

## Teachers' Perception of Policy Implementation Process in Universal Basic Education (UBE) Programme in Enugu State.

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### ABSTRACT

*This study was set to identify teachers' perception of policy implementation process in Universal Basic Education (UBE) programme in Enugu State. Two research questions and two key hypothesis guided the study. The researcher adopted descriptive survey research design and was carried out in Enugu State. The population for the study constitutes 201 UBE teachers sampled purposively. Data pertinent to the study were collected using a structured questionnaire developed by the researcher, titled "Teachers' Perception of Policy Implementation Process Questionnaire" (TPPIQ). The questionnaire was validated by three research experts and the reliability of the instrument was established using Cronbach Alpha in SPSS which gave a reliability co-efficient result of 0.78. Mean and standard deviation were used to answer the research questions while hypotheses were tested using t-test at 0.05 level of significance and 199 degree of freedom. The findings revealed that provision of adequate fund can aid UBE policy implementation process by teachers as it enhances quality education generally, among others. The researcher thereafter recommended that adequate funding, be provided by the appropriate authorities to ensure adequate policy implementation process of UBE programme, among others in Enugu State.*

**Key Words:** Universal Basic Education, Perception, Policy Implementation, Motivation.

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### INTRODUCTION

Education can be defined as an act which involves the process through which an individual is exposed to wide-range of knowledge and skill. Education typically involves the impartation of desirable-ethical knowledge and understanding which can make the recipient active and participative in a society. Education according to Igwe (2012) is the vital instrument for social and economic mobility at the personal level and an instrument for the transformation of the society at the national level. Education as an instrument herein equips one with the relevant knowledge and skill that can enable him to become a responsible citizen. Amaele, Wosu and Ejire (2011) perceived education as a total development of the individual child through acceptable methods

and techniques according to his ability and interest to meet up the needs of the society and for the individual to take his rightful place and contribute equally to the development of the society. Ololube and Egbezor (2012) stated that education is the process by which children, youths and adult learn abilities, attitudes and other forms of behaviour which are positive values to the society in which they live. Education cuts across many stages.

According to Federal Republic of Nigeria (FRN, 2013), these stages include; early childhood (pre-primary), primary and junior secondary, senior secondary and tertiary levels. Pre-primary and Primary education levels are the education offered to recipients



in preparation for entry into secondary education level. Secondary education is one offered to students after primary and in preparation for higher (tertiary) education while tertiary education is the education given after secondary schooling years. Tertiary education involves colleges of education, polytechnics, monotechnics and universities, including those institutions offering correspondence courses (Federal Republic of Nigeria: FRN, 2013). These different stages of education are managed by different educational reform programmes including Universal Basic Education (UBE) in Nigeria.

UBE is one of the educational reforms and interventional programmes established by the Federal Republic of Nigeria to tackle the prevailing school-related challenges of primary and junior secondary schools in Nigeria. Nakpodia (2011) defined universal Basic Education as a programme aimed at addressing problems of access, quality and equity in primary and junior secondary schools. It is a 9-year educational programme of six years duration for the primary segment and three years of junior secondary. These two levels of basic education are universal free and compulsory for all Nigerian children aged 6 to 15. The Universal Basic Education programme also stimulate learning from the early years of 3 to 5+ which is called early child care development education (ECCDE) (UBE Information Handbook (UBEC, 2009). This programme could be said to be established to meet all the basic educational needs of all children irrespective of their social, religious or political background in Nigeria. Universal Basic Education (UBE) programme of the Federal Republic of Nigeria according to Nwalado (2019) was launched by President Olusegun Obasanjo on the 30th day of September, 1999 as an improvement of the then Universal Primary Education (UPE) introduced nationwide by the Federal Government of Nigeria in

September 1976 with the major intention of taking care of the educational demands of Nigerians. UPE was launched across all the states of the federation and sought to address the issues that affected the 1955 educational policy.

