

APPRASAL OF THE FACTORS THAT HINDERS EFFECTIVE IMPLEMENTATION OF UNIVERSAL BASIC EDUCATION POLICY IN PUBLIC JUNIOR SECONDARY SCHOOLS IN ADAMAWA STATE

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Abstract: *The aim of the research is to identify the factors that hindered the effective implementation of policies in the in junior schools. Therefore, to identify these factors, the paper comes up with four research questions and four research objectives as a guided to the study. Descriptive research design was adopted for the study. Population of the study consisted of 254 junior secondary schools, 4500 teachers and 254 principals in Adamawa state. Sample of the study was drawn using deliberate and stratified random sampling techniques, while proportionate sampling technique was used to determine the sample size required from each school. Data for the study was obtained using questionnaire. Pilot test was conducted using Cronbach Alpha and a reliability index of 0.79 was realized. Data collected was analyzed using frequency counts, percentage, mean and standard deviation while independent T-test was used to test the hypothesis generated. Findings from the study indicated that: insufficient funding, poor planning and inadequate professionally qualified teachers are some of the challenges that mars successful implementation of UBE programme in Adamawa state. It was discovered that the allocation to education in the state is below the 26% recommended by UNESCO and as a result of Poor welfare package (Mean=3.96, SD=0.96), Lack of training & retraining opportunities (Mean=2.98, SD=0.96). The study recommended among others that efforts should be made by the government to counter the factors which has become impediments to successful implementation of UBE programme such as provision of adequate funding, qualified professional teachers and instructional materials.*

Keywords: *Universal Basic Education, Policy, Junior Secondary Schools, Implementation*

Abstrak: Tujuan dari penelitian ini adalah untuk mengidentifikasi faktor-faktor yang menghambat efektivitas implementasi kebijakan di sekolah menengah pertama. Oleh karena itu, untuk mengidentifikasi faktor-faktor tersebut, Penelitian ini menyajikan empat pertanyaan penelitian dan empat tujuan penelitian sebagai pedoman penelitian. Desain penelitian deskriptif diadopsi untuk penelitian ini. Populasi penelitian terdiri dari 254 sekolah menengah pertama, 4500 guru dan 254 kepala sekolah di negara bagian Adamawa. Sampel penelitian diambil secara sengaja dengan menggunakan teknik stratified random sampling, sedangkan teknik proporsional sampling digunakan untuk menentukan besarnya sampel yang diperlukan dari masing-masing sekolah. Data penelitian diperoleh dengan menggunakan kuesioner. Uji coba dilakukan menggunakan Cronbach Alpha dan indeks reliabilitas tercapai 0,79. Data yang terkumpul dianalisis menggunakan penghitungan frekuensi, persentase, mean dan standar deviasi sedangkan uji T independen digunakan untuk menguji hipotesis yang dihasilkan. Temuan dari penelitian ini menunjukkan bahwa: pendanaan yang tidak mencukupi, perencanaan



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yang buruk, dan kurangnya guru yang berkualifikasi profesional merupakan beberapa tantangan yang menghambat keberhasilan implementasi program UBE di negara bagian Adamawa. Diketahui bahwa alokasi untuk pendidikan di negara ini berada di bawah 26% yang direkomendasikan oleh UNESCO dan sebagai akibat dari paket kesejahteraan yang buruk (Mean=3.96, SD=0.96), Kurangnya kesempatan pelatihan & pelatihan ulang (Mean=2.98, SD= 0,96). Studi ini merekomendasikan antara lain bahwa upaya harus dilakukan oleh pemerintah untuk mengatasi faktor-faktor yang menghambat keberhasilan pelaksanaan program UBE seperti penyediaan dana yang memadai, guru profesional yang berkualitas dan bahan ajar.

Kata Kunci: Pendidikan Dasar Universal, Kebijakan, Sekolah Menengah Pertama, Implementasi

INTRODUCTION

Education has been recognized globally as the most important weapon that can be used to bring about positive change and accelerate development in all spheres of human endeavor. It's also a systematic process of developing the individual physically, mentally, spiritually and socially for his own benefit and for the benefit of the society in which he lives (Sophia Academy, 2022). Education is defined as an effort that teachers have planned to mature and build student behavior individually or in groups through teaching activities. Education has a role in the development of a nation. Many theories discuss the size of a nation because of education. Education influences to get smart, active, and independent resources. Each individual often carries out education in the form of learning at school. A school is a building that consists of teachers, students, and education staff, each of whom has the task of realizing school goals (Huda: 2019).

