

**CHALLENGES OF THE IMPLEMENTATION OF THE UNIVERSAL BASIC
EDUCATION PROGRAMME IN YOBE STATE, NIGERIA AND THE PROSPECTS
FOR 2015 AND BEYOND**

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ABSTRACT: *This study titled: challenges of the Implementation of Universal Basic Education programme in Yobe State, Nigeria and prospects for 2015 and beyond has largely been shaped by the recent events in the country, specifically the problems confronting the education sector and the Nigerian government responses; the government efforts in initiating various measures through its policies, programmes and institutions to improve the education sector in Yobe state and Nigeria generally have become a major source of concern to observers and scholars. The study therefore attempted assesses the implementation of the Universal Basic Education in Yobe state and its prospect for 2015 and beyond. To achieve this objective therefore, the study used the primary and secondary sources of data collection. Charts for data analysis were drawn using the 2003 Microsoft Excel XP Version10 package while the Analysis of Variance (ANOVA) and Spearman Rank Order (RHO) were used to test the null hypothesis. A sample of 243 respondents was randomly selected from six local government areas of Yobe. The System theory was used as the main theoretical framework. From the data analyzed, it was found that the programme recorded a very poor performance in the area of pupils' teacher ratio, where the minimum ratio of 1:40 is abuse. In all the schools visited both primary and junior secondary sections had the minimum of a teacher to fifty pupil (1:50 and above). Again, it was observed that the qualifications of teachers ranged from certificate A- 3-year post-secondary education, certificate A- 4-years post middle, Diploma in Basic Education; Senior School certificate holders and second degree holders with the least number. The study thus recommends amongst others that more qualified teachers should be recruited and special salary structure should be designed for them, by doing that at least many people will develop interest for the teaching profession and shortage of teachers will be overcome in Yobe state, Nigeria.*

KEYWORDS: Implementation. Universal Basic Education, Programme, Yobe state, Nigeria

INTRODUCTION

The desire for drastic reduction of illiteracy in modern societies is a basic concern of every society in the world. This is because education is one of the vital indices used in the measurement and categorization of nations as developed or developing. For Nigeria to be categorized as a developing nation, she must enhance the quality of literacy among its citizens by ensuring that every member of the society has access to western education. Education is an important key for the development of any society. In fact, education is an instrument a society can use to solve her

problems. Nigeria's educational system has witnessed a series of amendment in policies and programmes. In fact many of the changes in educational policies of Nigeria are as a result of poor planning and implementation among other things.

Universal Basic Education is the educational activities that children, youth and adults participate; it is a nine years free and compulsory education programme. It comprised six years of primary education and three years of junior secondary education. One of its fundamental principles is that everybody must have access to equivalent education comprehensively and co-educationally. The objectives of the Universal Basic Education programme are to develop the entire Nigerian citizen with a strong consciousness for education and strong commitment to its vigorous promotion; provide free Universal Basic Education for every Nigerian child of school going age and reduced drastically the incidence of drop-out from the formal school system; cater for the young persons and other out of school children or adolescents through appropriate form of complementary approaches to the universal basic education.

The federal government of Nigeria therefore provided some strategic guidelines to ensure the realization of these objectives. Among them are countering of the factors which serve as an impediment to the realization of similar programme in the past like the universal primary education and the provision of punishment to parents who refused to comply with the provision of the programme. It is therefore imperative for all states government in Nigeria to comply with the provision of the UBE programme. Yobe State had the lowest literacy rate and educational attainment, out of the total number of 551,698 children between 6 – 14 years only pupils 69,467 (10.7%) were in primary schools; out of the total number of 445,366 children between the ages 15-24 only 74,057 (12.1%) were in junior secondary and 92,504 (14.2%) were in senior secondary school (Census 2006).

Statement of the Problem

Over the years, Nigerian governments have been confronted with a lot of difficulties in the educational sector, especially in the aspect of funding, infrastructure, getting qualified teachers, school supervision, and staff motivation among others. Due to the importance of education in all parts of human development, government at both federal and state level had made a concerted effort in making policies and programmes for educational development. Yolo (2004) states that, in view of the government commitment to eradicate illiteracy, ignorance and poverty as well as stimulate and accelerate national development, political consciousness and national integration, government decided to adopt the UBE Programme.

The implementation of this programme in Yobe state commenced in 2005 following the enactment of the enabling Law in the preceding year. Like any other government policies and programmes often experience shortcomings and at times abandoned, especially when the desired goals become difficult to attain. The Universal Basic Education programme cannot be an exception, It is often said by many scholars that implementation is the graveyard of many good policies in Nigeria, especially where the intention of the policy designers are likely undermined either by corruption, politics or lack of human and material resources among others. For example programmes such as the NHIS, Monetisation policy, and Pension scheme among others were either not implemented

or abandoned by the Yobe state government. Therefore, this study intends to assess the extent to which the Universal Basic Education programme is implemented in Yobe state.

Objective of the Study

The main objective of the study is to assess the implementation of the Universal Basic Education Programme in Yobe state. The specific objectives are to:

- i. Examine the compliance of 1:40 teacher/pupils ratio of the scheme in Yobe state, Nigeria; and
- ii. Assess the level of pupils' school enrolment in the state.

Research Questions

This study is guided by the following research questions:

- i. Has the minimum teacher/pupils ratio been met at UBE institutions?
- ii. Did the level of school enrolment increase with the scheme?

Research Hypothesis

This study is guided by the following hypothesis:

H₀₁: There is no significant difference among respondents in the implementation of UBE and the improvement in students/pupils enrolment.

Conceptual Issues

Education: The concept of education has been viewed by Babatunde (2002) as strictly concerned with the process of physical and mental culture whereby a man's personality is developed to fullest. On the other hand Akinpelu (1981) stressed that education is a means of changing the attitude and ways of living, is not only confined to intellectual outlook even though it is important rather it pervades all activities. Obasanjo (1999) defined education as the sum total of culture values and attitude which each generation systematically transmit to those who are desirable, adapt this continuously to meet the exigencies of changing times.

In a similar vein, Fafunwa (1979) defined education as "the aggregate of all the processes by which a child or adult develops the abilities, attitudes and other forms of behaviour which are of positive value to the society in which he lives, that is to say, it is a process of disseminating knowledge either to ensure social control or to guarantee national direction or both. The various scholars above indicated different understanding to education but in a general sense showing that, it is a means of preparing an individual to become useful and acceptable member of the society, meanwhile it is also seen as a culture which is transmitted from one generation to the other. Education is a very important instrument of measuring the socio-economic and political development, it must of right, educate both males and females (Tahir, 1999).

