

## **Evaluation of the Primary School Component of Universal Basic Education in Lagos East Senatorial District of Nigeria**

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### **Abstract**

*The study evaluated Universal Basic Education (UBE) programme at the primary school level in Lagos East Senatorial District of Nigeria. It used the descriptive design of survey type and CIPP evaluation model. The sample comprised 450 teachers and 45 head teachers using multistage sampling technique. Educational Resources Inventory Scale (ERIS) ( $r = 0.78$ ) and Learning Resources Utilization Scale (LERUS) (0.69) were used in data collection. Frequency counts, simple percentages, median, mean and standard deviation were used to answer the research questions. Results of analysis showed that writing materials, multimedia learning aids, good and conducive classroom, measuring instruments like ruler, compass and instructional materials were the adequate (Median = 3.00) educational resources in primary schools located in the District. The result further showed a progressive increase (Mean > 58.04) in enrolment of pupils. Teachers were found to be adequate (Mean = 10.62) in number when compared to the national standard of 1:40 teacher-pupil ratio. However, funds for the smooth running of the schools were grossly inadequate (Mean = 1.00). Lastly, the finding revealed that teachers adequately utilized (Median = 3.00) the available educational resources in the schools. The conclusion was that resource and fund gap still widely exist among primary schools in the District. It was therefore recommended that government should be more alive to its responsibility of providing requisite educational resources in all public primary schools supported with an initiative to make funds available.*

**Keywords:** Universal Basic Education, primary schools, educational resources, pupils' enrolment, evaluation

Education in all the countries of the world has been considered very important for personal and societal development. According to the National Policy on Education (FRN, 2014), Nigeria accepts education as an excellent instrument for national development.

Globally, primary education is acknowledged as the bedrock of formal education. Oni (2008) posited that the importance of primary education can be seen on account of the fact that beneficiaries of the other levels of education have to pass through this level. The Federal Republic of Nigeria (2014) in the National Policy on Education, defined primary education as the kind of education given at the basic level to children aged 6-11 years plus, and it constitutes the bedrock upon which the entire education system is built. The indispensable role of education in the development of man and modern society, particularly the primary education necessitates various declarations at the global level. Such includes: The 1948 Human Rights Declaration which states that everyone has right to education, which will be free at least in the elementary school. The Jomtien Declaration on Education for All (EFA) by the year 1992, the New Delhi 1993 Declaration on E-9 Countries (the nine countries with the largest concentration of illiteracy of which Nigeria is one) and later reaffirmed in Recife, Brazil (2000) with a call for massive eradication of illiteracy within the shortest possible time.

As a follow up to the above, the then president of Nigeria, Chief Olusegun Obasanjo on 30th September 1999 launched the Universal Basic Education (UBE) Programme in Sokoto State. The launching of the programme was considered a lofty initiative by Nigerians for improving the literacy level of Nigerians as well as solving the educational problems in the country. Basic education, according to Federal Republic of Nigeria (2014) comprises 6 years of primary education and 3 years of junior secondary school education. The policy stipulates that basic education shall be free and compulsory. The scheme also prescribes the same curriculum for both adult and out-of-school youths.

The UBE programme has three main components, namely: universal, basic and compulsory. Universal means that the programme is for everyone, irrespective of tribe, culture, race or class. The term basic depicts that it is fundamental or essential and being compulsory implies that it must be given and acquired at all costs. The mission of Universal Basic Education is to mobilize the nation's creative energies to ensure that education for all becomes the responsibilities of all (UBE, 2005).

The UBE arrangement is that the first nine years should be free, uninterrupted and compulsory. The goals of UBE, according to Federal Ministry of Education (2000) are to:

- i. universalize access to basic education
- ii. provide conducive learning environment and
- iii. to eradicate illiteracy in Nigeria within the shortest possible time.

The UBE programme as described above has realistic and laudable objectives which, if adequately implemented well, will no doubt improve the

literacy level of Nigerian citizens and enable them to live a fulfilled life and contribute meaningfully to the growth and development of the country. It is important to note that a similar educational programme introduced in the past precisely universal primary education (UPE) of 1976 was unsuccessful due to complacency.