Education also develops along with science and information technology which continues to grow to support the quality of human resources through the learning process (Nurindah & Kasman, 2021). These developments require efforts to access knowledge so that all information can be absorbed properly. Martono & Nurhayati (2014) reveal that in education, the use of information and communication technology is always developed in various strategies. In addition, education and training programs need to be held to form competent, skilled, creative, and well-behaved human resources and have knowledge that follows what is required by the company. The education and training program is provided for new and old employees to improve the company's human resources (Asfaw et al. 2015). Thus, education is a tool that is used globally to bring about social cohesion, economic advancement, political stability, innovations and breakthrough in science, technology and all other disciplines. It was in the realization of this significant role of education that a global attempt was made for universalization of access to education for all. The first attempt in Nigeria was initiated with the introduction of Universal Primary Education (UPE) programme in 1976.

However, the realization of this lofty goal was marred by a lot of challenges. Thus, in an effort to counter the factors that hinders the realization of UPE, policy reforms were made in the educational system in the form of Universal Basic Education which was launched in 1991 by the

Obasanjo led administration. The vision of the programme was provision of universal access to education and reduction of illiteracy to the barest minimum level by 2015. The policy pointed out that, those children of educable age should have free, affordable and accessible education (Oladimeji & Ogunyebi, 2019). The authors remarked further that Universal Basic Education has three components; universal, basic and education; Universal connotes a programme that is meant for all facets of the society the rich as well as the poor, physically fit and challenged, brilliant and dull, regular students and drop out. Basic connotes that which is fundamental or essential indicating that basic education is the starting point in the acquisition of knowledge and that it's for all citizens.

The aim of UBE programme was buttressed further by Okoro in Aja, Egwu, Aja-okorie, Ani and Amuta (2016) who pointed out that UBE programme was an expression of the strong desire of the government to eliminate illiteracy by raising the level of awareness and general educational opportunities of the entire citizenry in Nigeria. Meaning that UBE scheme is aimed at providing free, qualitative, functional and compulsory education for all Nigerian children of school going age covering pre-primary, primary and junior secondary schools in respective of sex, race, religion, location or ethnicity (Agbowuro & Joseph, 2014). Junior secondary schools are institutions controlled and managed by the government through the universal basic education board to provide education to those who have completed primary education and prepare them for higher education and useful living (Aja, Egwu, Ajo-okorie, Ani & Amuta, 2016).

Highlighting the significance of UBE, Madugu (2000) submitted that basic education is a prerequisite for success of democracy and a fundamental ingredient for the development of human potential. The objectives of UBE programme as highlighted in the FGN (1999) implementation blueprint includes: 1) Development in the entire citizenry a strong consciousness for commitment to its vigorous promotion. 2) Provide free, compulsory UBE for every Nigerian child of school going age. 3) Reduce drastically dropout rate from formal school system through improved relevance and efficiency. 4) Catering for young persons, their schooling as well as other drop outs and out of school children/adolescents through appropriate form of complementary approaches to the provision and promotion of Universal Basic Education. 5) Ensuring the acquisition of appropriate levels of literacy, numeracy, manipulative, communicative and life skills as well as ethical, moral and civic values needed for laying a solid foundation for lifelong learning.

However, the implementation process of the program was hampered by lack of enabling law to execute certain aspects of the programme until a bill was signed into law on 26th may 2004. The UBE act provides for the establishment of the Universal Basic Education Commission (UBEC) which is shouldered with the responsibility of coordinating the implementation of the programme at the states and local governments level under the supervision of State Universal Basic Education Board (SUBEB). Financing of the programme is the

responsibility of states and local governments while federal government supports the programme with an intervention of 2% of the consolidated revenue fund enjoyed only by states that met the criteria for counter funding of UBE projects which includes a monetary contribution of 50%. Education is a process of teaching and training, especially for children and adolescents, both in schools and colleges, with the aim of transferring knowledge and developing skills (Saidah, 2016). According to Ki Hajar Dewantara (1889-1959), education is "a way or effort to develop a child's character (mentally or emotionally), mind (intelligence), and physical growth to prepare him for life in harmony with the surrounding environment" (TEA, 2019).