Policy: Policy on the other hand is viewed by Lasswell and Kaplan (1950), as 'a projected program of goal values and practices.' In doing so, they place emphasis on policy, not only as intention but also as practice. In short, policy is both purpose and product. Eulau and Prewitt (1973) disagree with this view, regarding it as mechanistic. They argue that policy is not a statement of intentions but rather an 'out there' reality, observable in social action and able to be reconstructed through

reflexive activity. As a result, they see policy as a theoretical construct: observed from patterns of relevant choice behaviour. Policy is distinguished from policy goals, policy intentions, and policy choices. Policy is defined as a 'standing decision' characterized by behavioural consistency and repetitiveness on the part of both those who make it and those who abide by it (Eulau and Prewitt: 1973).

This definition calls for the construction of policy from practice. It does not accept the 'givens' of policy intentions as an adequate explanation of the concept. Easton (1953), Dror (1968) and Jenkins (1978) however, argue that policy is about the choice of values associated with particular goal states. Dror (1968) and Jenkins (1978) include the choice of means to achieve selected goal states in their thinking. When this approach to the definition of the concept is taken, it is possible to view policy as written or spoken statements directed at valued social action. Whether a policy is written is not fundamental to definition. The 'essence' of policy Easton (1953) claims: lies in the fact that through it certain things are denied to some people and made possible to others. A policy, in other words, whether for a society, for a narrow association, or for any other group, consists of a web of decisions and actions that allocate values.

The allocation of values as chosen goals, Jenkins (1978) adds, 'should in principle' is achievable by those who choose them. Positive and negative imperatives in the policy concept are identified by Dye (1978) when he says: 'public policy is whatever governments choose to do or not to do.' This definition places as much importance on the rejection of particular goal states as it does on those goal states that are selected. It also leans towards policy as action rather than policy as intention. An attempt to pull together the three competing components of the policy concept - intentions, processes and products - is made by Harman (1978), Edwards and Sharkansky (1978) and Yeakey (1983). They argue that to be useful, policy definitions must accommodate all three. Harman (1978) melds the components by saying: Policy can be viewed basically as a course of action or inaction towards the accomplishment of some intended or desired end. It embraces both what is actually intended and what occurs as a result of the intention.

Implementation: The concept of Implementation inevitably takes different shapes and forms in different cultures and institutional settings. This point is particularly important in an era in which processes of 'government' have been seen as transformed into those of 'governance' (Hill and Hupe, 2002). Implementation literally means carrying out, accomplishing, fulfilling, producing or completing a given task. The founding fathers of implementation, Pressman and Wildavsky (1973) define it in terms of a relationship to policy as laid down in official documents. According to them, policy implementation encompasses those actions by public and private individuals or groups that are directed at the achievement of objectives set forth in policy decisions.

However, Dempster (1988) observed that, policy implementation can be viewed from Technical-systemic approaches which are characterized by studies of large-scale public policy implementation within established institutional and organizational structures. This approach accepts policy goals as given and looks towards the explanation of resultant policy outcomes as contingent upon implementation 'mechanisms'. The keystone of Technical-systemic approaches is 'Classical Administrative Theory.' Although this approach is largely taken for granted in the literature, there is residue from its influence evident within all constellations. Nakamura and

Smallwood (1980) argue that implementation studies have been significantly influenced by 'Classical Administrative Theory' through which organizations or institutions are viewed as implementation machinery designed to achieve policy outputs consistent with policy goals determined earlier, by decision-makers.

This 'classical' view of public administration separates policy-making from policy implementation, reifies rational approaches to management, introduces the engineering concept of efficiency into the implementation process and relies upon Hierarchical controls to minimize deviance from anticipated outcomes. In short, implementation is the administrative process through which the decisions made by a higher authority are faithfully reproduced as outcomes in the organisation at large. The normative element in this view of implementation is recognized when it is understood that 'Classical Administrative Theory' explains failure to achieve policy directives as the fault of the implementation procedures within the organizational 'machine'.

Van Horn and Van Meter (1976) put forward a conceptual framework for the analysis of policy implementation concentrating on anticipated problems. As in 'Classical Administrative Theory' the model divorces implementation performance from policy-making and poses the central implementation problem as how to narrow the gap between policy intentions and policy outcomes achieved through organizational performance. The Van Horn, Van Meter (1976) model exhibits solidarity with political systems theory and its concern for the effective translation of inputs into outputs through organizational efficiency. The technical idiom of their implementation typology emphasizes a predilection for predictability in putting policy into practice.

RESEARCH METHODOLOGY

The Study Area

Yobe state is located on latitude $11^{\circ} 45' N$ Latitude $13^{\circ} 30' N$ and Longitude $9^{\circ} 30' E$ and $12^{\circ} 30' E$. It was created on 27th August 1991, out of former Borno state, it shares borders with three states, to the Eastern boundary with Borno state, to the west is Jigawa and Bauchi states while to the North is international border with Niger republic. It has an area covers of about 45,502 km² with the population of about 2,532,395 people as at 2006 census. The people there are predominantly peasant farmers with quite a number engaged in animal rearing and fishing.

Population of the Study

The entire population of Yobe state is put at 2.4million people base on the 2006 population census. The population of this study is that of three local government areas that were purposively selected for detailed analysis. The population for this study is thus 433672 while the unit of analysis consist of staff of Yobe State Universal Basic Education Board (YOSUBEB), Teachers, School Principals and Headmasters as well as parents and students in the study area.

Sources of Data

This study employed both primary and secondary data. The primary data was obtained through the administration of questionnaire while the secondary data was obtained from available records from Yobe state Ministry of Education, Yobe state Universal Basic Education Board, textbooks, journals. It is based upon this that the theoretical framework for this study was formulated.

Sampling Size and Sampling Technique

Stratified sampling technique was used in identifying respondents in the three senatorial zones of the state. One local government was randomly selected from each of the zones. Purposive sampling technique was used to select parents while staff and students were randomly selected. 105 respondents was picked in Potiskum, 68 respondents were selected in Bade local government and 70 respondents in Damaturu local government area. The total Sample size of the study was 243 respondents. Table 1.1 below shows the sample frame for the study.

Table 1.1: Sample Frame of Respondents in the study area

RESPONDENTS	POTISKUM	GASHUA	DAMATURU	TOTAL
STAFF	48	36	35	119
PARENTS	22	14	19	55
PUPILS	35	18	16	69
TOTAL	105	68	70	243

Source: (Field survey, 2015)

Method of Data Analysis

The researchers analyzed all the data using the descriptive statistical tools such as frequency distribution tables, and simple percentage. Charts were presented using the 2003 Microsoft Excel XP Version 10 package while the Analysis of Variance (ANOVA) and Spearman rank order (RHO) were used to test the null hypothesis.

