision of non-formal skills and apprenticeship training for adolescents and youths who do not had the benefit of formal education; and finally, the provision of a formal school system which will begin with primary education to junior secondary school.

### **Administration of Universal Basic Education Programme in Nigeria**

The administration of Universal Basic Education (UBE) is done through the Universal Basic Education Commission (UBEC). The UBE Act provides for the establishment of the Universal Basic Education Commission (UBEC), this commission is to co-ordinate the implementation of the programme at the state and local government levels. The bill also

provides for the establishment of State Universal Basic Education Commission (SUBEB) offices which are expected to coordinate all the affairs of Universal Basic Education at the state and local government levels. This is to be done through the State Universal Basic Education Board (SUBEB) and the Local Government Education Authorities (LGEAs) for states and local governments respectively. The Universal Basic Education Commission (UBEC) was formally established on October 7, 2004.

SUBEB offices among other things oversee to the running of the education policy in the 36 states of the country. Their functions include; The establishment and supervision of all the Local Education Authorities (LEAs); the disbursement of funds generated from the states and the federal government; the development and maintenance of infrastructures in schools and the accurate management of generated funds.

### **Funding of Universal Basic Education (UBE)**

The funding of education at any level is a very expensive venture in both the private and the public sectors. It is referred to as a capital-intensive social service where fiscal resources are required from all tiers of government, organizations, communities, etc. to accomplish educational goals (Anibueze & Okwo, 2013; FRN, 2014). Universal Basic Education (UBE) is a social, compulsory and free educational programme by the federal government and as such funds are required for its successful implementation. It is in this vein that the Education decree of 1992 clearly states that all companies operating in Nigeria having a minimum of 100 staff are required to contribute 2% of their pre-tax earnings towards the Education Tax Fund for the sole purpose of funding Education in the country (Okeke, 2005; UBE, 2004). The funding of Universal Basic Education in Nigeria is a joint venture by the three tiers of government and other international organizations. The UBE Act of 2004 explains the funding of UBE as follows:

- Not less than 20% of the Consolidated Revenue Fund (CRF) from the Federal Government (Substantial part of the CRF will be disbursed to states as matching grants while the other part will be disbursed to states as special intervention support);
- Federal Government Funds and Contributions which are in the form of Guaranteed credits;
- Grants from Local and international donors;
- Schools will be given intervention funds from the Federal Government through their states which will be used only for purposes of broadening the access to improved and quality education, ensuring equity in basic education and not for teachers' emoluments or any form of overhead costs.

### **Challenges confronting Universal Basic Education**

In spite of its enormous benefit to the Nigerian child and the education sector, UBE has some challenges confronting its effective implementation and they include:

**Poor Planning:** Ifideli and Alutu (2011:93) define planning as “a process of spelling out what is to be done, how it is going to be done, with what resources and how the result is going to be evaluated”. Adamaechi and Romaine (2000) opined that proper planning is the basics for the success of any educational policy or programme, adding that without proper planning, the best education programme is bound to fail. The UBE programme spelt out what things needed to be done, how they were going to be done, where the resources will be

sourced from, but there was no provision for its evaluation. And as such the UBE programme was not properly planned and this is a major challenge.

**Inadequate Funding:** The budgetary allocation to education has continued to be alarming as it fluctuates in different directions as the government decides. Education has not been given its due importance as a tool for national development as such financial allocations to the sector do not match the needs of the sector causing a challenge to the actualization of Universal Basic education. In spite of the different sources of funds that fund the Universal basic Education, the funds available are still not commensurate to the educational needs of the schools. Olawale (2010) and Abayomi (2012) remarked that, Nigeria’s spending on education is unsatisfactory, far less than many other African countries (Cote d’Ivoire – 30%, Ghana – 31%, Burkina Faso, 17%) and also far less of 26% as was recommended by UNESCO. No educational programme can be successful without adequate funding, and this is the main reason for the failures of all Nigerian’s educational programmes past and present (Olaitan, 1996; Obidike & Onwuka, 2013; Arhansasius, 2013; Ochoyi & Danladi, 2009). This is supported by Okoh (2002) who observed that, Nigerian’s education sector has overtime been subjected to chronic under-funding and budgeting discrimination which has led to a steady deterioration of standards as inadequate resources have spread far and wide in the education system.