Despite the fact that UBE programme has been implemented for the past 20 years lack of proper planning is said to be one of the challenges that mar the successful implementation of the programme. Others include inadequate qualified teachers, insufficient funding, dilapidated school buildings and facilities, overcrowded classrooms among others. The Department of International Development (DFID) in Yakwan and Alagi (2015) observed that secondary schools in Nigeria operate in a very challenging environment with few qualified teachers, poor infrastructures and unpredicted state of funding all contributing to poor learning outcomes for students and secondary education. It is equally observed that despite government commitment to improvement of education, there appears to be children hawking or roaming the streets during school hours. Also, incidence of school dropout is still high, many adults are not engaged in any form of training envisaged in the scheme. Other issues of concern include moral decadence, truancy, high rate of illiteracy. Furthermore, population of underaged mothers (young girls) who should be in school is still high.

Transition rate from primary to secondary schools still remains 61% (Roadmap to Nigeria's Education Sector cited in Oladimeji & Ogunyebi, 2019). In the same vein Obanya (2008) equally observed that schools suffered lack of infrastructure, decay of facilities, demoralized teachers, low teacher quality, high teacher-pupil ratio among others leading to poor academic performance, poor access, poor retention, wide geographical and gender disparity in educational opportunities. There are also complaints from the general public that, the learning that take place in schools is such that most learners and teachers cannot properly communicate in English coupled with weak organizational capacity to effectively translate the objectives of the programme into realizable implementation strategies. In some schools' facilities are cited where they are not needed. Regarding the state of preparedness of the government are challenges of high enrollment without adequate classroom space, lack of laboratories and dilapidated infrastructures, employment of unqualified teachers, lack of funds all those can negatively impact the implementation process. Thus, the thrust of the paper is to examine the factors that hinders effective implementation of Universal Basic Education in Adamawa State, Nigeria.

The specific objectives of the study are: 1) To find out the extent to which non-availability of qualified teachers can hinder effective implementation of UBE programme in Adamawa State. 2) To find out the extent to which non-availability of funds can hinder effective implementation of UBE programme in Adamawa State. 3) To find out the extent to which non-availability of material resources can hinder effective implementation of UBE programme in Adamawa State. 4) To find out the extent to which bureaucracy can affect effective implementation of UBE programme in Adamawa State. 5) To find out the extent to which improper planning can hinder effective implementation of UBE programme in Adamawa State.

METHOD

A descriptive research design was adopted for the study. The population of the study consisted of 254 principals and 4500 teachers of junior secondary schools, in Adamawa state. Research Advisor (2006) was used to select the required sample size for the study and it recommended a sample size of 152 principals and 357 teachers respectively. Stratified random sampling technique was used to select 152 principals and from three (3) education zones of the state as the sample size of the study while proportionate sampling technique was used to determine the number of teachers required from each of the schools. Afterwards, a simple random sampling technique was used to select the required sample size of teachers from the schools. A structured questionnaire titled “Appraisal of Factors that Hinders Effective Implementation of UBE Questionnaire (AFHEEUBEQ)”. was used to collect data for the study. The instrument was validated by expert in Educational Planning and Administration from the Department of Educational Foundations, Usmanu Danfodiyo University, Sokoto. The reliability of the instrument was ascertained through pilot test using a test re-test method. Participants for the pilot test were drawn from other junior secondary schools that were not part of the sample of the study. Split half method was applied using Cronbach alpha and a reliability index of 0.74 was obtained. Data collected was analyzed using frequency counts, percentage, mean scores and standard deviation.

RESULTS

Results from the analysis are presented by answering the research questions one after the other as follows: **Research Question 1:** Does inadequate funding hinder effective implementation of UBE programme in Adamawa State?. The table below represents the finding of the study in relation to question one.