LITERATURE REVIEW

An Overview of Pre-Independence Educational Policies in Nigeria

Educational policies and development in Nigeria evolved through a series of historical antecedence; the colonial and post-colonial era however for the purpose of this study both policies and reforms of the sector will be reviewed. In the northern parts, Islam was deeply entrenched both in the religious belief and educational orientation of the people who had a uniform Qur'anic education policy (Ozigi and Ocho, 1981). In the southern parts, each ethnic group had its own traditional form of education based on its own culture and tradition, whose aims and objectives were similar (Taiwo, 1980).

The curricula which is informal comprises developing the child's physical skill, character, intellectual skills and sense of belonging to the community as well as inculcating respect for elders, and giving specific vocational training and the understanding and appreciation of the community's cultural heritage (Fafunwa, 2004). This was the situation until when the colonial masters came to coastal area of southern Nigeria; they introduced new system of western education. The aims and objectives of education as given by the missionaries were to enable recipients to learn to read the bible in English and the local language, gardening and agriculture as well as train local school masters, catechists and clergymen. Ozigi and Ocho (1981) noted that even though the Christian missionaries' major objectives of establishing schools were the propagation of Christianity, their greatest legacy was their educational work and development of indigenous languages into writing.

However, it is the amalgamation of the Northern and Southern protectorates of Nigeria in 1914, which brought people of different ethnic groups and faith together, as one country thereby creating a pluralistic society that necessitated the adoption of a federal structure for Nigeria. The colonial government needed vital personnel from amongst the natives and thus, the responsibility for the provision of western education in the northern parts of Nigeria, shifted to the colonial government (Ogunsola, 1982). In this set up, three forms of education: Qur'anic, traditional and western education co-existed side by side with the north and south each having a different pace of development in terms of western educational attainment.

The colonial administrators administered education through the use of certain education ordinances and education codes, such as the 1882, 1887, 1916, 1926, and 1946 Education codes, (Ijaluola, 1998 and Ogunu, 2000). From 1944 to independence in 1960 was a period of self-determination and educational expansion in Nigeria. This development formed the basis for the promulgation of the 1948 Education Ordinance, which decentralized educational administration in the country. The Colonial government additionally reviewed its ten years educational plan for Nigeria, and appointed a Director of Education as well as mapped out a clear cut procedure for assessing grants-in-aid by mission schools (Fagbunmi, 2005). At the time the educational system in the southern part of Nigeria comprised a four year junior primary education, which was followed by a four year senior primary education and a six year secondary education, while in the more established secondary schools, the School Certificate examination was taken in Class 5 (Taiwo, 1980).

In the northern part of Nigeria, on the other hand, the school system comprised of four years of junior primary schooling, three-year middle school and secondary classes 1 to 6 and in some places, middle school classes 1 to 6. The educational system was not uniform throughout the country. These differences notwithstanding, the 1948 Educational Ordinance was a mile stone in British colonial educational policy in Nigeria, because it was the first educational legislation that covered the whole country (Fafunwa, 2004). The creation of three regions (Eastern, Western and Northern) in the country, led to the promulgation of the 1952 Education Ordinance which empowered each of the regions to develop its educational policies and systems (Taiwo, 1980; Fafunwa, 2004) and the Colonial Education Board was abolished.

On the socio-cultural level, the quest of Nigerians for self government brought about two constitutional conferences which brought together Nigerian political leaders and the British colonial government between 1951 and 1954. The deliberations of the conferences resulted in the drafting of a new Federal Constitution in 1954 (Dike, 1980). By this constitution, Nigeria became a Federation of three regions (i.e. the Eastern, Western and Northern regions) and the Federal Capital of Lagos. The constitution gave each region the power of making laws for its territory and citizens as well as its own educational policies.

The outcome was the promulgation of the Education Law of 1955 in the Western Region, the Education Laws of 1956 in the Eastern and Northern Regions and the Lagos Education Ordinance in 1957 (Taiwo, 1980, Fabunmi, 2005). However, the Regional Education Laws and Acts derived from a common source, 'the Education of Act 1944, of Wales and England' (Taiwo, 1980). There were some differences in the definition of components of the educational systems in the regions.

Nevertheless, they had common administrative features and statutory system of education which comprised three stages: primary, post primary and further education. The duration of primary education varied from region to region; however, the secondary components were similar (Sasnett & Sepmeyer, 1967).

The variants of secondary schools included the middle school/secondary modern school, the grammar school, the technical college and the sixth form of the secondary school. Technical education was offered throughout the regions through the Departments of the Federal government and regional Ministries of Education (Odukoya, 2009). It must be noted that the Regional Laws and the Federal Education Act were an advance of the Nigerian Educational Act 1952, adopted to suit the prevailing local regional conditions (Taiwo, 1980).

The 1954 Constitution of colonial Nigeria emphasized the policy of decentralization. Thus, an initial experiment to give Universal Primary Education was started in the Western region in 1955 and the Eastern region of Nigeria followed suit in 1957 respectively (Fafunwa, 2004). Considerable efforts were made to develop and expand educational facilities in the North (Ozigi & Ocho, 1981). On the other hand in the northern parts even though pupils did not pay fees in the government schools, the colonial government had to encourage people to send their children to the schools. There was general apathy towards western education by the people who mostly preferred to send their children to the Qur'anic school and viewed western education with suspicion.

This problem was a fall out of the colonial governments policy restricting the activities of the missionaries in the area thereby, curtailing the spread of Christianity and western education in the predominately Muslim Northern protectorate (Fagbunmi, 2005). This is the genesis of educational backward in Northern Nigeria and North Eastern states in particular. The free enterprise which characterized missionary work in the Southern protectorate was not permitted in the North leading to a widened educational gap between the northern and the southern parts of Nigeria (Ogunsola, 1982). Also when grants in aid were given to missions and voluntary agencies' schools, the Qur'anic schools were excluded because of their peculiar curriculum (Imam, 2003).

An Overview of Independence Educational Policies in Nigeria

According to Aliu, 1997 as a result of preparation for independence, the Federal Government set up the Sir Eric Ashby Commission in 1959 to identify the future high-level manpower needs of the country for the next twenty years. The setting up of this Commission was a landmark in the history of Nigerian educational system as it examined higher educational structure in terms of the needs of the country and was the first official comprehensive review of higher education in the country. The Ashby Report also prescribed that education was indeed the tool for achieving national economic expansion and the social emancipation of the individual.