According to Ogbonnaya (2009), Eddy and Akpan (2009) the problem of Nigeria educational system does not lie in inadequate knowledge or defective policies, rather with defective planning and poor implementation. They recalled that UPE of 1976 failed due to complacency. The failure, according to them was attributed to several factors, among which are inadequate trained teachers, inadequate infrastructural facilities and instructional materials, poor funding, and lack of effective supervision.

The UBE runs on Federal Government of Nigeria (FGN)-State (Federal Capital Territory inclusive) counterpart funds in meeting her capital expenditure and overhead expenses needs. It is 70% of the 2% consolidated revenue account. The distribution matching grant is to be utilized in the implementation of the programme as follows:

- a) 5% on Early Child Care Development Education (ECCDE)
- b) 60% on primary school education.
- c) 35% on junior secondary school education.

The 70% of the above funds are to be used for the provisions of infrastructural facilities, instructional materials, training and retraining of teachers, among others (UBEC, 2013) From the foregoing, there seems to be no doubt that the Federal Government is genuinely concerned about the provision of basic education to her citizens. According to Federal Ministry of Education (2013) the FGN/UBE initiative at the basic education started way back 2009. Till date, about 96, 326,675 books on mathematics, English language, other languages, basic science and technology, social studies for primary schools and library resources materials for junior secondary schools have been procured and distributed to public basic education institutions across the country.

Worthy of note is that the UBE curriculum is structured into three 3 components namely:

- a) Lower Basic Education for primaries 1-3
- b) Middle Basic Education for primaries 4-6
- c) Upper Basic Education for JS1-3

These subjects and contents of the new curriculum, according to Obioma (2013), will follow systematically from primaries 1 to J.S 3.

However, despite the above evidence with respect to the efforts being made by both Federal and State Governments in providing the UBE schools with Basic educational resources like infrastructural facilities, trained teachers, instructional materials, funding and others, there appear to be contrasting reports as to the availability, adequacy or quality as well as effective utilization of these resources for the effective implementation of the programme at all levels. Sobechi (2004) shares the view that some UBE schools lack

infrastructural facilities and instructional materials especially in the rural areas because what passed as schools are make-shift structures that look more like farm shades. The facilities on the ground are less encouraging to the very few teachers, who were posted to the areas. Supporting this view, Central Bank of Nigeria (2010) reported inadequate infrastructure and facilities in many schools in Nigeria.

What this means is that the remaining part of the population are outside the school system. Olupchunda (2013) revealed that there are an estimated 10.5 million of six years old Nigerians who had no access to early childhood education and a large number of school-aged children who labour for their parents or simply roam the streets during school period. These drop-out rates depict the level of access to education by the Nigerian children, which by implication betrays the universalization of education in Nigeria.

Considering the importance of the UBE scheme to national development and growth, Aluede (2006) opined that close examination of the implementation of the UBE programme should be done, since the objectives of the programme do not differ significantly from the objectives of the failed UPE scheme, which failed because of inadequate infrastructural facilities, instructional material, trained teachers, and funding.

In view of the foregoing, this study therefore becomes imperative that evaluation of Universal Basic Education with reference to adequacy and level of utilization of resources put in place in public primary schools in Lagos East Senatorial District of Nigeria is conducted.

### **Statement of the Problem**

Twenty-two years after UBE was launched by the Federal Government of Nigeria, it is appropriate to evaluate the programme for the purpose of accountability and quality assurance. A similar programme (Universal Primary Education) to UBE launched by the government in 1976 gradually lost focus and direction after a while and this ultimately accounted for its eventual suspension. Information within the purview of the public concerning the products of UBE and number of out of school children necessitate the need for empirical check to determine the correct situation of things more so as it affects Lagos East Senatorial District of Nigeria. Thus, this study evaluated UBE programme at primary school level in Lagos East Senatorial District of Nigeria with reference to resource availability, adequacy and level of utilization for effective teaching and learning.

### **Purpose of the Study**

The main purpose of the study was to evaluate the implementation of the UBE programme in public primary schools in Lagos East Senatorial district of Nigeria, while its specific purposes were to determine:

1. teachers' perception on adequacy of educational resources for primary schools in Lagos East Senatorial District of Nigeria.