Table1: FG budgetary allocation to education (2009-2018)

FG Budgetary allocation to education (2009-2018)			
Year	Budget	Educ Allocation	% of budget
2009	3.049 trn	N221.19 bn	7.25
2010	5.160 trn	N249.09 bn	4.83
2011	4.972 trn	N306.3 bn	6.16
2012	4.877 trn	N400.15 bn	8.20
2013	4.987 trn	N426.53 bn	8.55
2014	4.962 trn	N493 bn	9.94
2015	5.068 trn	N392.2 bn	7.74
2016	6.061 trn	N369.6 bn	6.10
2017	7.444 trn	N550 bn	7.38
2018	8.612 trn	N605.8 bn	7.03
<b>Total</b>	<b>55.19 trn</b>	<b>N3.90</b>	<b>7.07</b>

Source: Adapted from Ndijihe (2018)

The table above shows the Nigerian’s yearly budget figure and the allocation to the education sector for ten years between 2009-2018. The table also shows that for the period the allocation has been fluctuating and is very far from UNESCO benchmark of 26% of the annual budget. Imagine 26% of the 2009 budget of N3.049trn to education as N792.740bn against N221.19bn or 26% of 2018 budget of N8.612 as N2, 239.120bn as against N605.8bn and the difference it would make in the sector:

**Inaccurate Data for Planning:** The country has continued to have challenges in its ineffective data collection and this is a very big challenge for the education sector as this has hampered the effective planning and allocation of educational resources. There is no accurate data on the amount of money received and disbursed yearly, neither is there an accurate data of the school age children and staff of the Universal Basic Education Programme. Hencliffe (2002) as cited in Okeke (2005) asserts that having a reliable and comprehensive statistics of the amount of funds from government to the education sector is still a mirage. In a situation where accurate financial and population figures cannot be given, how can proper planning and projections be made? The purpose of data is to ascertain actual population for better

allocation of resources, amenities, development, etc. In the absence of accurate data, all forms of planning will be inaccurate and decisions based on such data would be faulty in government decisions and as such distribution of educational resources will not be equitably distributed (Labo-Popoola, Bello & Atanda, 2009; Arhansasius, 2013). Dare, Onekata and Auwal (2000) pointed out that accurate data from the national population census has always been politicized, as it is common knowledge that after each head count, the figures rolled out do not really represent the actual number of people in that locality.

**Increased enrolment in the face of scarcity of resources:** The number of children who are enrolled into school have continued to increase as the national population of the country increases. Okoh (2000) and Nwankwo (2010) opined that increases in class size affect the effective implementation of vocational programmes at the primary level. This is evident as the number of student enrollment into schools does not commensurate with the available human, material and fiscal resources that are made available in schools. Different studies also show that primary and junior secondary schools in the country are dangerously overcrowded and class sizes have grown too large for effective teaching and learning to take place which in turn affects the objectives of UBE.



Figure 1: Cross pictures of overcrowded UBE classes

The picture above shows pictures of different UBE schools with overcrowded classrooms, no successful teaching and learning can take place under such environment as both the students and teachers will be comfortable:

**Accessing of Funds:** The funds available are not accessed by states due to the counterpart condition of the act as some states do not have their expected requirement of 50% before being able to have access to the counterpart fund from Federal government. Apeh in Ibrahim (2014) affirmed that one of the major challenges facing the commission is the attitude of state governments in not accessing the funds for many years. He further explained that the problems encountered in primary and junior secondary schools should not be blamed on the commission or on the Federal government as the government has made their 50% available but the state governments have not being able to fulfill their part.