As a result of political instability of Nigeria after independence, the education sector did not receive any attention from the government until 1969 when the National curriculum conference was held, the 1976 education policy was the first attempt by the Nigerian government to change the colonial educational orientation and replaced it with the indigenous pattern whose aim and objectives was eradicating illiteracy and promote knowledge in Nigeria. But unfortunately the aim was defeated due to poor implementation. Another lofty system was initiated as the strategy to

achieve the above stated objective of the federal government in 1970s known as the 7:5:2:3 i.e. as 7 years for primary school, 5 years secondary school, 2 years for higher school certificate about 3 years for university education.

Since independence, a lot of education laws, policies and edicts have been put in place, depending on the type of government being experienced in the country. In 1979, the constitution puts education on the concurrent list, which implies that the responsibilities and authority in education would be shared among the three tiers of government, i.e., federal, state and local governments. Between 1983 and 1999, a military era, decrees such as decree No. 16 of 1985, decree 26 of 1988 and decree 36 of 1990 were promulgated in Nigeria to guide and regulate the conduct of education in the country. A major policy made by the federal government was put in place in 1977; this was tagged the National Policy on Education. This policy was the outcome of a seminar convened in 1973 after the National Curriculum Conference. The 1977 policy has been revised thrice, i.e., 1981, 1998 and 2004.

With independence therefore, the general guiding principles of education in Nigeria is the equipping of every citizen with such knowledge, skills, attitudes and values, which will give him the opportunity to derive maximum benefits from his membership of the society. The origin of extending education to all in Nigeria dates back to the era when the Western Region government under the premiership of late Obafemi Awolowo launched the free Universal Education (UPE) (Eddy and Akpan, 2009). As a political response to the UPE programme in the Western Region, the Premier of the Eastern Region launched his own UPE in the region. The general objective behind their respective educational programme was basically to increase primary education access to benefit children of school age. While, the UPE programme in the west was characterized by story of success, the same cannot be said of UPE programme in the Eastern region as it was characterized by a short period of planning resulting into numerous problems.

As can be shown from the foregoing, the universalization of primary education in Nigeria initially was a regional project. That is each region including the northern region tried to develop its own programme of promoting education among its citizens. The process of making universalization of primary education a national project started with the Obasanjo's regime in 1976 during the military rule. For the 1st time in the history of Nigeria, the UPE programme that originally started as regional project was redesigned by the national government to provide education for the Nigerian citizens by changing the content of UPE (Eddy and Akpan, 2009) to encompass the following philosophy of education as articulated in National Policy on Education. This philosophy emphasizes: the development of the individual into a sound and effective citizen, the full integration of the individual into the community and the provision of equal access to educational opportunities for all citizens at all levels of education both inside and outside the formal school system.

Until 1982 when the then Federal Government therefore made efforts to find the type of education best suited to Nigeria's development, hence the identification of "6-3-3-4 system of education" According to Omolewa (1986), the history of 6-3-3-4 system of education dated back to 8th September 1969 during the (International Literacy Day) when the Federal Commissioner for Education, Mr. Wenike Briggs inaugurated a conference which formulated the ideas leading to the

6-3-3-4 programme. Omolewa (1986) stated that the programme was conceived as an instrument of national unity, it was designed to inject functionality in to the Nigerian school system. The 6-3-3-4 was fashioned to produce graduates who would be able to make use of their hands, the head and the heart (the 3Hs of education).

When it was finally introduced in 1982, there had been inputs by various sectors of Nigerian professional community. Then the 6-3-3-4 system of education was seen as a laudable programme capable of ushering in an educational revolution in Nigeria; hence step in the right direction, towards the technological development of the nation. However, the current situation on ground is far from this ideal. This system seems to be suffering from poor and shoddy implementation. This work thus examines the implementation of the technical subjects' aspect of the system using Ilorin as a case study. Particularly examined in this work are: student -teacher ratio: laboratory/workshop-student ratio, and availability of instructional facilities for teaching of the subjects in the study area.

In 1948, the Universal Declaration of Human Rights asserted that everyone has the right to education. Over 40 years later, it became clear that many people are still being denied this basic human right. Indeed, the 1980s saw more backward than forward movement in most countries of the world. It was at that point a World Conference on Education for all was held in Jomtien, Thailand, for the purpose of forging a global consensus and commitment to provide basic education for all. Universal Basic Education grew out of that Conference (Dike, 2000). President Olusegun Obasanjo formally launched the UBE in Nigeria on 30th September, 1999.

The programme was intended to be universal, free, and compulsory. Since the introduction of western education in 1842 (Eya, 2001) asserted that regions, states, and federal governments in Nigeria have shown a keen interest in education. This can be seen in the introduction of the Universal Primary Education (UPE) in the western region on 17th January, 1955, its introduction in the eastern region in February, 1957, and in Lagos (then Federal Territory) in January, 1957. Other developments include the publication of a National Policy on Education in 1977, launching Universal Free Primary Education on 6th September, 1976, and the subsequent launch of UBE in 1999. The goal of these programmes are providing functional, universal, and quality education for all Nigerians irrespective of age, sex, race, religion, occupation, or location.

THEORETICAL FRAMEWORK

The study adopted System theory as the theoretical framework which was used by Stafford Beer (1926), Robert Manynard Hutchins (1929), Talcott Parsons (1951), Ludwig Von Bertalanffy (1950), David Easton (1968) and Kartz and Khan (1969) among others. Systems theory has a significant effect on management science and understanding of public policy and programme. System may be defined as a set of social, biological, technological or material partners co-operating on a common purpose. According to Easton (1957) it refers to as the complexity of interdependencies between parts, components and processes that involves discernable regulation of relationship and to a similar type of interdependencies with its surrounding

Easton (1973) built his argument from the study of Ashby machine model which views the system as a black box, which has gadgets in the box that can convert inputs from the environment into the outputs. The box elicits response from environment through a feedback loop that finally comes back into the system as a fresh input. Dlakwa (2010) view it from Easton perspective that public policy is perceived as a response of a political system to forces brought to bear on it from the environment. David Easton presented four components of his system model as **In-put** This comes in form of human and material resources, including demands and support, **Conversion Mechanism**, this is the position where also inputs are processed and converted ready for sending out for utilization outside the system, **Out-put** This is the component that represents the final product or tangible results of this conversion mechanism. **Feedback** This component combines all form of information about environmental responses from people about the. The information obtained at this level can serve as another input to the system, as an evaluation of its activities. These are diagrammatically represented in fig.1.1.