Obiunu (2011) stated that UBE in recent time has assumed a global significance and its meanings has assumed a wider dimension. The author stressed that the expanded vision of UBE comprises the universalizing of access and promotion of equity, focusing on learning and enhancing the environment of learning and strengthening partnerships. The UBE Act of 2004 represents a significant educational reform which tends to address the lapses and loop holes of the UPE. The UBE was formulated to be the bed rock of a lifelong learning that will impact reading, writing and the acquisition of the other relevant skills for sustenance and development. This education comprises of formal and non-formal acquisition of basic skills. Thus, Obiunu (2011) highlighted the objectives of the UBE to include the following: Provision of free and compulsory education for the first 9 years level of education beginning from the primary to the junior secondary school. Parents who fail to send their children to school are sanctioned. It is also an inclusive education which embraces the formal and non-formal settings of human development. For the policy to succeed, there should be public enlightenment, social mobilization, teacher recruitment and training, provision of infrastructural facilities, review of the then existing curriculum, adequate budgetary provision and basic education and skill acquisition programmes.

Similarly, Izuka, Agwagah and Okoye (2022) noted that the specific objectives of the UBE programme as spelt out in the implementation guidelines is to develop in the entire citizenry a strong consciousness

for Education and a strong commitment to its vigorous promotion, provision of free, universal basic education for every Nigerian child of school age, reducing drastically the incidence of drop out from the formal school system, catering for the learning needs of young persons who for one reason or the other, have had to interrupt their schooling through appropriate forms of complimentary approaches to the provision and promotion of Basic education, ensuring the acquisition of the appropriate levels of literacy, numeracy, manipulative, communicative and life skills, as well as the ethical, moral and civic value. These goals may not be fully actualized without the full and active participation of a teacher.

A teacher can be defined as an instructional model, who through the acquisition of wide range of competencies train a student to become knowledgeable. According to Cochran-Smith and Villegas, (2014), a teacher is a person who helps others to acquire knowledge, competences or values. Teachers' offer all-round guidance and dedication to young people which makes them participative in a given environment. When the basic needs of the teacher is met, policy implementation of UBE and actualization of educational goals becomes easy.

In view of the World Bank appraisal of the basic education reforms in Nigeria as noted by Bolaji (2014), the implementation of UBE programme has somewhat reached an overall unsatisfactory outcome. These unsatisfactory outcome could be as a result of the inadequacy, unavailability and inaccessibility of both human and material resource needs of UBE programme. Accordingly, Oladele (2018) stated that dream of actualizing and implementing the goals of UBE programme has met bottlenecks, barriers through high enrollment with inadequate classroom spaces, lack of laboratories, dilapidated

infrastructure, employment of unqualified teachers, lack of fund, among others. Edho (2009) identified poor funding; poor motivation of teachers; improper supervision and monitoring of the UBE programme; inadequate teaching and learning facilities as current problems of the UBE. Thus, the United Nations Educational Scientific and Cultural Organization (UNESCO, 2012) report, also showed that about 40% of the children in junior secondary schools in Nigeria dropped out before graduation, Enugu State inclusive.

Enugu State is one of the states in the South East geo-political Zone of Nigeria. It shares border with the following states: Abia and Imo to the south; Ebonyi to the east, Benue to the north-east, Kogi to the north-west and Anambra State to the west. Enugu State is made up of 17 local government areas and six education zones. The education zones are: Agbani, Awgu, Enugu, Nsukka, Obollo-Afor and Udi. In Enugu State, implementation process of UBE programme has suffered delay which could be attributed to lack of adequate funding and motivation as it relates to teachers.

In view of the above, teachers perception of UBE policy implementation in Enugu State is of low ebb since their entitlements are not given adequate attention as and when due. This can be witnessed in the implementation of thirty thousand naira minimum wage, where teachers of lower and middle basic were disenfranchised till after two years of the implementation to other workers in the state. Funding, therefore is a necessity in any programme implementation. Fund can be defined as that which concerns itself with money. According to Nwafor, Uchendu and Akani (2015), funding is the provision of financial resources in order to meet a need, project or program. Fund when available plays immeasurable role in an establishment, in that it ensures that the basic financial and material needs of the

establishment are met. In basic education setting, adequate funding goes a long way to ensure that teachers' salaries are paid on time, instructional materials are provided while other services are provided within the specified time frame. Nakpodia (2013) stated that funds provided to secondary education by the government are used to pay teachers' salaries and allowances, procure instructional materials and equipment, and other physical facilities. Hence, in the absence of adequate fund, loop-holes are always created which in turn affects policy implementation process in UBE programme in Enugu State. Perception according to Ibarra and Cristina (2022) involves thoughts, opinions and beliefs that instructors hold based on their professional activity and behaviour, as well as their teaching practices and experiences. Teachers in Enugu State therefore, are not left out in this scenario.