**Lack of adequate Teachers:** The UBE act (UBE, 2004) is more concerned with delivering free education to pupils and students and the maintenance of infrastructures in schools. The



welfare, training and employment of teachers are not put into consideration, as teachers have to teach class sizes above the recommended. The teacher-student ratio in the UBE scheme is put at 1: 40 (FRN, 2014), but this is obviously not the case in a lot of UBE schools as pupils/students population is far above 40. The success of the any educational programme especially the UBE programme is dependent on two resources namely; human and material resources as such these resources should be considered strongly. According to Nwankwo (2010) and Obayan (2002), no educational system can function properly in the absence of teachers. In his contribution Fafunwa (1986) opined that no significance change can take place in the education of any country unless its teaching staff is well trained and retrained from time to time. It is important to note that the teacher plays a central role in the actualization of educational goals as well as ensuring the survival of the entire educational system.

**Poor Monitoring/implementation, Evaluation and Supervision:** The UBE programme is a laudable programme that was set up by the government of the country, but proper implementation, evaluation and planning strategies were not put in place which in the long run is affecting the success of the programme. Supervision is the art of overseeing to the infrastructural and instructional activities of the educational sector in a school system to ensure that they conform to generally accepted principles and practices in education (Ogumu, 2000). Obidike and Onwuka (2013) in agreement explain that one major problem in Nigeria among administrators at all sectors of the economy is the lack of proper supervision. Aleyideino (1991) pointed out that federal grants spent on infrastructures are not properly evaluated and monitored as with the case in Kaduna State, where a temporal classroom building collapsed after a short time of completion.



Figure 2: Cross section of facility wastage in UBE schools.

Above is a cross wastage of funds resulting from lack of evaluation and proper supervision from management in the building of school infrastructures. As a result of lack of supervision low quality materials were used in the building resulting to this, imagine a class filled up with children when the accident occurred:

**Societal attitude:** Societal attitudes with respect to culture, religion, gender, etc have continued to be a challenge in the actualization of Universal Basic Education in the country. In spite of the bill for free and compulsory education in the country some parents and guardians still keep their children and wards at home and use them for economic ventures while some are still marrying them out.

**Lack of adequate Facilities:** The National Policy on Education (FRN, 2014) clearly explains that physical facilities are a very important aspect of curriculum implementation on which the expansion of curriculum depends. Different studies have also shown that no educational curriculum can be sound and well operated under non available or inadequate school facilities (Akinsolu, 2004; Nwankwo, 2010). For many UBE schools students learn under dilapidated buildings with some children sitting on the floor and those who are on desks are stocked. Facilities such as pipe borne water and lavatory are far from being imagined while instructional materials for the different laboratories are a mirage.



Figure 3: Cross picture of lack of facilities.

The pictures above shows lack of facilities by some UBE schools. The seats provided for the children in the classrooms are not comfortable; the chairs in picture one are too high for them while the ones in picture four are a little low. Scientific item in the school are not properly handled because the schools lack facilities to house and arrange them as it should be done. Blackboards are hanging on chairs instead of being nailed to the wall, imagine the safety hazard. Teachers do not also have comfortable furniture to use.

### **Availability and Accessing of UBE Contributory fund**

The UBE contributory or counterpart funding is explained in details in the act (UBE, 2004) explaining the conditions of accessing the funds and use. The UBE contributory fund is an intervention fund for public primary and junior secondary schools in the 36 states of the federation and the Federal Capital Territory, which can be accessed upon meeting the following conditions:

- The payment or provision of 50% counterpart funding to match FG's 50% contribution known as matching grant to the execution of any project;
- The presentation of an Action Plan with detailed proposed projects of how to spend the funds for education in every fiscal year. The Action Plan referred here is the breakdown of an annual document prepared by the different State Universal Basic Education Boards with an analysis of intervention projects or activities to be implemented in public primary and junior secondary schools. The document will include information on project description, beneficiary schools, quantity, locations, unit costs, total costs and duration for execution. It is a very important document,

which helps in the supervision, monitoring and planning of future projects. It is also a pre-requisite which shows the performance level of the last project, as it is expected that the previous year's project must have attained 70% completion before accessing another fiscal year's fund at the UBE Commission.