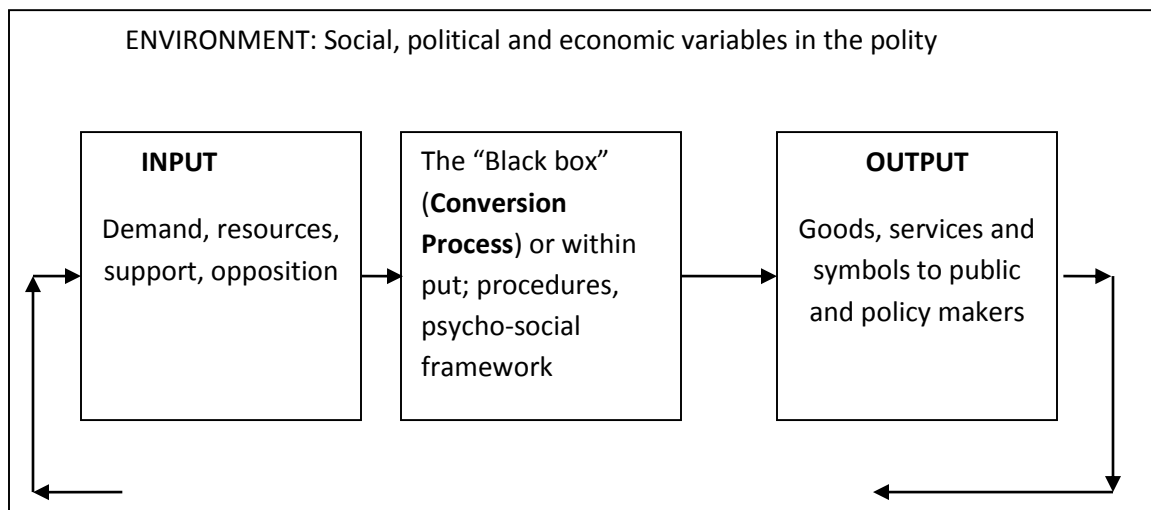


Fig 1.1: The system model of policy making and implementation adapted from Henry, 1995.

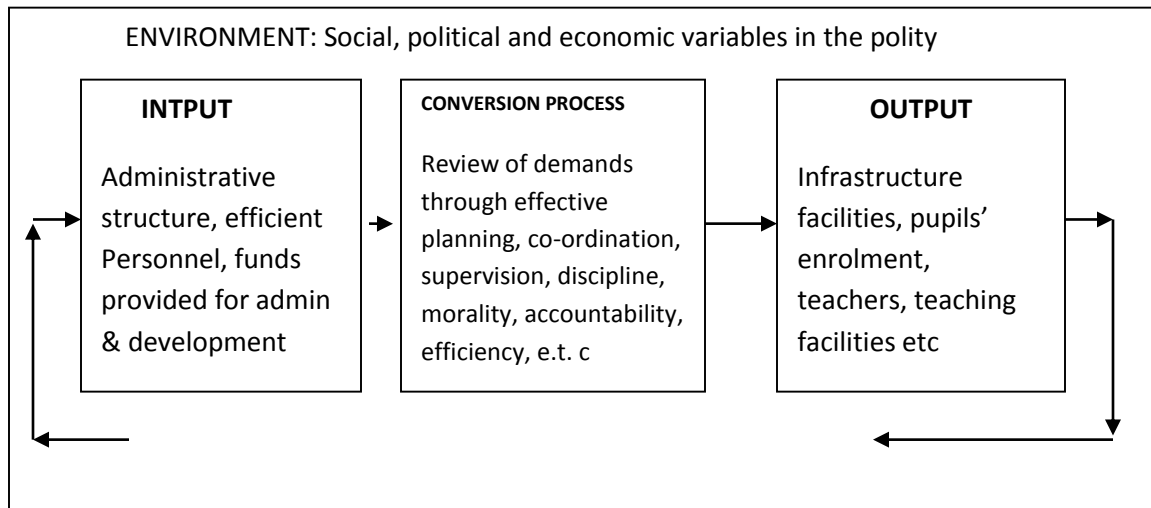


Fig 1.2: *implementation of universal basic education (UBE) in Yobe state operating as open system,*

This theory is relevant to this study due to the fact that the universal basic education programme is built on some objectives in which its existence relied upon, these include; provision of free universal basic education for every Nigerian child of school going age, reducing drastically the incidence of drop out from the formal school system, developing in the entire citizenry, ensuring the acquisition of appropriate levels of literacy, numeracy, manipulative, communicative and life skills as well as the ethical moral and civic values needed for laying a solid foundation for lifelong living, among others.

An input for this study is all measures put in place for the implementation of UBE Programme such administrative structure, funds, and qualitative personnel and effective collaboration with the external environment. Money voted for the programme contributed by both state and federal government, opposition toward the actions of the programme in Yobe state. Generally people will demand employment opportunity, admissions and contracts. The demand can also take a form of requesting government to provide additional services into the programme, while support can be in the form of willingness of the people of Yobe state (inhabitants/beneficiaries) to accept or rejects the activities of the Programme. Basically there are two different types of inputs, which affect the action of the programme. The first input is from the outside environment while the second one which influences the administrative system is from the conversion process and they are called “within input”

Conversion stage- at this stage the procedures are used by officials to make decisions and within this stage conflict arises between the formal rules of the programme and the personal values of the administrators. In Yobe state universal basic education programme, this process will cover the division of responsibilities among the various unit and department, training of staff, ensuring

effective co-ordination, discipline, effective supervision, accountability, organizing symposium, morality, sharing resources and personnel across the various institutions.

Output on the other is the effect of measures on the beneficiaries of the programme; this includes services, adequate infrastructures such as class rooms, toilets, stores, desk and chairs. Adequate teaching materials, quantitative and qualitative teachers as well as improvement in the pupils enrolment into various schools and access to good standard of living and reducing poverty. The failure of this programme to provide desired services to the people of Yobe state is described as negative output while on the other hand the ability to provide the desired services to the people of Yobe state is described as positive output and that is ideal and effective implementation of the universal basic education in Yobe state.

The external environment makes use of the output processed by the system or the programme in this case; the people assess the level of implementation of the scheme in terms of the availability of infrastructures, teaching facilities, teacher/pupils ratio, and pupils' enrolment and communicate back to the system as fresh inputs through, the feedback mechanism. Feedback represents the influence of the earlier output on the demand of the programme. It therefore, performs the communication functions between the programme and its environment. It informs the environment on the performance of the programme and equally informs the organisation on the reaction of the people on the performance of the programme.