Table 1: Summary of Mean and SD for Responses on Inadequate Funding of UBE in Junior Secondary Schools in Adamawa State

| S/N | N | Mean | Stud. Dev. | Decision |
|-------------------------------|-----|------|------------|----------|
| 1. Non implementation of many | 507 | 3.00 | 0.82 | Accepted |

| S/N | N | Mean | Stud. Dev. | Decision |
|--|-----|------|------------|----------|
| education policies due to inadequate funding | | | | |
| 2. Lack of adequate financial commitment by the government for the implementation of UBE | 507 | 2.96 | 0.83 | Accepted |
| 3. Poor management of UBE funds by corrupt government officials | 507 | 2.89 | 0.95 | Accepted |
| 4. Overdependence on federal allocation as a major source of education funding for UBE | 507 | 2.95 | 0.90 | Accepted |
| 5. Unlawful appropriation of accessible funding | 507 | 3.07 | 0.93 | Accepted |
| Average | 507 | 2.97 | 0.88 | |

Source: Fieldwork, (2022)

Table 1 above is a summary of descriptive statistics of mean and standard deviation conducted to assess participants' perception of funding factors that affect effective implementation of UBE programme in Adamawa State, Nigeria. The data analysis revealed an average response mean score of 3.00 (N=507, Mean=2.97, SD=0.88) indicating that all the suggested funding problems identified in the instrument were accepted to be the funding challenges that affect effective implementation of UBE programme in Adamawa State, Nigeria. The analysis further revealed that UBE programme is seriously challenged in terms of lack of adequate funding which is affecting successful implementation of the programme as identified by the participants in the study and the results from the findings are presented from the highest to the lowest in order of hierarchy as follows Unlawful appropriation of accessible funding (Mean=3.07, SD=0.93), Non implementation of many education policies (Mean=3.00, SD=0.82), Lack of adequate financial commitment by the government (Mean=2.96, SD=0.83), overdependence on federal allocation as a major source of education funding (Mean=2.95, SD=0.90), Poor management of UBE funds by corrupt government officials (Mean=2.89, SD=0.95).

Research Question 2: Does lack of adequate qualified teacher hinder effective implementation of UBE programme in Adamawa State? The result of the analysis on whether lack of adequate qualified teachers effect effective implementation of UBE programme in Adamawa state as perceived by 507 participants who were administered the research instrument on a four point Likert scale is presented below in Table 2.

Table 2: Summary of Mean and SD for Responses on Quality of UBE Teachers in Junior Secondary Schools in Adamawa State

| S/N | N | Mean | Stud. Dev. | Decision |
|--|-----|------|------------|----------|
| 1. Employment of unqualified teachers 1 Implementation | 507 | 2.65 | 0.95 | Accepted |

| S/N | N | Mean | Stud. Dev. | Decision |
|---|-----|------|------------|----------|
| 2. Shortage of professionally qualified teachers for UBE Implementation | 507 | 2.95 | 0.90 | Accepted |
| 3. Mismatch between teacher specialization and appointment | 507 | 2.89 | 0.95 | Accepted |
| 4. Teacher attrition as a result of Poor welfare package | 507 | 3.16 | 0.96 | Accepted |
| 5. Lack of training & retraining opportunities | 507 | 2.98 | 0.96 | Accepted |
| Average | 507 | 2.92 | 0.94 | Accepted |

Source: Fieldwork, 2022

Table 2 above is a summary of descriptive statistics of mean and standard deviation conducted to assess participant's perception of teacher quality factors that hinder effective implementation of UBE programme in in Adamawa State, Nigeria. The data analysis revealed an average response mean score of 2.92.00 (N=507, Mean=2.92, SD=0.94) indicating that all the suggested responses on quality of UBE teachers in junior secondary schools in Adamawa state indicated in the instrument were accepted as teacher quality factors that hinders effective implementation of UBE programme in Adamawa state. The data analysis revealed an average response mean score of 2.92 (N=507, Mean=2.92, SD=0.94) indicating that all the suggested teacher quality problems identified in the instrument were accepted to be the teacher quality challenges that hinders effective implementation of UBE programme in Adamawa State, Nigeria. The analysis further revealed that UBE programme is seriously challenged by lack of adequate qualified professional teacher which is affecting successful implementation of the programme as identified by the participants in the study and the results from the findings are presented from the highest to the lowest in order of hierarchy as follows Teacher attrition as a result of Poor welfare package (Mean=3.96, SD=0.96), Lack of training & retraining opportunities (Mean=2.98, SD=0.96). shortage of professionally qualified teachers for UBE Implementation (Mean=2.95, SD=0.90), Mismatch between teacher specialization and appointment (Mean=2.89, SD=0.95), Employment of unqualified teachers for UBE Implementation (Mean=2.65, SD=0.95).