2. pupils' enrolment pattern in primary schools in Lagos East Senatorial District of Nigeria.
3. adequacy of teacher-pupil ratio in primary schools in Lagos East Senatorial District of Nigeria.
4. adequacy of funds available to primary schools in Lagos East Senatorial District of Nigeria.
5. teachers' extent of utilization of available learning resources in Lagos East Senatorial District of Nigeria.

### **Research Questions**

The following research questions were considered germane for this study:

1. What is the perception of teachers on adequacy of educational resources in primary school in Lagos East Senatorial District?
2. What is the pupils' enrolment pattern in primary schools in Lagos East Senatorial District?
3. How adequate is teacher-pupil ratio in primary schools in Lagos East Senatorial District?
4. To what extent are funds adequate in primary schools in Lagos East Senatorial District of Nigeria?
5. What is the extent at which primary school teachers utilize the available learning resources in Lagos East Senatorial District of Nigeria?

### **Methods**

The design for this study was descriptive of survey type. The design is applicable because it entails collection of primary data from respondents without any form of manipulation for the purpose of describing population based on the problem of study. For this study, CIPP evaluation model was adopted. CIPP is an acronym for Context, Input, Process and Product. The CIPP model was considered appropriate for this study because of its robust nature in handling every element or aspects of a programme.

The population for this study comprised all class teachers and head teachers in public primary schools in Lagos East Senatorial District of Nigeria. Multistage sampling technique was adopted in selecting the sample for adequate representation of the population of study. At the first level, from the five (5) Local Government Areas (LGAs), three (3) were selected. From each of the selected LGAs, fifteen (15) schools were selected. Simple random sampling technique was employed across the two levels of selection. Intact unit of head teachers participated in the study with ten (10) class teachers from each school using simple random sampling technique. In all, 45 head teachers with 450 class teachers formed the study sample.

Two research instruments were put to use in data collection: Educational Resources Inventory Scale (ERIS) and Learning Resources Utilization Scale (LERUS). ERIS is a well-structured rating scale developed by the researchers to elicit information from head teachers as it concerns availability of educational resource. Head teachers' demographic data, pupils'

enrolment, number of teachers and running cost make up section A. Section B is a 3-point rating scale with 12 items that captured adequacy of educational resources in public primary schools. LERUS was the second instrument designed for measuring the extent at which primary school teachers utilize available educational resources in fostering effective teaching and learning among their pupils. The instrument was a 3-point rating scale (Not Utilized-NU, Occasionally Utilized- OCU and Often Utilized- OU) with 10 items.

Experts in scale development read through the items in both instruments and related them carefully to the research objectives and questions and thereafter offered suggestions that ultimately improved the instruments in language, content and structure. The two (2) instruments were put through test of reliability which yielded 0.78 and 0.69 alpha coefficients for ERIS and LERUS respectively.

The researchers visited the schools in the first instance for informed consent of the head teachers to have their schools participate in the study. The instruments were administered by the researchers supported by two trained research assistants. The researchers ensured that the respondents were adequately briefed before responding to the instruments. The whole exercise was carried out within four (4) weeks.

The data collected were subjected to analysis involving descriptive statistics of frequency counts, simple percentages, median, mean ratings and standard deviation to answer the research questions raised.

## **Results**

### **Research Question One**

What is the perception of teachers on adequacy of educational resources in primary school in Lagos East Senatorial District?

Given the scale used in measuring class teachers' perception of adequacy of educational resources in primary schools in Lagos East Senatorial District, six of the resources out of twelve items listed in the scale were considered adequate as indicated on Table 1. Looking at the items one by one writing materials (Median = 3.00), multimedia learning aid/devices (Median = 3.00), good and conducive classroom (Median = 3.00), measuring instruments like ruler and compass (Median = 3.00) and instructional materials like charts and diagrams (Median = 3.00) were the resources in adequate quantity in the schools.