The education system in Nigeria according to Oweh (2013) has a lot of challenges which include: inadequate funding with regard to the benchmark advocated by UNESCO that all member countries ought to channel at least 26% of their annual budget to education alone. Olabanji and Alaka (2010) noted that resource allocation is one of the most challenging tasks that our educational system especially in secondary level of education faces. The author maintained that Nigerian education sector has suffered unprecedented setbacks in resource allocation especially in funding. When fund is made available and adequate, it is also necessary that the teachers are motivated for optimum performance.

Motivation can be defined as a form package given to an individual in appreciation for a work well-done. Motivation triggers interest. Ovidiu-Iliuta (2013) defined motivation as a powerful tool that reinforces behavior and triggers the tendency to continue. In other words,

motivation is an internal drive to satisfy an unsatisfied need and to achieve a certain goal. Motivational strategies plays immeasurable role in enhancing productivity in a given establishment and when ignored, it lowers the morale of the workforce. According to Negussie (2014), lack of motivational factors such as salary, rent allowances and transport allowances negatively affect teachers' work performance. Ikenyiri, and Ihua-Maduenyi (2011) stated that an organization's success lies in a motivated workforce as highly motivated employees strive to produce at the highest possible level and exert greater effort than employees who are not motivated.

Considering the role of motivation in organizational effectiveness, Kalimullah (2010) also stated that a motivated employee has his/her goals aligned with those of the organization and directs his/her efforts in that direction. These help the teacher in ensuring the successful implementation of UBE objectives but the reverse has been the case. In Enugu State, the policy implementation process in UBE programme has suffered delay which could be traced down to poor condition of service among teachers of UBE and as a result, the graduates of UBE programme had remained unproductive. Henry (2015) stated that the level of illiteracy is increasing among the population that are supposed to be the target of UBE. The author maintained that the rate of school dropout is increasing daily with the level of skill acquisition that does not seem to be materializing for graduates of UBE in South-east States. Thus, the need by the study to identify teachers' perception of policy implementation process in UBE programme in Enugu State.

### **Statement of the Problem**

The UBE is a programme aimed at addressing problems of access, quality and equity in primary and junior secondary

schools. It is a 9-year educational programme of six years duration for the primary segment and three years of junior secondary. These two levels of basic education are universal free and compulsory for all Nigerian children aged 6 to 15, but the programme in recent time is observed to have failed in the actualization of the stated objectives. However, UBE programme in Enugu State has faced series of challenges in its policy implementation process as the place and role of the teacher is undermined. The administrators of UBE programme in Enugu State has failed to acknowledge and implement teachers' improved condition of service as it relates to salary/wages, welfare packages, capacity development programmes, motivational packages and others. The programme however, recognized that the wellbeing of teachers which includes: continual deepening of knowledge and skills of teachers are integral part of the development of basic education in Nigeria. As noted earlier, competent and dynamic teaching personnel would ultimately produce an equally efficient and effective human resources for national consumption but when these teachers and their related condition of service is not improved and implemented, a gap is always created which undoubtedly affects all-round productivity of teachers which in extension affects the students of UBE programme in Enugu State. On this background, the study was set to identify teachers' perception of policy implementation process in UBE programme in Enugu State.

### **Purpose of the Study**

This study was set to identify teachers' perception of policy implementation process in UBE programme in Enugu State. Specifically, the study sought to determine teachers' perception regarding the role of;

1. adequate funding in policy implementation process in UBE programme in Enugu State.
2. motivation in policy implementation process in UBE programme in Enugu State

### **Research questions**

The following research questions guided the study:-

1. What is the perception of teachers on the role of adequate funding in policy implementation process in UBE programme in Enugu State?
2. What is the perception of teachers on role of motivation in policy implementation process in UBE programme in Enugu State?

### **Hypotheses**

The following null hypotheses tested at .05 level of significance guided the study;

**H<sub>01</sub>:** There is no significant difference in the mean ratings between male and female teachers regarding the role of adequate funding in policy implementation process in UBE programme in Enugu State.