Research Question 3: Does lack of adequate instructional resources hinder effective implementation of UBE programme in Adamawa State? The result of the analysis on whether lack of adequate instructional materials hinders effective implementation of UBE programme in Adamawa state as perceived by 507 participants who were administered the research instrument on a four point Likert scale is presented below in Table 3.

Table 3: Summary of Mean and SD for Responses on Availability of Material Resources for UBE in Junior Secondary Schools in Adamawa State

| S/N | N | Mean | Stud. Dev. | Decision |
|--|-----|------|------------|----------|
| 1. High rate of enrollment without adequate classroom space for UBE implementation | 507 | 2.96 | 0.85 | Accepted |
| 2. Shortage of instructional material mars effective implementation of UBE | 507 | 2.93 | 0.94 | Accepted |
| 3. Shortage of laboratories and equipment | 507 | 2.84 | 0.95 | Accepted |
| 4. Dilapidated school buildings and facilities | 507 | 3.04 | 0.87 | Accepted |
| 5. Poor ventilation and lightening | 507 | 2.72 | 0.89 | Accepted |
| Average | 507 | 2.89 | 0.90 | Accepted |

Source: field work, 2022

Table 3 above is a summary of descriptive statistics of mean and standard deviation conducted to assess participant's perception of lack of adequate material resources as a challenge that hinders effective implementation of UBE programme in in Adamawa State, Nigeria. The data analysis revealed an average response mean score of 2.89 (N=507, Mean=2.89, SD=0.90) indicating that all the suggested responses on lack of adequate material resources in junior secondary schools in Adamawa state as indicated in the instrument were accepted as factors that hinders effective implementation of UBE programme in Adamawa state. The analysis further revealed that UBE programme is seriously challenged by lack of adequate material resources which is affecting successful implementation of the programme as indicated by the participants in the study and the results from the findings are presented from the highest to the lowest in order of hierarchy as follows Dilapidated school buildings and facilities (Mean=3.04, SD=0.87), High rate of enrollment without adequate classroom space (Mean=2.96, SD=0.85), Shortage of instructional materials (Mean=2.93, SD=0.94), Shortage of laboratories and equipment (Mean=2.84, SD=0.95), Poor ventilation and lightening (Mean=2.72, SD=0.89)

Research Question 4: Does bureaucracy hinder the effective implementation of UBE programme in Adamawa State? The result of the analysis on whether bureaucracy hinders effective implementation of UBE programme in Adamawa state as perceived by 507 participants who were administered the research instrument on a four-point Likert scale is presented below in Table 4.

Table 4: Summary of Mean and SD for Responses on lack of adequate planning of UBE in Junior Secondary Schools in Adamawa State

| S/N | N | Mean | Stud. Dev. | Decision |
|--|-----|------|------------|----------|
| 1. Haphazard lurching of the UBE project mars successful implementation | 507 | 2.81 | 0.87 | Accepted |
| 2. Poor planning of the basic enablers such as facilities, manpower and equipment | 507 | 3.00 | 0.82 | Accepted |
| 3. Instructional materials were not properly planned to correspond to students' population | 507 | 2.93 | 0.94 | Accepted |
| 4. Instructional materials were not properly planned to correspond to students' population | 507 | 2.96 | 0.85 | Accepted |
| 5. Planning with unreliable data adversely affect UBE implementation | 507 | 2.72 | 0.89 | Accepted |