Table 1

*Frequency Counts, Percentages and Median Showing Availability of Educational Resources in Primary Schools*

S/N	Item	Not Available	Not Adequate	Adequate	Median	Decision
1	Textbooks	2(4.4)	21(46.7)	22(48.8)	2.00	Not adequate
2	Well-equipped Library	17(37.8)	19(42.2)	9(20)	2.00	Not adequate
3	Well-equipped science/Computer Laboratory	18(40)	10(22.2)	17(37.7)	2.00	Not adequate
4	Writing materials	1(2.2)	3(6.7)	41(91.1)	3.00	Adequate
5	Desk and Chairs	1(2.2)	2(4.4)	42(93.4)	3.00	Adequate
6	Multimedia learning aid/devices	10(22.2)	10(22.2)	25(55.6)	3.00	Adequate
7	Good and conducive classroom	1(2.2)	5(11.1)	39(86.7)	3.00	Adequate
8	Measuring instruments like ruler, compass etc.	2(4.4)	12(26.6)	31(68.9)	3.00	Adequate
9	Instructional materials like pictures, charts, diagrams etc.	3(6.7)	14(31.1)	28(62.2)	3.00	Adequate
10	Recreational facilities	11(24.4)	15(33.3)	19(42.2)	2.00	Not adequate
11	Pipe borne water	5(11.1)	23(51.1)	17(37.8)	2.00	Not adequate
12	Alternative power supply e.g. inverter, generator, solar energy	20(44.4)	19(42.2)	6(13.3)	2.00	Not adequate

\*Figures in parentheses indicate percentage

**Decision Rule:** A median score of 3 indicates positive perception in favour of adequacy of the resource by the teachers while, a median score of 2 and below indicates negative perception in contrast.

Those resources considered to be inadequate in the schools that participated in the survey were relevant textbooks (Median = 2.00), well-equipped library (Median = 2.00), well-equipped science/computer laboratory (Median = 2.00), pipe-borne water (Median = 2.00), alternative power supply such as inverter, generator and solar energy (median = 2.00) and recreational facilities (median = 2.00).

**Research Question Two**

What is the pupils' enrolment pattern in primary schools in Lagos East Senatorial District?

Table 2

*Descriptive Statistics Indicating Pupils' Enrolment Pattern in Lagos East Senatorial District*

<b>Enrolment Figure</b>	<b>N</b>	<b><math>\bar{X}</math></b>	<b>S.D</b>
Enrolment for 2012-2013	45	58.04	26.54
Enrolment for 2013-2014	45	59.60	31.83
Enrolment for 2014-2015	45	60.60	27.30
Enrolment for 2015-2016	45	60.31	26.92
Enrolment for 2016-2017	45	64.87	38.64

Looking at the results on Table 2 pupils' enrolment ranges between 58.04 and 64.87 over a period of five years. The difference in the mean enrolment was just marginal between each year and another year that follows it. On a specific note, pupils' mean enrolment in Lagos East Senatorial District for 2012/2013 session was 58.04. In 2013/2014 mean enrolment of pupils was on a marginal increase to 59.60, while it rose further to 60.60 in 2014/2015. In 2015/2016, there was a slight drop to 60.31 with a leap again to 64.87 in 2016/2017. The figures were those for pupils who registered in primary one for each year under review.

**Research Question Three**

How adequate is teacher-pupil ratio in primary schools in Lagos East Senatorial District?

Table 3

*Descriptive Statistics Indicating Adequacy of Teachers in Lagos East Senatorial District*

	<b>N</b>	<b><math>\bar{X}</math></b>	<b>S.D</b>	<b>Decision</b>
Numbers of teachers	45	10.62	1.78	Adequate

Given the mean score (10.62) of teachers per school in Lagos East Senatorial District as shown on Table 3 to an average class size of 61 pupils, it translates to a total enrolment of 366 pupils per school. The ratio therefore was 1:34 which when compared to the national standard of 1:40, it was found to be adequate.

**Research Question Four**

To what extent are funds adequate in primary schools in Lagos East Senatorial District?



Table 4

*Descriptive Statistics Indicating Adequacy of Funds in Primary Schools in Lagos East Senatorial District*

	N	$\bar{X}$	S.D	Decision
Fund available in school	45	1.00	.00	Grossly inadequate

Given the results on Table 4 fund availability for the running of the schools was nil ( $X = 1.00$ ) on a 6-point scale of amount given to each school as running cost per session across the Senatorial District under survey. The implication is that government did not make any provision in terms of fund for the running of the schools.