Table 2: 2010-2014 Counterpart Funding Allocations to States as at June, 2014

States	2010	2011	2012	2013	2014	Total	
ABIA	1.153.903.587.	872.527.306.70	852.936.713.92	1.030.797.297.	396.790.540.54	4.306.955.445.72	
ADAMAW	1.153.903.587.	872.527.306.70	852.936.713.92	1.030.797.297.	396.790.540.54	4.306.955.445.72	
AKWAIBO	1.153.903.587.	872.527.306.70	852.936.713.92	1.030.797.297.	396.790.540.54	4.306.955.445.72	
ANAMBRA	1.153.903.587.	872.527.306.70	852.936.713.92	1.030.797.297.	396.790.540.54	4.306.955.445.72	
BAUCHI	1.153.903.587.	872.527.306.70	852.936.713.92	1.030.797.297.	396.790.540.54	4.306.955.445.72	
BAYELSA	1.153.903.587.	872.527.306.70	852.936.713.92	1.030.797.297.	396.790.540.54	4.306.955.445.72	
BENUE	1.153.903.587.	872.527.306.70	852.936.713.92	1.030.797.297.	396.790.540.54	4.306.955.445.72	
BORNO	1.153.903.587.	872.527.306.70	852.936.713.92	1.030.797.297.	396.790.540.54	4.306.955.445.72	
C/RIVER	1.153.903.587.	872.527.306.70	852.936.713.92	1.030.797.297.	396.790.540.54	4.306.955.445.72	
DELTA	1.153.903.587.	872.527.306.70	852.936.713.92	1.030.797.297.	396.790.540.54	4.306.955.445.72	
EBONYI	1.153.903.587.	872.527.306.70	852.936.713.92	1.030.797.297.	396.790.540.54	4.306.955.445.72	
EDO	1.153.903.587.	872.527.306.70	852.936.713.92	1.030.797.297.	396.790.540.54	4.306.955.445.72	
EKITI	1.153.903.587.	872.527.306.70	852.936.713.92	1.030.797.297.	396.790.540.54	4.306.955.445.72	
ENUGU	1.153.903.587.	872.527.306.70	852.936.713.92	1.030.797.297.	396.790.540.54	4.306.955.445.72	
GOMBE	1.153.903.587.	872.527.306.70	852.936.713.92	1.030.797.297.	396.790.540.54	4.306.955.445.72	
IMO	1.153.903.587.	872.527.306.70	852.936.713.92	1.030.797.297.	396.790.540.54	4.306.955.445.72	
JIGAWA	1.153.903.587.	872.527.306.70	852.936.713.92	1.030.797.297.	396.790.540.54	4.306.955.445.72	
KADUNA	1.153.903.587.	872.527.306.70	852.936.713.92	1.030.797.297.	396.790.540.54	4.306.955.445.72	
KANO	1.153.903.587.	872.527.306.70	852.936.713.92	1.030.797.297.	396.790.540.54	4.306.955.445.72	
KATSINA	1.153.903.587.	872.527.306.70	852.936.713.92	1.030.797.297.	396.790.540.54	4.306.955.445.72	
KEBBI	1.153.903.587.	872.527.306.70	852.936.713.92	1.030.797.297.	396.790.540.54	4.306.955.445.72	
KOGI	1.153.903.587.	872.527.306.70	852.936.713.92	1.030.797.297.	396.790.540.54	4.306.955.445.72	
KWARA	1.153.903.587.	872.527.306.70	852.936.713.92	1.030.797.297.	396.790.540.54	4.306.955.445.72	
LAGOS	1.153.903.587.	872.527.306.70	852.936.713.92	1.030.797.297.	396.790.540.54	4.306.955.445.72	
NASARAW	1.153.903.587.	872.527.306.70	852.936.713.92	1.030.797.297.	396.790.540.54	4.306.955.445.72	
NIGER	1.153.903.587.	872.527.306.70	852.936.713.92	1.030.797.297.	396.790.540.54	4.306.955.445.72	
OGUN	1.153.903.587.	872.527.306.70	852.936.713.92	1.030.797.297.	396.790.540.54	4.306.955.445.72	
ONDO	1.153.903.587.	872.527.306.70	852.936.713.92	1.030.797.297.	396.790.540.54	4.306.955.445.72	
OSUN	1.153.903.587.	872.527.306.70	852.936.713.92	1.030.797.297.	396.790.540.54	4.306.955.445.72	
OYO	1.153.903.587.	872.527.306.70	852.936.713.92	1.030.797.297.	396.790.540.54	4.306.955.445.72	
PLATEAU	1.153.903.587.	872.527.306.70	852.936.713.92	1.030.797.297.	396.790.540.54	4.306.955.445.72	
RIVERS	1.153.903.587.	872.527.306.70	852.936.713.92	1.030.797.297.	396.790.540.54	4.306.955.445.72	
SOKOTO	1.153.903.587.	872.527.306.70	852.936.713.92	1.030.797.297.	396.790.540.54	4.306.955.445.72	
TARABA	1.153.903.587.	872.527.306.70	852.936.713.92	1.030.797.297.	396.790.540.54	4.306.955.445.72	
YOBE	1.153.903.587.	872.527.306.70	852.936.713.92	1.030.797.297.	396.790.540.54	4.306.955.445.72	
ZAMFARA	1.153.903.587.	872.527.306.70	852.936.713.92	1.030.797.297.	396.790.540.54	4.306.955.445.72	
F.C.T.	1.153.903.587.	872.527.306.70	852.936.713.92	1.030.797.297.	396.790.540.54	4.306.955.445.78	
<b>TOTAL</b>	<b>42,694,432,728</b>	<b>32,283,510,347</b>	<b>31,558,658,415</b>	<b>38,139,500,000</b>	<b>14,681,249,999</b>	<b>159,357,351,491.7</b>	