**H<sub>02</sub>:** There is no significant difference in the mean ratings between male and female teachers regarding the role of motivation in policy implementation process in UBE programme in Enugu State.

### **Research Method**

The study adopted a survey research design. The study was carried out in Enugu State while a population of 201 respondents sampled purposively from primary and secondary schools in Enugu State was used for the study. The instrument used for data collection was a structured four point scale questionnaire titled "Teachers' Perception of Policy Implementation Process Questionnaire" (TPPIPQ). The instrument is made up of two clusters, A and B with a 28-items questionnaire. The instrument has response categories of Strongly Agree (SA), Agree (A), Disagree (D) and Strongly Disagree (SD) assigned with the numerical

values of 4, 3, 2 & 1. The instrumented was validated by three experts, two from Department of Educational Management and one from Department of Mathematics and Computer Education (measurement and evaluation option). The reliability index of 0.78 was established using Cronbach Alpha because the instrument has multiple options. In analyzing the data collected, mean and standard deviation were used to answer the research questions. In decision making, items with mean scores of 2.50 and above were regarded as Agree while those with mean scores below 2.50 are regarded as Disagree. For the hypotheses, when the significant value is more than the level of

significance, the hypothesis was not accepted, while the null hypothesis was not rejected when the significant value is less than the level of significance.

### Results

The results are presented in Tables below. The presentation is based on the research questions and null hypotheses that guided the study.

#### Research Question 1

What is the perception of teachers on the role of adequate funding in policy implementation process in UBE programme in Enugu State?

**Table 1: Mean and standard deviation of respondents regarding the perception of teachers on the role of adequate Funding in Policy Implementation Process in UBE Programme in Enugu State.**

S/N	Provision of adequate fund can aid in UBE policy implementation process by teachers as it;	Male Teachers N = 88		Female Teachers N = 113		Overall N = 201		Overall Decision
		$\bar{x}_1$	SD <sub>1</sub>	$\bar{x}_2$	SD <sub>2</sub>	$\bar{x}$	SD	
1	encourages staff capacity development.	2.84	1.10	2.67	1.02	2.76	1.06	Agree
2	improves available infrastructure.	2.73	0.97	2.49	1.05	2.61	1.01	Agree
3	enhances availability of teaching aids.	3.00	0.87	2.69	1.07	2.85	0.97	Agree
4	ensures equipment of library.	2.21	1.00	2.95	0.93	2.58	0.97	Agree
5	enhances quality education generally.	3.46	0.91	2.69	1.09	3.08	1.00	Agree
6	encourages continuous learning.	2.40	0.97	2.39	1.03	2.40	1.00	Disagree
7	encourages extracurricular activities.	2.09	1.02	2.87	0.89	2.48	0.96	Disagree
8	aid in provision of ict facilities.	2.13	0.97	2.83	0.96	2.48	0.97	Disagree
9	encourages pupils' attendance to school.	2.98	1.01	2.39	0.78	2.69	0.90	Agree
10	covers funding of sports/sporting facilities.	2.53	0.86	2.61	0.91	2.57	0.89	Agree
11	ensures adequate remuneration for teachers.	2.93	0.99	2.27	1.10	2.60	1.05	Agree
<b>Grand Mean/SD</b>		<b>2.66</b>	<b>0.97</b>	<b>2.62</b>	<b>0.98</b>	<b>2.65</b>	<b>0.98</b>	<b>Agree</b>

Data presented in Table 1 shows that the mean ratings of male teachers on all the

items of research question 1 ranged from 2.09 to 3.46 for both agree and disagree

responses respectively. Also, the mean ratings obtained for the female teachers ranged from 2.27 to 2.87. Hence, the grand mean (overall) value of 2.65 was obtained for all the items. This depicts that the availability and adequacy of fund are important variables that plays enormous role in policy implementation process in UBE programme in Enugu State while the overall relatively low standard deviation of 0.98

obtained indicates that the opinions of the respondents are homogeneous.

**Hypothesis 1**

A significant difference does not exist in the mean ratings between male and female teachers regarding the role of adequate funding in policy implementation process in UBE programme in Enugu State.

