

Impact Assessment of the State of Emergency Policy on Education and the Provision of Qualitative Education in Bayelsa State, Nigeria (2012–2015)

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ABSTRACT

This study adopts the descriptive and the empirical research designs to evaluate the implementation of the State of Emergency Policy on Education and the provision of qualitative education in Bayelsa State. The aim is to assess the extent to which the implementation of the policy has impacted on the educational sector of the State. It identifies the relationship between funding, availability of educational facilities, adequate manpower and the effective realization of qualitative education. The study makes use of both primary and secondary sources of data to establish the linkage between the implementation of the policy and the achievement of the expected goals of the policy in the educational sector. The primary sources of data included, personal observation, and interview of stakeholders such as parents, policy makers, practitioners, and members of the public in the education sector and the administration of questionnaire to respondents in selected primary, secondary and tertiary institutions in the State. The study is guided by four research questions. Using simple random sampling technique, a total of 190 copies of questionnaire are distributed, out of this, 183 copies were returned and these are used for the analysis. The data collected from the field are analyzed using simple percentages and tables. The study reveals among other things that the introduction of the state of emergency policy on education has not substantially impacted positively on the development of education in Bayelsa State. Consequently, it is proposed that a synergy be created between the public sector and the private sector in the development of the educational sector of the State.

Keywords: Education, Policy, State of Emergency and qualitative education.

INTRODUCTION

In today's globalized world and knowledge-driven economy, any society wishing to develop must put in place a proper and well planned educational system that will help drive technological advancement and transformation of society. The World Bank was quick to note this fact when it declared that "the capital of a poor man is himself" (World Bank 1999 in Jackson, 2011). The World Bank went further to observe that countries that respond astutely in providing functional education would experience progress, while others who do not respond face the

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risks of being stagnated and even slip backward. Human capital when adequately developed and sufficiently owned, remains the fundamental basis for wealth accumulation by any nation. Harbison (1973) notes that capital, income, and material resources are passive factors of production, while human beings are the active agents that carry forward development". Most nations in the world system have come to acknowledge this fact and are deliberately pushing forward to ensure that a larger proportion of their population become literate. Countries like the United States, Russia and much of Europe are close to 100% literate rate, whereas the likes of Japan, India, and Malaysia are closing up the literacy rate in their countries (Jackson, 2011). Undoubtedly, education is the real source within which society can effectively accomplish its developmental goals.

Bayelsa State created nineteen years ago is one of the youngest States in the Nigerian federation. As a young State, the State is faced with numerous problems ranging from lack of infrastructure; violent conflicts to gross deficiency in manpower especially qualified manpower in the various fields of endeavour. In the educational sector, this deficiency manifest in poor performance of students in external examinations, high rate of examination malpractice and high rate of drop-out. Poor facilities, inadequate equipment, poor funding, lack of incentives, poor monitoring and supervision have being identified as some of the daunting problems facing the educational sector in the State. These factors have contributed to the poor quality of education.

However, it should be noted that since the returned to democratic rule in 1999, successful administrations have initiated and implemented some forms of policies geared towards providing the citizens of the State quality education. Some of these policies include free and compulsory education, national and overseas scholarships, training and retraining programmes and the establishment of institutions. Nevertheless, there have been no significant improvement in the sector as the quality of education continue to dwindle with evidence of dilapidated structures, insufficient teaching staff, lack of laboratories, lack of libraries, shortage of classroom, overcrowded halls, lack of tables, chairs and writing desk etc., in the primary, secondary and tertiary institutions of the State. The education sector in Bayelsa State has been in doldrums as the sector face total collapse (Positive Impact, 2014).

In recognition of the critical nature of the sector and its importance to drive development and stability in society, as well as appreciating the enormous problems facing the sector, Governor Henry Seriake Dickson introduced the state of emergence policy on education in June, 2012 with the primary aim of addressing the fundamental issues confronting the sector with a view to uplifting education and placing it in its rightful place. Against this background the policy is meant to tackle the problems of low school enrolment, poor funding, Shortage of trained staff, poor facilities, among others.

Therefore, this study is set out to examine the impact of the implementation

of the policy in providing quality education in the State. Considering the fact that the main thrust of this study is the evaluation of the impact of the state of emergency policy on education by the Bayelsa State government makes it important to understand what policy impact means in the policy implementation process. Dye quoted in Ikelegbe (2006) defines policy impact “as the effect of a policy on real world conditions”. Ikelegbe (2006) sees it as the consequences of public policy on the environment. Flowing from the above definitions, policy impacts are the changes that occur in a particular problem area as a result of the implementation of the policy. Hence, policy impact is the measureable changes in social or physical environment that the policy programme was designed to produce. Flowing from this and with respect to our present study, policy impact refers to the changes produced in the area of education in Bayelsa State as a result of the implementation of the state of emergency policy on the education sector. In this regards, it implies asking the question whether the policy in question have achieved the desired objectives for which it was formulated and implemented. Though, policies have varied impacts, some direct, intended or unintended on other segments of the society. However, the impact on the target group or problem is our major preoccupation and has been made the main concern of analysis. Thus, the evaluation of the state of emergency policy on education has become imperative.