Source: [www.ubec.com](http://www.ubec.com) in Enu, Opo and Esu (2016).

Table 1 above shows that UBEC funds are available and have been provided for by the federal government for states to have access to and use for the development of UBE programme in their different states. It also shows that the funds are made available on equal basics for the states in respect of their size, location or educational challenges. Also, is the fact that the federal government is bent and consistent in its efforts at funding the Universal Basic Education programme which is aimed at providing a free, compulsory and uninterrupted education for the first nine years of the Nigerian child.

**TABLE 3: States' Inaccessed Matching Grant between the Periods of 2010 – June 2014**

States	2010	2011	2012	2013	2014	Total	
ABIA	0	26,430,893.	852,936,713.92		852,936,714.	238,074,324.33	<b>1,970,378,647</b>
ADAMAWA	0	0	0	0	1	238,074,324.33	<b>238,074,325.3</b>
AKWAIBOM	0	0	0	0	1	238,074,324.33	<b>238,074,325.3</b>
ANAMBRA	0	0	0	0	1	238,074,324.33	<b>238,074,325.3</b>
BAUCHI	0	0.7	0	0	1	238,074,324.33	<b>238,074,326</b>
BAYELSA	18,700.	0	0	0	1	238,074,324.33	<b>256,775,208.5</b>
BENUE	0	125,312,302.	852,936,713.92		852,936,714.	238,074,324.33	<b>2,069,260,055</b>
BORNO	0	0	0	0	1	238,074,324.33	<b>238,074,325.3</b>
C/RIVER	0	872,527,306.	852,936,713.92		852,936,714.	238,074,324.33	<b>2,816,475,060</b>
DELTA	0	0	0	0	1	238,074,324.33	<b>238,074,325.3</b>
EBONYI	622,781.	872,527,306.	852,936,713.92		852,936,714.	238,074,324.33	<b>3,439,257,025.5</b>
EDO	0	0	0	0	1	238,074,324.33	<b>238,074,325.3</b>
EKITI	0	527,306.7	0	0	1	238,074,324.33	<b>238,601,632</b>
ENUGU	0	226,430,893.	852,936,713.92		852,936,714.	238,074,324.33	<b>2,170,378,647</b>
GOMBE	0	0	0	0	1	238,074,324.33	<b>238,074,325.3</b>
IMO	0	0	0	0	1	238,074,324.33	<b>238,074,325.3</b>
JIGAWA	0	-0.04	0	0	1	238,074,324.33	<b>238,074,325.3</b>
KADUNA	0	-0.04	0	0	1	238,074,324.33	<b>238,074,325.3</b>
KANO	0	0	0	0	1	238,074,324.33	<b>238,074,325.3</b>
KATSINA	0	0	0	0	1	238,074,324.33	<b>238,074,325.3</b>
KEBBI	0	0	0	0	1	238,074,324.33	<b>238,074,325.3</b>
KOGI	0	527,306.7	852,936,713.92		852,936,714.	238,074,324.33	<b>1,944,475,060</b>
KWARA	0	1,000.0	0	0	1	238,074,324.33	<b>238,075,325.3</b>
LAGOS	0	0	0	0	1	238,074,324.33	<b>238,074,325.3</b>
NASARAWA	0	0	852,936,713.92		852,936,714.	238,074,324.33	<b>1,943,947,753</b>
NIGER	0	5,000,000.	341,177,085.62		341,177,086.	238,074,324.33	<b>925,428,496.6</b>