### Research Question Five

What is the extent to which primary school teachers utilize the available learning resources in Lagos East Senatorial District of Nigeria?

Table 5

*Frequency Counts, Percentages and Median Indicating Utilization of Available Learning Resources in Primary Schools in Lagos East Senatorial District*

S/ N	Items	NU	OCU	OFU	Md	Decision
1	Textbooks	23 (5.5)	52 (12.4)	345 (82.1)	3.00	Often utilized
2	Library	153 (36.4)	175 (41.7)	92 (21.9)	2.00	Occasionally utilized
3	Science/Computer Laboratory	252 (60.0)	106 (25.2)	62 (74.8)	1.00	Never utilized
4	Writing materials	36 (8.6)	58 (13.8)	326 (77.6)	3.00	Often utilized
5	Desk and Chairs	57 (13.6)	122 (30.2)	236 (56.2)	3.00	Often utilized
6	Multimedia learning aid/devices	167 (39.8)	168 (40)	85 (20.2)	2.00	Occasionally utilized
7	Blocks of classroom	42 (10)	94 (22.4)	284 (67.6)	3.00	Often utilized
8	Measuring instruments like ruler, compass etc.	36 (8.6)	92 (21.9)	292 (69.5)	3.00	Often utilized
9	Instructional materials like pictorials, charts, diagrams etc.	82 (19.5)	112 (26.7)	226 (53.8)	3.00	Often utilized
10	Recreational facilities	179 (42.6)	160 (38.1)	81 (193)	2.00	Occasionally utilized
11	Pipe borne water	83 (19.8)	98 (23.3)	239 (56.9)	3.00	Often utilized
12	Alternative power supply e.g. inverter, generator, solar energy	74 (17.6)	123 (29.3)	223 (53.1)	3.00	Often utilized

\*Figures in parentheses indicate percentage

NU=not utilized; OCU=occasionally utilized; OFU=often utilized

According to the results on Table 5 the teachers put eight out of the twelve learning resources listed on the scale of measurement to use quite often. These resources were textbooks (Median score = 3.00), writing materials (Median score = 3.00), desks and chairs (Median score = 3.00), blocks of classrooms (Median score = 3.00), and measuring instruments such as ruler and compass (median score = 3.00). Others are instructional materials such as charts and pictorials (Median score = 3.00), pipe-borne water (Median score = 3.00) and alternative power supply such as inverter, generator and solar energy (Median score = 3.00).

Meanwhile, library (Median score = 2.00) and multimedia learning aid /devices (Median score = 2.00), were two learning resources occasionally put to use by the teachers. Science/computer laboratory (Median score = 1.00) was the only learning resources never utilized by the teachers.

### **Discussion of Findings**

The findings in relation to the research questions that seek to determine the perception of teachers concerning adequacy of educational resources in primary schools in Lagos East Senatorial District indicated that writing materials, multimedia learning aid/devices, blocks of classrooms, measuring instruments like ruler and compass and instructional materials like charts and diagrams were adequate in supply, while library, science/computer laboratory, pipe-borne water, alternative power supply such as inverter, generator and solar energy and recreational facilities were in short supply in the schools. This finding agrees with the submission of Okugbe (2009) who reported that resources such as writing materials, textbooks, desk, chairs, library, instructional materials, blocks of classrooms, pipe-borne water were adequately provided in primary schools in Ebonyi state. However, an earlier report (Dare, 2008) indicated that resources such as books, laboratory equipment, audio-visual materials, among others were in short supply among primary schools in Lagos state. The resources that were reported adequate were the basic ones without which schools cannot exist. Notwithstanding, the quality and appropriateness of these resources could not be ascertained as it was not captured by design of this study. Other resources that provide support for effective teaching and learning environment and by which quality of UBE programme could be measured were those found to be inadequate. However, the improvement recorded compared to the findings of Dare (2008) could be ascribed to the business of education being a work in progress. The improvement suggests that the schools have received the attention of government lately. It follows therefore that if government can sustain the attention being provided for basic education, no sooner than later that the quality of education at this level will attain an enviable position. The national problem of inadequacy of infrastructural facilities, teaching materials and amenities in Nigerian educational system is well captured in the submission of the former Minister of Education, Ezekwesili (2006) when she argued that the

physical infrastructure in Nigerian schools was below standard and grossly insufficient.