It is however, important to note from the onset that among developing nations, policy implementation has always been one issue government officials have not been able to find solution. Makinde (2005) is of the view “that policy implementation problem in most developing countries is the problem of widening gap between intention and result”. Honald (1979) cited in Makinde (2005) sees the implementation of policy among developing nations as that of “social carpenters and masons who fail to build to specification and thus distort the beautiful blue print”. Empirical findings suggest that there is wide gap between the implementation of the state of emergency policy on education and the attainment of qualitative education in Bayelsa State. The study attempts to identify those impediments that has created the gap between the implementation and the realization of the goals of the policy and goes further to make suggestions that can improve the implementation of the policy. Based on these, the following questions were formulated to guide the study:

- i. What are the aims of the state of emergency policy in Bayelsa State?
- ii. Is the state of emergency declared on the education sector necessary?
- iii. To what extent has the policy achieved it objectives?
- iv. What are the challenges facing the implementation of the policy?

Perspectives of the meaning of education defers from scholar to scholar. However, many have seen the concept of education as a process. Okoh cited in Nnabuo and Asodike (2005), states that as a process “education is the activity of preserving, developing, and transmitting the culture of a people from one

generation to another”. Orobosa (2010) defines education as “a process by which individual acquires the many physical and social capabilities demanded by the society in which he functions”. Education indeed is a process of acquiring knowledge and ideas that shape and condition an individual’s attitudes and interrelationship with others in society (Ehiametator, 2001). In relation to this Ukeje (1986) in Vanguard (2012) asserts that “education is a process of developing the child’s moral, physical, emotional and intellectual power for his contribution in social reforms”. Education thus is power; it is the art of the utilization of knowledge complete for successful living.

The importance of education to a people and a given society cannot be overemphasized. Education forms the largest part of the United Nations Education, Scientific and Cultural Organization (UNESCO) operations, in terms of allocation, financial and staff resources (Nnabuo and Asodike, 2005). The world body seeks to assist its member nations to strengthen and upgrade education and schooling with keen reference to promoting best innovative practices in education (Maclean, 2008). In its medium-term strategy (2008-2013), the world body asserts that “Development and economic prosperity depend on the ability of countries to educate all members of their societies and offer them lifelong learning” (Maclean, 2008). In this light many countries of the world develop educational policies geared towards the improvement of the sector in their countries. Knowing that an innovative society prepares its people not only to embrace and adapt to change which is the only permanent thing in life. This is owing to the fact that “education enriches culture, creates mutual understanding that underpins peaceful societies” (UNESCO in Maclean, 2008). Maclean (2008) also notes that there are many keys to development which include “improved infrastructure such as dams, roads, telecommunication facilities, ports and the like, but education is regarded as being the master key to economic and social development”.

The FRN (2004) National Policy on Education, Section 1 sub-section 5(a, b and c) talks about the Nigeria’s philosophy of education. According to the policy the country’s philosophy of education is based on:

- a. The development of the individual into a sound and effective citizen;
- b. The full integration of the individual into the community, and
- c. The provision of equal access to educational opportunities for all citizens of the country at the primary, secondary and tertiary levels both inside and outside the formal school system.

Thus, education as a tool for sustainable development and national integration and cohesion has been vigorously pursued by the federal government be it civilian or military (Nnabuo and Asodike, 2005). The constituent units (the States) of the federation have at one time or the other developed educational policies peculiar to the state and its environment, Bayelsa State inclusive. It is instructive to note that for a healthy, stable and equitable society, education must be qualitatively provided to ensure stability, freedom and the general wellbeing of that society

(Abass, 2008). A policy is a statement of goals and recommendations on a specific subject area which direct activities of an organization and which also defines the area or limits within which decision(s) can be made to achieve organizational goals or objectives (Okechukwu, 2013). Policy is an instrument that guides the proper functioning of an organization either public or private towards the attainment of the set goals of the organization. Higginson cited in Okechukwu (2013) notes that policy simply implies an overall guide setting up boundaries (e.g limits) that supply the general limits and direction in which managerial actions take place. In the words of Doerr 1998 cited in Ikelegbe (2006), policy is the “objectives or goals which a group (e.g organization, state, nation, international organizations) set for itself plus the means adopted towards achieving the postulated goals. Therefore policy involves setting of goals and the means through which the set goals are accomplished. A policy may be verbal or written and it is not restricted to the public sector but also private organizations and individuals who set target for themselves and work towards the realization of the set target (Ikelegbe, 2006).