OGUN	0	0	852,936,713.92		852,936,714.	238,074,324.33	<b>1,943,947,753</b>
ONDO	0	0	852,936,713.92		852,936,714.	238,074,324.33	<b>1,943,947,753</b>
OSUN	0	9,527,306.	0	0	1	238,074,324.33	<b>247,601,632</b>
OYO	0	0	852,936,713.92		852,936,714.	238,074,324.33	<b>1,943,947,753</b>
PLATEAU	0	195,705,208.	852,936,713.92		852,936,714.	238,074,324.33	<b>2,139,652,961</b>
RIVERS	0	0	0	0	1	238,074,324.33	<b>238,074,325.3</b>
SOKOTO	0	0	0	0	1	238,074,324.33	<b>238,074,325.3</b>
TARABA	0	0	0	0	1	238,074,324.33	<b>238,074,325.3</b>
YOBE	0	0	426,468,356.96		426,468,357.	238,074,324.33	<b>1,091,011,039</b>
ZAMFARA	0	0	0	0	1	238,074,324.33	<b>238,074,325.3</b>
F.C.T.	0.68	0	0	0	1	238,074,324.33	<b>238,074,326</b>
<b>TOTAL</b>	<b>64148</b>	<b>2,334,516,832.</b>	<b>10,149,949,295.70</b>		<b>10,149,949,332</b>	<b>8,808,750,000.2</b>	<b>32,084,648,310.5</b>

Source: www.ubec.com in Enu, Opoh and Esu (2016).

Table 2 above, shows that the available funds provided by the federal government for UBEC in the Country are not being accessed by some states, reasons being that they are not able to meet up with the conditions stipulated in the UBE Act. This problem is peculiar with a lot of the states and occurs in the different years under review. This follows that the purpose of the UBEC funds in the country is not functional as the funds are not utilized in the direction of which it was originally made provision for; it also explains that UBE schools are still wallowing in their problems despite the fact that funds are available to solve those problems.

The tables above shows that the UBE contributory funds have been made available by the Federal Government and are lying in the central banks of the different states wanting to be cashed, it can therefore be concluded that UBE funds are available. The problem is therefore the inability of states to access the funds due to the conditions of accessible in the UBE act requiring the states to pay their own contributory fund of 50% before accessing the funds and for the projects to be about 70% before the second phase of funds can be assessed. These conditions are therefore the big challenge with the funding of UBE in Nigerian as a lot of states have expressed their inability to raise such amount of counterpart funds for education, laying the sector in a state of infrastructural and instructional wastage in the midst of plenty.