Source: fieldwork, 2022

Table 4 above is a summary of descriptive statistics of mean and standard deviation conducted to assess participant's perception of lack of adequate planning as a challenge that hinders effective implementation of UBE programme in in Adamawa State, Nigeria. The data analysis revealed an average response mean score of 2.72 (N=507, Mean=2.72, SD=0.89) indicating that all the suggested responses on lack of adequate planning for UBE programme in junior secondary schools in Adamawa state as indicated in the instrument were accepted as factors that hinders effective implementation of UBE programme in Adamawa state. The analysis further revealed that UBE programme is seriously challenged by lack of adequate planning which is affecting successful implementation of the programme as indicated by the participants of the study. The results from the findings are presented from the highest to the lowest in order of hierarchy as follows Poor planning of the basic enablers such as facilities, manpower and equipment (Mean=3.00, SD=0.82), Planning with unreliable data (Mean=2.96, SD=0.85), Instructional materials were not properly planned to correspond to students' population (Mean=2.93, SD=0.94), Haphazard lurching of the UBE project (Mean=2.81, SD=0.87), use of nonprofessionals in the planning process (Mean=2.72, SD=0.89).

Research Question 5: Does lack of proper planning hinders effective implementation of UBE programme in Adamawa State? The result of the analysis on whether lack of proper planning hinders effective implementation of UBE programme in Adamawa state as perceived by 507 participants who were administered the research instrument on a four-point Likert scale is presented below in Table 5.

Table 5: Summary of Mean and SD for Responses on Bureaucratic Bottle Neck in the implementation of UBE in Junior Secondary Schools in Adamawa State

| S/N | N | Mean | Stud. Dev. | Decision |
|--|-----|------|------------|----------|
| 1. Lack of structure alignment across the three Implementing partners (fed, state & L/govt) is a constraint to effective decision-making | 507 | 2.72 | 0.89 | Accepted |
| 2. Conflict of interest among government officials | 507 | 2.98 | 0.96 | Accepted |
| 3. Poor flow of communication as a result of rigid processes | 507 | 2.84 | 0.95 | Accepted |
| 4. Delay as a result of compliance with strict rules/guidelines | 507 | 2.64 | 0.97 | Accepted |
| 5. Lack of cooperation on the part of subordinates in carrying out instructions | 507 | 2.64 | 0.96 | Accepted |

Source: fieldwork, 2022.

Table 5 above is a summary of descriptive statistics of mean and standard deviation conducted to assess participants' perception of bureaucratic bottle neck as a challenge that hinders effective implementation of UBE programme in in Adamawa State, Nigeria. The data analysis revealed an average response mean score of 2.89 (N=507, Mean=2.89, SD=0.90) indicating that all the suggested responses on bureaucratic bottle neck as indicated in the instrument were accepted as factors that hinders effective implementation of UBE programme in Adamawa state. The analysis further revealed that UBE programme is seriously challenged by bureaucratic bottle neck which is affecting successful implementation of the programme as indicated by the participants in the study and the results from the findings are presented from the highest to the lowest in order of hierarchy as follows Conflict of interest among government officials (Mean=2.98, SD=0.96), poor flow of communication as a result of rigid processes (Mean=2.84, SD=0.95), Lack of structure alignment across the three implementing partners (Mean=2.72, SD=0.89), Delay as a result of compliance with strict rules/guidelines (Mean=2.64, SD=0.97), Lack of cooperation on the part of subordinates in carrying out instructions (Mean=2.64, SD=0.96).

DISCUSSION

First finding of the study indicated that lack of adequate funding is one of the factors that adversely affected the implementation of UBE programme in Adamawa state. The study further shows that the funding challenges that hinders the successful implementation of UBE policy includes: Non implementation of many education policies, Lack of adequate financial commitment by the government, overdependence on federal allocation as a major source of education funding, Poor management of UBE funds by corrupt government officials. This support the findings of Agbowuro and Joseph (2014) which indicated that financing

of UBE programme was marred by unavailability of sufficient funds. Eddy and Akpon (2009) also found that UBE program was not properly funded. This indicated that financing is one of the problems effecting the UBE implementation process. Thus, the inability of the three tiers of government (Federal, state & local) to effectively sustain education funding demonstrate lack of commitment and inadequate planning. This is because of over dependence on consolidated funds which is too small to achieve the UBE program goals looking at the fact that the budget allocations to the education sector is far below the recommendation of UNESCO 26%. Also, a lot of funds for the implementation of UBE were misused or misappropriated. This is evident in many public schools where children have to sit on the floor in overcrowded classes to receive lessons with insufficient instructional materials and chalkboard that are in a very poor condition.