**Table 2: t-test analysis in the mean ratings between male and female teachers regarding the role of adequate Funding in Policy Implementation Process in UBE Programme in Enugu State.**

Respondents (Teachers)	N	$\bar{x}$	SD	t-value	Df	Sig. (2tailed)	Decision
Male	88	2.66	0.97	0.411	199	0.309	Not Significant
Female	113	2.62	0.98				

*NB: NS (Not Significant), SD (Standard Deviation), Df (Degree of freedom)*

Table 2 shows that the t-value of 0.411 is obtained at 0.05 level of significance, 199 degree of freedom with the significant value of 0.309. Thus, since the significant value is more than the level of significance, the null hypothesis is not statistically significant and hence, not rejected for these items. This implies that a significant difference does not exist in the mean ratings between male and

female teachers regarding the role of adequate funding in policy implementation process in UBE programme in Enugu State.

**Research Question 2:**

What is the perception of teachers on the role of motivation in policy implementation process in UBE programme in Enugu State?

**Table 3: Mean and standard deviation of respondents regarding the perception of teachers on the role of Motivation in Policy Implementation Process in UBE Programme in Enugu State.**

S/N	Motivation can aid in UBE policy implementation process by teachers as it;	Male Teachers N = 88		Female Teachers N = 113		Overall N = 201		Decision
		$\bar{X}_1$	SD <sub>1</sub>	$\bar{X}_2$	SD <sub>2</sub>	$\bar{X}$	SD	
12	improves social interaction with mentors	3.11	0.89	3.50	0.73	3.31	0.81	Agree
13	communication ethics	3.01	0.89	3.13	0.84	3.07	0.87	Agree
14	covers health insurance	3.42	0.60	3.61	0.70	3.52	0.65	Agree
15	allowing teachers to learn new approach to solving problems	3.00	0.89	3.15	0.80	3.08	0.85	Agree
16	enhances teachers' job security	3.05	0.94	3.18	0.91	3.12	0.93	Agree
17	equips teachers with culture of shared learning	3.38	0.68	3.29	0.60	3.34	0.64	Agree
18	allows teachers to build strength in pedagogy	3.17	0.80	3.21	0.76	3.19	0.78	Agree

19	covers medical care services	2.45	1.19	2.11	0.93	2.32	1.11	Disagree
20	enhances environmental control	2.44	1.19	2.20	1.15	2.30	1.16	Disagree
21	comfortable working condition	3.09	0.80	3.00	0.85	3.05	0.83	Agree
22	limits teacher truancy from school	3.40	0.63	3.29	0.79	3.35	0.71	Agree
23	reduces apathy in taking responsibilities	3.23	0.69	3.33	0.71	3.34	0.70	Agree
24	encourages compliance with work-ethics	2.34	0.49	2.20	1.35	2.27	0.92	Disagree
25	influences general work attitude	3.41	0.66	3.56	1.65	3.49	0.94	Agree
26	inspires teachers'	3.11	0.82	3.67	1.05	3.39	0.94	Agree
27	enriches teachers subject content	3.54	0.66	3.43	0.69	3.49	0.68	Agree
28	enhances teachers capacity development	3.40	0.63	3.35	0.59	3.38	0.61	Agree
<b>Grand Mean/SD.</b>		<b>3.09</b>	<b>0.79</b>	<b>3.13</b>	<b>0.89</b>	<b>3.12</b>	<b>0.83</b>	<b>Agree</b>

Data as presented in Table 3 shows that the mean rating range of 3.00 to 3.54 for agree responses and mean rating range 2.34 to 2.45 for disagree are obtained for the male teachers. Similarly, the mean rating range of 3.00 to 3.67 for agree responses and mean ratings of 2.11 and 2.20 for disagree are obtained for the female teachers respectively. However, the Grand Mean (overall) rating of 3.12 obtained for all the items depicts that motivation is an important factor worth adopting in policy

implementation process in UBE programme in Enugu State. Thus, the relatively low pull/cluster standard deviation score of 0.83 denotes that respondents' opinions did not differ remarkably.

#### Hypothesis 2

There is no significant difference in the mean ratings between male and female teachers regarding the role of motivation in policy implementation process in UBE programme in Enugu State.