### **After the Introduction of Universal Basic Education Programme**

In a bid to help the Nigerian child access good education, especially at the foundation level, the federal government established an intervention body, the Universal Basic Education

Commission (UBEC). Its mandate is to administer funds to all the 36 states of the federation as part of measures to standardize primary education. With the view that the education offered is not enough the Nigerian Senate amended the UBE Act on 27th July, 2017, from nine to twelve years, but the House of Representatives is yet to amend the UBE Act despite the urgent need to scale up free and compulsory education in the country. However, available literature and data show that the country is far from achieving the targets of UBE. Adamolekun (2013) in a lecture he gave at Joseph Ayo Babalola University outlined the failure of Universal Basic Education, stating that basic education is in crisis in the country. Below are some examples of problems of Nigerian education, as he presented in the lecture:

- From the EFA Global Monitoring Report (2012), 10.5 million Nigerian children of school-going age are not attending school.
- According to the World Economic Forum's Competitive Report Index, 2011-2012, Nigeria was ranked 140th out of 144 countries in primary education enrolment.
- As noted by a Minister in 2012, Northern Nigeria has the highest number of school-age children in the world that are out-of-school.
- Some states in Nigeria have enrolment as low as 12.0%, even though the UBE programme is supposed to meet the EFA target of 100 percent enrolment in school by 2015.
- Among 19,125 teachers tested in Primary Four Mathematics in Kwara State in 2008, only seven could attain the minimum benchmark. Only 1 of 2,628 teachers with degree could pass the test and ten graduates scored zero.

Adamolekun (2013) added that UBE is operating under muddled political responsibility of centralised implementation. He explained that this problem of centralized implementation of projects has hindered federal-states collaboration, which is an effective tool in project the administration, evaluation and supervision of projects.

According to the Centre for public Impact (2017) in a review of the Education for all 2015 National update, there are some improvements to education in Nigeria since the commencement of the Universal Basic Education programme started, and reports shows that:

- In 2015, Nigeria ranked 103 out of 118 countries in UNESCO's Education for All (EFA) Development Index data, which takes into account universal primary education, adult literacy, quality of education, and gender parity that exhibits in the countries.
- UNESCO's 2015 review of education in Nigeria also showed that enrolment at primary and junior secondary levels has greatly increased since 2000 indicating that more children are being enrolled into schools. However, the reports also indicate that transition and completion rates are still low below 70%.
- The Enrolment rates of students into schools increased by 130% for secondary education in the period from 2000 to 2013 (based on the latest available statistics from the World Bank), but decreased by 4% at the primary level.

In view of the 2015 Education for all review by UNESCO THE CPI (2017) concludes that although progress has been made in basic education, much more remains to be done, both in quantity and quality and they include:

- Enrollment for primary education is still low in comparison with the number of primary school age population in the country;

- The quality of the national school curriculum is undermined by the generally low quality of teachers who implement it, which translates into low levels of learning achievement;
- Infrastructure, toilets and furniture are inadequate and in a dilapidated state in many schools;
- The system of collecting comprehensive, relevant data for planning is weak and needs to be modified;
- Female participation in education is still below expectation due to cultural and religious believes;
- The UBE Act 2004 on enrolment and retention is not adequately forced on parents and guardians.

### **Functionality of the Contributory Funding of Universal**

The UBEC fund is an annual grant by the federal government to help the states upgrade their primary education facilities in order to provide good education for the Nigerian child. To access the fund, state governments are required to match the federal government grant with their own portion. The conditions set by the Universal Basic Education act in accessing the counterpart funding is a big challenge for many states. Attempts by the commission to make the access to funds easier in the form of classifying the states into high, moderate, or low performing, have not helped issues. There was also the scale-up advocacy visit to the different state governors and other relevant stakeholders, presentations at the National Executive Council (NEC) meetings and at the Governors' Forum meetings, and publications in national dailies with up to date access to the grants. With all these efforts by the commission it can be right to say that the state governments lack political will and do not regard basic education as a priority need.