The second findings revealed that UBE programme is seriously challenged by lack of adequate qualified professional teacher which is affecting successful implementation of the programme in Adamawa State. The analysis further revealed the challenges as follows Teacher attrition as a result of Poor welfare package, lack of training & retraining opportunities, shortage of professionally qualified teachers for UBE Implementation (, Mismatch between teacher specialization and appointment and employment of unqualified teachers for UBE Implementation. This support the work of Eddy and Akpon (2009) which revealed non-availability of adequate teachers and where teachers are found, some are unqualified. Their study concluded that there are still grey areas that must be addressed with respect to adequacy qualified teachers. Olademiji & Osinyebi (2019) also confirmed that the proportion of qualified UBE teachers engaged was lower than the provision of UBE implementation guide line. This is quite sad and demotivating since no education system can rise above the quality of its teachers.

Third findings also revealed that lack of adequate material resources mars successful implementation of UBE programme in Adamawa state. The study shows that dilapidated school buildings and facilities, High rate of enrollment without adequate classroom space, Shortage of instructional materials, Shortage of laboratories and equipment and Poor ventilation and lightening are part of the challenges that mars the successful implementation of UBE programme in Adamawa State. This confirmed the findings of Adepoju and Febiyi (2002) which indicated that schools are overcrowded, buildings dilapidated and rarely refurbished, while instructional resources and other supplies are grossly inadequate. Agbowuro and Joseph (2014) also found insufficient facilities and instructional aides to be part of the challenges that mars successful implementation of UBE programme. Thus, a clear indication that planning and supplier of the basic enablers such as instructional materials and facilities is not in line with the provision of the UBE implementation guidelines and this problem will continue to impact negatively on the implementation process and attainment of the overall goal of the policy will

not be achieved if measures are not put in place to properly address the problem.

Fourth finding shows that lack of adequate planning hinders affective implementation of UBE programme in Adamawa state. The contributing factors revealed are poor planning of the basic enablers such as facilities, manpower and equipment, planning with unreliable data, poor planning with regards to Instructional materials, Haphazard launching of the UBE project and use of nonprofessionals in the planning process. This finding confirmed the findings of Eddy and Akpon (2009) which indicated that poor planning was one of the major challenges that hinders successful implementation of UBE programme. This was because the programme was haphazardly launched without proper planning of the basic enablers such as qualified teachers, adequate classroom facilities and furniture as well as instructional materials that will correspond to students' need and school enrollment. Hence, the absence of those basic enablers has negatively impacted the implementation processes thus, undermining the effort of the government to achieve the goal of education for all.

Fifth finding also highlighted that bureaucratic bottle neck as one of the factors that hinders successful implementation of UBE programme in Zamfara state. The study further revealed the bureaucratic issues at stake to include: Conflict of interest among government officials, poor flow of communication as a result of rigid processes, lack of structure alignment across the three implementing partners, delay as a result of compliance with strict rules/guidelines as well as lack of cooperation on the part of subordinates in carrying out instructions. This finding is inconformity with the findings of Aju, Egwu, Aja-okorie, ani and Amuta (2016) which revealed politics, inadequate funds, poor planning and bureaucratic red tape syndrome as the challenges that hinders successful implementation of UBE policy.

CONCLUSION

UBE programme was implemented over 20years ago, yet the impact is not encouraging at all. Many school going age children are still roaming the streets instead of being in school, rate of school drop-outs is still high and many adults are yet to enjoy any form of formal training envisaged in the UBE scheme. All those cannot be divorced from the implementation challenges ranging from insufficient funding, poor planning, bureaucratic bottleneck, inadequate human and material resources among others. Thus, the urgent need for stringent measures that can help overcome those myriads of challenges so that illiteracy and the rate of school drop-out can be drastically reduced within the shortest possible time. This is to ensure that the lofty goal of the programme such as an acquisition of appropriate level of literacy, numeracy, manipulative, communication and life skills as well as the ethical, moral and civic values needed for laying a solid foundation for self-reliance, employment, accelerated national development, political consciousness and national integration is achieved.

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