**Table 4: t-test analysis in the mean ratings between male and female teachers regarding the role of Motivation in Policy Implementation Process in UBE Programme in Enugu State.**

Respondents (Teachers)	N	$\bar{x}$	SD	t-value	Df	Sig. (2tailed)	Decision
Male	88	3.09	0.79	0.607	199	0.463	Not
Female	113	3.13	0.89				Significant

*NB: NS (Not Significant), SD (Standard Deviation), Df (Degree of freedom)*

In Table 4, the t-value of 0.607 is obtained at 0.05 level of significance with 199 degree of freedom and significant value of 0.463. Thus, since the significant value is more than the level of significance, the null hypothesis statistically insignificant and therefore not rejected for the said items. This by implication denotes that there is no significant difference in the mean ratings between male and female teachers regarding the role of motivation in policy

implementation process in UBE programme in Enugu State.

#### Discussion of Findings

The study with reference to the perception of teachers on adequate funding in policy implementation process as it concerns UBE programme in Enugu State revealed that availability and adequacy of fund are important variables that plays enormous roles in policy implementation process in



UBE programme in Enugu State. The study highlighted that the place of adequate funding in policy implementation process cannot be underrated. On this note, it was affirmed by the respondents that provision of adequate fund can aid UBE policy implementation process by teachers as it enhances quality education generally, enhances the provision and availability of teaching aids, encourages staff capacity development, inspires and encourages pupils' attendance to school, improves available infrastructure and many more. Similarly, the hypothesis test of no significant difference on male and female teachers regarding adequate funding in policy implementation process in UBE programme in Enugu State yielded a result of no significant difference. This is evident as the significance value obtained is more than the level of significance set for the study. Hence, there is a need for provision of adequate funding as a necessity in policy implementation process in UBE programme in Enugu State.

This finding corresponds with the findings of Nakpodia (2013) who stated that funds provided to secondary education by the government are used to pay teachers' salaries and allowances, procure instructional materials and equipment, and other physical facilities. Nwafor, Uchendu and Akani (2015) added that funding is the provision of financial resources in order to meet a need, project or program.

The study, regarding the perception of teachers on the role of motivation in policy implementation process in UBE programme in Enugu State showed that motivation is an important factor worth adopting in policy implementation process in UBE programme in Enugu State. In this course, it was noted that motivation can aid in UBE policy implementation process by teachers as it; covers health insurance, influences general work attitude, enriches teachers' subject

content, enhances teachers' capacity development, equips teachers with culture of shared learning, improves social interaction with mentors, reduces apathy in taking responsibilities and others. On this note, it could be stated that motivation as a technique be adopted for improved performance of workforce in an organization. In correspondence, the hypothesis yielded a high significant value against a low level of significance set for the study. By implication, there is no significant difference in the mean ratings between male and female teachers regarding the role of motivation in policy implementation process in UBE programme in Enugu State.

This above finding is in agreement with Ovidiu-Iliuta (2013) who defined motivation as a powerful tool that reinforces behavior and triggers the tendency to continue. The author maintained that motivation is an internal drive to satisfy an unsatisfied need and to achieve a certain goal. In concordance, Negussie (2014) stated that lack of motivational factors such as salary, rent allowances and transport allowances negatively affect teachers' work performance.

### **Conclusion**

Based on the findings of this study, it could be stated that teachers play immeasurable role in policy implementation process in UBE programme in Enugu State. This could be actualized when the working conditions are made favourable for them. The study highlighted the roles of the provision of adequate fund and adoption of motivational packages in policy implementation process in UBE programme in Enugu State and thus significant in the process. Accordingly, the study emphasized the need for the provision and adoption of motivation for enhanced productivity in UBE programme in Enugu State. Thus, in affirmation, no significant difference was found to exist in the mean ratings between male and female teachers

regarding the role of adequate funding and motivation in policy implementation process in UBE programme in Enugu State. It is therefore encouraged that proper attention be paid to the afore-discussed concepts by concerned individuals for teachers effectiveness in the policy implementation process in UBE programme in Enugu State.

### Recommendations

Based on the findings of the study, the recommendations made are:

- 1) Adequate funding should be provided by the appropriate authorities to ensure teacher effectiveness in policy implementation process in UBE programme in Enugu State
- 2) Motivation as a strategy (with its packages) should be adopted by educational administrators to ensure enhanced commitment of teachers in policy implementation process in UBE programme in Enugu State.

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