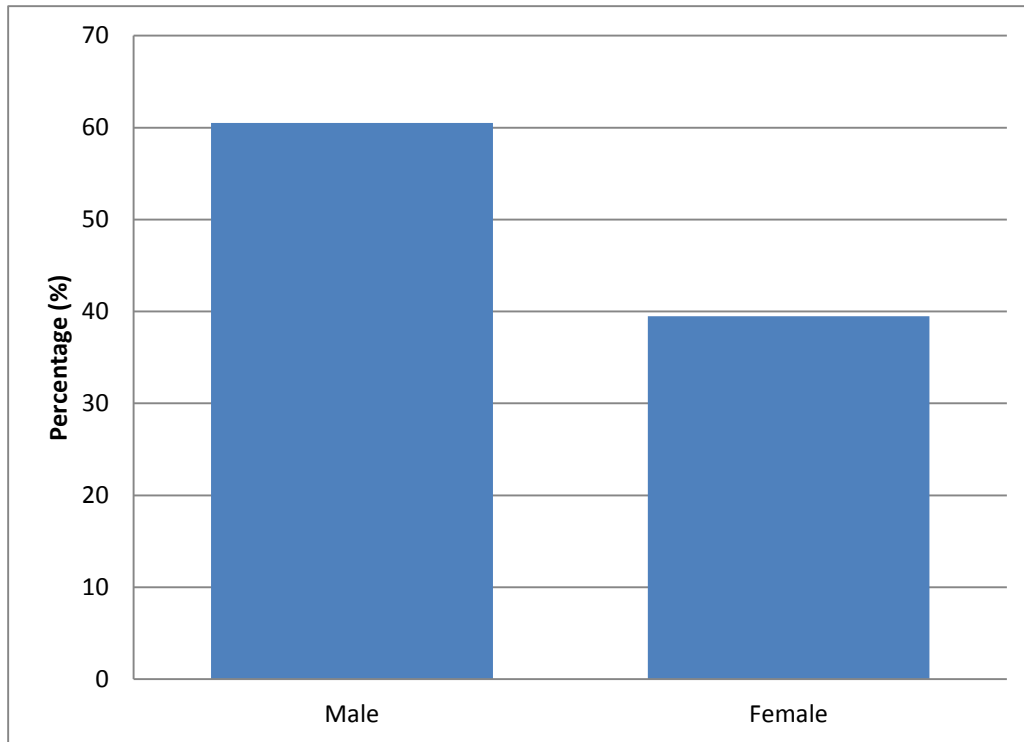
From the above explanation it is clear that people of the study area must come together to work hand in hand in the process of implementation, monitoring and evaluation of the programme activities to its success. Moreover, the universal basic education programme is conceived by policy makers to benefit a specific target group in the society. It is therefore necessary for the policy makers to work hand in hand with the beneficiaries, if the programme is to be successful. A system according to the founding fathers is any whole which functions as a result of interrelations of its parts. Therefore, in relating to this programme, if the target groups are sidelined in all stages, the programme may likely be a failure. Another important aspect of the theory which is relevant to the programme is input; the quality of input sacrificed to the programme determined the output which is impact of the policy

Data Analysis

Table 4.1 Gender distribution of respondents

Gender	Frequency	Percent
Male	147	60.5
Female	96	39.5
Total	243	100.0

Source: Field Survey, 2014



Source: Field survey 2014

Figure 4.1

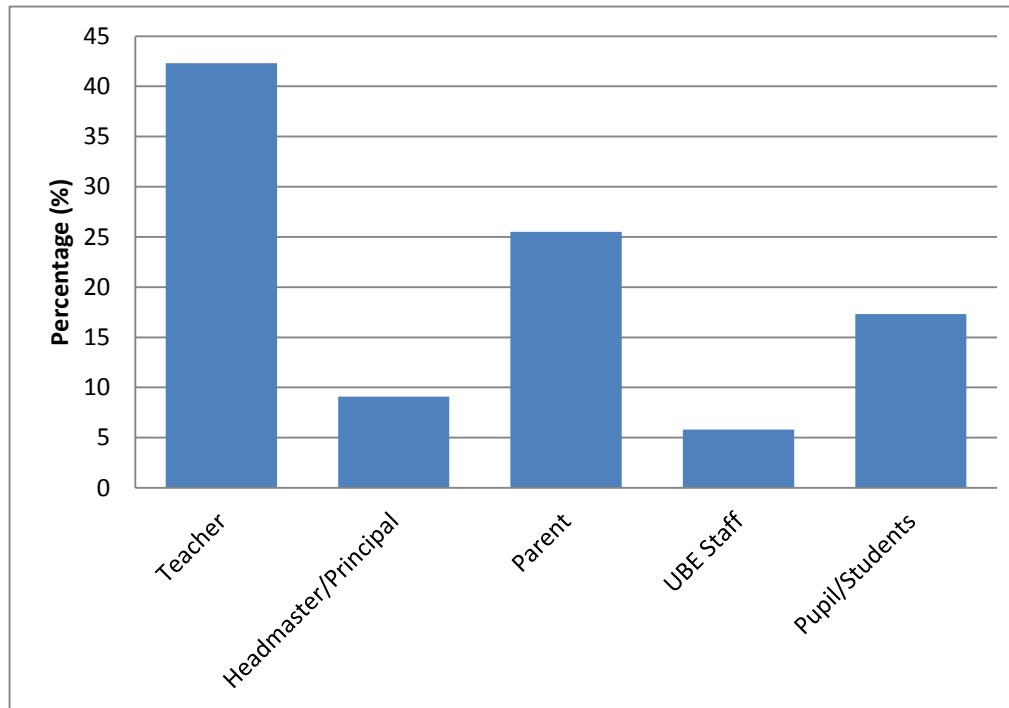
Figure 4.1: Gender Distribution of Respondents

Table 4.1 and figure 4.1 shows that the number of male respondents which stood at 147 constituting 60.5% was higher than that of female which stood at 96 constituting 39.5%. This breakdown shows that male are more effective and responsive to educational issues than the female and they are more found in schools than the female. This is a reflection of the society where male are more educated than female.

Table 4.2 Distribution of questionnaires and number retrieved

Respondents	Frequency	Percentage
Teacher	103	42.3
Headmaster/Principal	22	9.1
Parent	62	25.5
UBE Staff	14	5.8
Pupil/Students	42	17.3
Total	243	100.0

Source: Field Survey 2014



Source: Field Survey 2014

Figure 4.2: Distribution of questionnaire

From Table 4.2 and Figure 4.2 shows the number of respondents whose occupation is teaching stood at 103 with 42.3% this clearly indicates that majority of the respondents are teachers this is validating the earlier submission that teachers are majority because they are among the primary stakeholders of the study. The heads of various institutions under study constitute 9.1% and 22 in numbers. Parents on the other hand attracted 25.5% with a frequency of 62 while respondents representing YOSUBEB constituted 5.8% and 14 frequencies which was the least on the table as well as pupils/students occupied the remaining 42 respondents with 17.3%.