In reference to another objective of the study that sought to determine the enrolment pattern at the point of entry into primary school in Lagos East Senatorial District, the finding showed a steady increase from 2012/2013 to 2016/2017 except for 2015/2016 with marginal drop in enrolment figure. This finding corroborates the work of Olaniyan and Obadara (2014) who in their study established that primary school pupils' enrolment figure within the period of five years under review increased progressively in Oyo state. Amaka and Lagu (2014) also reported increased enrolment figures for a sampled period of three years among primary schools in Edo state. This might not be unconnected to the drive and improved commitment of the government to see to the fact that all children of school- age are taken off the street and enrolled in school. The implication of this incidence is that the government needed to be more committed to a steady increase in provision of resources in order not to frustrate the pupils being enrolled and parents of the enrolees. It is one thing to take the children off the streets into the classrooms, it is another thing to retain them by making the school environment friendly for learning and habitation.

The answer to research question three shows that the number of primary school teachers in the district was adequate given the prescribed national figure of 1:40 teacher-pupil ratio in the National Policy on Education (2014). Jekayinfa (2010), from his study provided a catalogue of teacher-pupil ratio for six states of Nigeria. The statistics obtained indicated 1:36 for Kwara, 1:97 for Bayelsa, 1:66 for Katsina, 1:62 for Yobe, 1:53 for Plateau and 1:53 for Ondo. Among the six states Kwara was the only state with sufficient number of teachers. Teacher factor in quantity, quality and spread could not be wished away if the country desires a success story of UBE programme. The result of this study as it stands shows that government was able to fulfill the teacher requirement of UBE in the district, whether the same thing was replicated in the two other districts of Lagos state is a challenge to be resolved by future studies.

Availability of funds for smooth running of the schools was another factor investigated with the result showing an abysmal nil record of fund provision from the government to the schools. The question is how have the schools been running without funds? There is no doubt many things they ought to do that require fund must have been ignored. Implementation of the programme must have been sustained on crude ways of doing things in the past. It is not unlikely; the teachers and the head teachers have been using their earnings to provide some services that are inevitable or the assistance of the PTA have always been sought when the need arises. The finding is well supported by submission of Ogbonaya (2009) and Oni (2008) who in their separate studies on why UPE programme of 1976 failed identified inadequate funds as the major hindrance for the implementation of the programme. Okemakinde and Sempebwa (2008) affirm that finance is one of the problems confronting the education sector owing to a drastic reduction in both the actual

and proportion of government fund allocated to the education sector, despite the UNESCO's recommendations of 26% of a nation's national budget. Similarly, Lawal (2007) in his study revealed that government budget on education was still very low as a result of which basic education in the country has not been fully implemented.

Lastly, the result obtained shows a not too encouraging use of library, multimedia aids/devices, recreational facilities and science laboratory except the basic resources that are inevitable for classroom instruction. The probable explanation could be exclusion of these resources in the schools and for multimedia aids/devices, poor knowledge of how to operate them by the teachers might be the reason. What is not cannot be put to use. This finding partly corroborates the report of Ortuanya (2012) that teachers did not maximally put to use the available educational resources and so identified as one of the challenges facing UBE programme in Lagos state.

### **Conclusion**

Based on the findings of this study, it could be concluded that as laudable as the UBE programme in fostering primary education in Lagos State is, resources and funds gap still widely exist. The gap must be carefully addressed while the enrolment trend of pupils sustained for the success of UBE to manifest for the good of the state and the country at large.

### **Recommendations**

Based on the findings of this research, the following recommendations are proffered:

1. Government should be more alive to its responsibility of providing requisite educational resources in all public primary schools in Lagos state. Education as a social service should be made to occupy its place of pride in the society.
2. Government should as a matter of urgency develop an initiative that will make funds available to run the schools steadily with a view to getting the desired outcomes.
3. Relevant stakeholders on implementation of UBE should be sensitized and encouraged to collaborate with government to provide educational resources in public primary schools.

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