The inability of a lot of states to meet up with the funding arrangement has brought about setbacks in the educational sector in those states. School administrators under the Universal Basic Education are complaining of lack of funds to execute projects while on the other hand matching grants from the Federal Government is lying down idle in Central Bank of Nigeria waiting to be accessed for the development of Education in those states. Many states have ignored this facility even as children studied under very poor and deplorable conditions, which include having lessons under trees and dilapidated classrooms while the quality of teachers is nothing to write about as they are poorly paid and made to work with very poor infrastructures. In essence, teachers in the educational sector no longer have self-worth as even the society has tagged them to expect their reward in heaven. More annoying is the dishonesty of some states that have gone ahead to divert their allocations for purposes other than education. UBEC once alleged that five states were involved in illegal withdrawal of counterpart fund after the federal government had released the matching grant to them which is in fact a criminal offence.

A Bill to amend the free and compulsory Universal Basic Education (UBE) Act passed second reading with the House of Representatives (Bill to pass second hearing, 2018). The sponsor of the bill, Rep. Afe Olowookere (APC-Ondo), stated that with the importance of education in the life of human beings, the application of free basic education should not be negotiated. The bill seeks to amend Section 11 of the Principal Act due to the fact that most States were unable to provide the required 50 per cent counterpart funds and the federal portion lay unused in the Central Bank. The lawmaker sought for the reduction of the counterpart funding by States from 50 per cent to 25 per cent.

## CONCLUSION

No nation can achieve economic prosperity without a sound, inclusive and functional basic education system. The security and stability of the country to a large extent, depends on its ability to provide functional education to its citizens at the tender age. The Universal Basic Education programme is a laudable educational intervention scheme, geared towards providing basic education. The importance of Basic Education in the scheme of educational activities is very crucial and as such needs to be given adequate attention which is the reason why there is a backup plan for contributory funding between federal and state government. This level of education is very important and that was why the government increased its span from nine years to twelve years of free and compulsory basic education.

Basic education is therefore offered to children between the ages of 3-15 years comprising of early childcare, pre-primary, primary and junior secondary. Attention should be given to this group because basic education in Nigeria is the bedrock and foundation upon which other levels of education take off from. The discussions show that the Universal Basic Education programme funds from the federal government are available with some states unable to meet up with the counterpart funding. Results also show that UBE has yielded and is still yielding results with its major challenge being the accessing of funds to take care of the increasing challenges of the sector due to the increase in the national population. This follows that if there is a better arrangement for its counterpart funding, improved impact will be achieved for basic education in the country, this is because all the challenges discussed are all tied to inadequate finance.

## Suggestions

The following suggestions are made for the success of the contributory funding of Universal Basic Education in Nigeria:

- Since states are not able to meet up with the financial implication of contributory funding, a new method or percentage should be implemented so that the objectives of UBE can be fully implemented in all states and not just a few states. Based on the fact that the senate is already looking at the counterpart funding percentage, a favorably arrangement should be reached by both parties. I propose that the federal government pays 70% while the states pay 30%.
- A bill should be passed for the amendment of the UBE Act to include sanctions for state governments who fail to access the funds after the contributory arrangement has been reduced.
- There should also be sanctions for States who misuse the funds in clear cut terms, with a clause stopping them from accessing any form of additional funds from the fund until such misused funds have been fully accounted for.
- To avoid misappropriation of UBE funds, there should be a more detailed supervisory method in the collection of funds and the present method of having a utilization plan by the states for the funds should be maintained.
- With plans to amend the bill on the counterpart funding arrangement between UBE and state governments, there should be a clear cut percentage on what should be for every aspect of educational resources; human (incentives, training, development programmes, etc.) and what should be for infrastructural and instructional facilities. This is very important as it will stand as a guide in the spending of the funds as teachers and facilities are the key factors in the actualization of Universal Basic Education in the Country.


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