Analysis of Research Questions

Mean and standard deviation were used to calculate the results considering the fact that, mean uses all scores in the distribution. Therefore it is more democratic than the other measures of central tendency because it gives the real average of respondents. Standard deviation on the other hand is a partner to the mean because it gives us the parameter of distance away from our mean and it is very useful in further analysis. However, for the purpose of this analysis any point of 3 and above is significant and less than 3 is insignificant as the case may be.

Table 4.2 Assessment of teacher/student ratio of 1:40

Respondents	Mean	N	Std. Deviation
Teacher	2.6990	103	1.21134
Headmaster/Principal	2.2727	22	1.24142
Parent	2.2581	62	1.07025
UBE Staff	2.0714	14	.61573
Pupil/Students	2.5476	42	1.15193
Total	2.4856	243	1.15476

Source: Field Survey 2014

Table 4.2 indicates that in area of teacher provision by the scheme, it is poorly implemented because of the fact that the total means of 2.48 and standard deviation of 1.15 is insignificant. This confirms the negative implementation of the programme in the study area.

Table 4.3: Average Class-size and Teacher-pupil Ratio in Primary Schools

Year	Total number of pupils	Total number of class	Class size	Total number of teachers	Teacher-pupil ratio
2005	58968	982	60	1009	1:59
2006	57994	985	59	1084	1:54
2007	59172	1150	51	1174	1:51
2008	65758	1214	54	1216	1:54
2009	68482	1238	55	1290	1:53
2010	70468	1294	55	1372	1:51
2011	69304	1348	52	1372	1:50
2012	64313	1334	51	1342	1:48
2013	59862	1231	48	1234	1:49

Source: Schools Data Record, 2014

Table 4.3 shows the exact teacher- pupils' ratio, which stood at 1:53 average in the entire primary schools while the class size remain at 52 pupils average across the study area

Table 4.4: Average Class-size and Teacher-pupil Ratio in Junior Secondary Schools

Year	Total number of pupils	Total number of class	Class size	Total number of teachers	Teacher- pupil ratio
2005	28484	471	60	502	1:57
2006	27997	471	59	542	1:52
2007	28834	555	52	587	1:49
2008	31879	567	56	608	1:52
2009	33241	579	57	645	1:51
2010	34234	605	57	665	1:51
2011	33652	621	54	686	1:49
2012	32412	611	51	623	1:52
2013	30023	578	49	597	1:50

Source: Schools Data Record, 2014

Table 4.4 on the other hand had also stated that in the junior secondary schools the teacher-pupils' ratio stood at 1:52 on the average while the class size also stood at 55 average respectively.

Table 4.5 Analysis of School enrolments and Implementation of UBE

Respondents	Mean	N	Std. Deviation
Teacher	3.7670	103	1.18159
Headmaster/Principal	3.8182	22	1.13961
Parent	3.9194	62	1.29689
UBE Staff	3.7857	14	1.05090
Pupil/Students	3.7143	42	1.17465
Total	3.7449	243	1.21659

Source: Field Survey 2014

Table 4.5 shows that the implementation has enhanced pupils/students enrolments of the UBE institutions within the study area because of the means of 3.74 and standard deviation of 1.21 is significant.

Table 4.6: Pupils' Primary School enrolments

Year	Potiskum	Damaturu	Gashua	Total enrolment pupils
2005	4805	3042	2672	10519
2006	4989	3789	2541	11319
2007	4457	3458	2678	10593
2008	5356	3890	2890	12136
2009	4890	3956	2679	11525
2010	5387	3978	2879	12244
2011	5090	3845	2567	11702
2012	5123	2986	2782	10895
2013	4897	2631	2986	10514
Total	44594	29775	21074	101247

Source: Schools Admission Records, 2014

Table 4.6 indicates that every year the level of primary school enrolment keeps on appreciating significantly except in 2007, 2009 and 2011 where it fluctuated. However, between the year 2012 and 2013 there was a serious reduction in the aspect of the enrolment as well as the staff strength which is in connection with the security threat. Some parents were made to relocate while others were victimized from the incidence. This table is in agreement with the analysis of table 4.9 which stated that the implementation of UBE programme has enhanced school enrolment.

Table 4.7: Pupils' Junior Secondary School Enrolments

Year	Potiskum	Damaturu	Gashua	Total pupils enrolment
2005	2128	1567	1326	5021
2006	2187	1653	1265	5105
2007	2367	1876	1224	5467
2008	2021	1324	1476	4821
2009	2671	1879	1543	6093
2010	2868	2003	1300	6171
2011	3012	2013	1564	6589
2012	3021	2011	1721	6753
2013	2671	1964	2112	6747
Total	22,946	16,290	13,531	52,767

Source: Schools Admission Records, 2014

Table 4.7 also supported the analysis in table 4.7 which shows a significant improvement in the school's enrolment as a result of the implementation of the scheme. However, from the year 2012 to 2013 there was a great set back on the school enrolment as result of security challenges, specifically in Potiskum and Damaturu while the rate of enrolment in Gashua has improved as result a relative peace over there.

Table 4.8 General Assessment of UBE Implementation in Yobe State

Respondents	Mean	N	Std. Deviation
Teacher	3.0971	103	1.23284
Headmaster/Principal	2.8182	22	1.00647
Parent	3.2903	62	1.33536
UBE Staff	3.1429	14	1.23146
Pupil/Students	3.1429	42	1.42403
Total	3.1317	243	1.27238

Source: Field Survey, 2014

Table 4.8 shows that the implementation of UBE is significantly positive in the study area due the fact that the total means of 3.13 and standard deviation of 1.27 has given such justification. Observations had also confirm that stakeholders were also emphasizing that if all government

initiated programmes are all like the UBE, then there would be no much complain on poor implementation in Nigeria.

Test of Hypothesis

Hypothesis one: The implementation of UBE has not significantly improved students/pupils enrolment.

Table 4.9 ANOVA Computation Table

GROUP	SA	AG	UD	DA	SDA	TOTAL
POTISKUM	25	28	20	15	17	105
DAMATURU	20	21	10	11	8	70
BADE	15	18	12	15	8	68
TOTAL	60	67	42	41	33	243

Source: Field Survey 2014 **Table 4.9 ANOVA Summary Table**

Sources of variation	Sums square	DF	Means square	F	P
Between groups	198.4	$k-1=3-1=2$	99.2	4.0	<0.05
Within groups	296	$n-k=15-3=12$	24.6		
Total	494.4	$n-1=15-1=14$			

Source: Field Survey 2014

Table 4.9 shows that the calculated F value, (4.0) is greater than the critical (table) value (3.89) at 0.05 level of significance. Therefore we reject the null hypothesis and conclude that the implementation of UBE has significantly improved students and pupils' enrolment into various schools in the study area. Table 4.7 collaborated this when overwhelming majority of the respondents were satisfied with the level of implementation of UBE in their communities. Table 4.9 indicates that before the introduction of the universal basic education program many schools were facing a lot of challenges in the aspect of instructional facilities such as text books, attendance register, charts, laboratory equipment for elementary sciences and workshop for vocational training. The study revealed that these contribute immensely to a very poor performance of the student especially in sciences.

DISCUSSIONS OF FINDINGS

The Universal Basic Education (UBE) is a laudable educational programme that can only be successfully implemented with the availability of adequate and quality school facilities. All along, education has been recognized as a vital instrument for national development due to its importance. It is also seen as a symbol of transformation in the aspect of economic, social and the political

activities of the nation. This study attempted to assess the implementation of the universal basic education programme in Yobe state and came up with the following findings.

The study recorded a very poor performance in the area of pupils' teacher ratio, where the minimum ratio of 1:40 is abuse. In all the schools visited both primary and junior secondary sections had the minimum of a teacher to fifty pupil, although many teachers were recruited but still there are many shortfalls, while in terms of qualification out of 103 teachers interacted with 76 teachers are NCE holders only 27 are either first degree, grade two or diploma holders. In terms of quality it is observed that many of the teachers especially in the primary school section could not even interact well as they invalidated most of this research questionnaire. That is to say only the senior teachers were able to return their filled questionnaire successful and few others.

This study is in agreement with many researchers such as Jekayinfa (2010), in his study on "Provision of Teachers for the implementation of UBE in Nigeria" states that, though all the six states sampled have teachers but only in Kwara State are the teachers just adequate in quantity 1:36. Going by the Federal Republic of Nigeria's National Policy on Education (2004) which stipulates that for effective teaching and learning, the teacher-pupil - ratio in the primary schools shall be 1:35, both Balyesa State with teacher-pupil ratio of 1:97. Katsina State with teacher pupil ratio of 1:66, Yobe State with teacher-pupil ratio of 1:62 Plateau State with teacher pupil ratio of 1:53 and Ondo State 1:53 have not adequately provided for enough teachers in their primary school. Therefore, this study is of the view that if UBE is going to be successful the issue qualitative and quantitative teachers must be the priority.

The shortfall in the number of teachers in the schools shows that adequate planning have perhaps not been done in the recruitment of teachers for schools. The finding agreed with the findings made by other researchers (Straker, 1988; Lowe, 1991, Nwadiani, 1996; Tahir, 2003). The finding agreed with the findings of other researchers (Jones, 1997; Aghenta, 2001; Balongu 2006). The finding suggests that teacher provision for the Universal Basic Education in the State have not been vigorously pursued. Also in concurrence with Mohammed (2009) who states that teacher availability and deployment is a very huge problem in Ghana where there are no enough staff to match the ever growing pupil population.

During the research, it was observed that, in most classes, a teacher was expected to handle as much as 65 pupils and attend to each and every one of them especially during arts and ICT lessons. Again, it was observed that the qualifications of teachers ranged from certificate A- 3-year post-secondary education, certificate A- 4-years post middle, Diploma in Basic Education; SSS certificate holders and second degree holders with the least number.

The increase in the growth rate of pupils in the schools might be as a result of increase in the school age which leads to increased school demand. This was in agreement with Adeyemi (2004) in his assessment of the Relationship Between resource-Use efficiency and productivity in primary schools in Ogun State, he reported that the social demand approach examines the provision of educational needs in terms of current demand for education of different levels and projects them on the basis of population increase and age distribution. It was also consistent with the views of other researchers that since schooling was compulsory, the demand for education was therefore a

function of school age study, it was recommended that there should be adequate population (Nwadiani 1998).

This is also in agreement with Okereke (2010) in his assessment of the Impact of the Implementation of the 9- Years Universal Basic Education Programme in Public Primary and Junior Secondary Schools in Imo State affirmed that. Table 1 indicated that there is a significant impact in the merging of primary schools with Junior Secondary. Items 1, 4 and 5, which were on improvement of enrolment, quality of pupils admitted, teachers' zeal and responsibility have significant mean scores. The table also showed that the negative statement items 2 and 3 have equally significant mean scores, which indicate a positive result.

The result is in line with the UBE Act, 2004 that stipulated the absorption of National Primary Education Commission into the junior secondary education. This implies that the programme has made a positive impact on primary and junior secondary school students and pupils as well as their teachers. Again, it follows that with the effective implementation of merging primary and JSS Schools, it will lead to the smooth transmission into senior secondary school. Moreover, Items 10 and 11, which dealt on instructional and infrastructural facilities also, indicated a high mean score of 3.24 and 3.2 respectively. This result is in line with Onyeachu (2008) who observed that essential facilities are adequately provided in schools. The result however supports the aim of UBE programme, which stipulates adequate provision of facilities for the realization of its objectives. The study further revealed that universal basic education programme appears to be one of the successfully implemented programmes as indicated in table 4.14 where respondents believed that it has recorded a remarkable acceptance and benefited by common man the grass root. The sum total of this study therefore is that it shows that there is quite a positive outcome in the implementation of UBE in Yobe state. Therefore, it is confirmed that the major area of the programme implementation is well taken care of i.e. infrastructural development.

The study also validate the attributes of system theory as discussed in chapter two, it shows how the input was arranged and well co-ordinated during the conversion process which produced the provision of classrooms, teaching materials, improvement in pupils enrolment etc. The feedback mechanism also informed the good nature of improvement in the mentioned areas as well as shortage in the teacher/ pupils ratio through the environment as collected from this work.

CONCLUSIONS

The study has confirmed that there is positive outcome in infrastructural development in all the schools visited both in response and observation, in the area of teaching materials, enough were displayed and recorded compared to the period before the implementation of the scheme with the exception of chalk. It is concluded that the implementation of universal basic education programme in Yobe state recorded a very good out come with a major obstacle in the area of teacher-pupil ratio where it does not meet the required bench mark.

RECOMMENDATIONS

Based on the findings of this study, the following recommendations were made in order to make the implementation of the programme more effective:

1. Teacher/students ratio has been the major obstacle to the implementation of this programme, therefore, it is recommended that more qualified teachers should be recruited and special salary structure should be designed for them, by doing that at least many people will develop interest for the teaching profession and shortage of teachers will be overcome.
2. Although teaching facilities were supplied in abundance to many schools as the study revealed but what was observed is that, most of these facilities are kept in the stores without proper utilization, therefore, more supervision and evaluation of the activities of schools should be carried on regular basis to avoid that.
3. Since many people including the school teacher have poor awareness on the programme because they thought junior secondary school is the only UBE programme, therefore, public awareness campaign needs to be designed on the programme and school uniform should be the same to both primary and junior secondary section.

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