However, when a policy emanates from the government, its agencies and functionaries it becomes public policy. A public policy therefore is an attempt by the government or its agency to address a public issue by instituting laws, regulations, decisions or actions pertinent to the problem at hand (Ayuba, Tella and Mbaya, 2012). This view of public policy is pertinent to the introduction of the state of emergency policy on education in Bayelsa State. The government of the State recognized the importance of education and believes that the development of the sector means a development of the entire Bayelsa society. A nation’s policy on education is therefore government’s way of realizing that parts of the national goal which can be achieve using education.

Educational policy thus refers to specific goals arrived at, that must be pursued through educational institutions (Okechukwu, 2013). Ogbannaya (2010) states that educational policy “concerns the formulation of a decision, its implementation and evaluation in the education sector. In a nutshell, educational policy is a public policy statement of a government indicating how the government intends to solve the problems of education with the view of improving the sector for effective service delivery. Hence, the state of emergency policy is a public policy statement of Bayelsa State government geared towards improving the sector in the State for better service delivery in the educational sector.

The realization of the stated goals of any policy depends largely on three important variables identified by public policy analysts. Policy goal achievement depends first on the formulation processes. Policy formulation process starts with the identification of the underlying problem that must be dealt with and goals or objectives that need to be pursued when controlling the problem (Ayuba, Tella and Mbaya, 2012). This is followed by the identification of the alternative methods of solving the problems and the possibilities of predicting the

consequences, for example, what are the consequences of the alternative actions? What technique can be adopted to predict these consequences? And if outcomes are uncertain, what is the likelihood of each by predicting the outcomes to be certain? The policy formulation stage will also have to evaluate the outcome that is, by what criteria should we measure policy success in pursuing each policy objectives? When these steps have been taken, then the policy maker will now make a choice based on all alternatives and consequences available (Ayuba, Tella and Mbaya, 2012). What this implies is that, the policy maker after considering the alternatives and consequences available to him will choose a more preferable and that which will yield more profitable results or outcome when implemented.

Given the rationale above, Okechukwu (2013) states that the policy formulation process includes an attempt to assess as many areas of potential policy impact as possible to increase the chances of a policy attaining its objectives. Policy formulation thus, involves the analysis and selection of the best policy option in solving public problem. However, it should be noted that the policy formulation stage is a very crucial stage that requires enough expertise, knowledge and understanding of all, as mistakes at this stage can badly affect the entire policy process. The state of emergency policy on Education in Bayelsa State faces such analytical views. However, it remained to be seen from our empirical evidence whether the formulation of the policy actually followed the usual processes.

The second variable critical to the attainment of policy goals is the effective and committed implementation of the policy. According to (Ayuba, Tella and Mbaya (2012), policy implementation process is the stage when after a problem has been identified and made its way to the policy agenda, and various options has been provided, what remains is putting the decision into action or practical programme. Hence, policy implementation is the action part or the actual carrying out of the policy aimed at attaining the goals. Ogbonnaya (2010) defines implementation as “the process of performing a task, an activity or programme”. Ayuba, Tella and Mbaya, (2012) defines policy implementation as “the policy making between the establishment of a policy and the consequences of the policy for the people whom it affects”. Therefore, policy implementation involves translating the goals and objectives of a policy into an operating or ongoing programme (Noruzi, 2011).

Scholars of policy analysis have identified varying elements or variables involve in the policy implementation process. For instance, Ikelegbe (2006), also identify the role of the implementing agency, the standard and objective of the policy, the importance of the implementation environment which contains factors or variables that affect and influence policy implementation as well as the resources (Funds, staff and incentives) devoted to a policy as critical determinants of implementation success. Bourdless (2014) states that effective policy implementation involves three key elements broadly categorized as organization,

which entails that policies be implemented by the appropriate government agencies or the agencies that are created for this purpose; interpretation – means that legislative intent is translated into operating rules and guidelines; and application – means that the new policy is in coordination with ongoing operations. Thus, the success of policy implementation is conditioned by a number of factors as suggested by Ikelegbe (2006) and Boundless (2014). Other factors that may be included are political will of the leadership, as well as a good understanding of the needs and problems of the people in the formulation stage of a policy.

Sequel to the above, policy implementation in Nigeria and among developing countries of Africa is usually very poor. While developing nations like Nigeria have rolled out very good policies, implementation has been the major problem. Policy analysts again have identified a number of factors influencing the implementation of public policy in Nigeria and the rest of developing countries in Africa.

Ayuba, Tella and Mbaya (2012) identify such factors as lack of political will, excessive demand for policy outputs, over ambitious and unrealizable policy goals, failure of political institutions as some of the factors affecting policy implementation in Nigeria. Ogbonnaya (2010) identifies over-ambitious policy goals, cultural consideration, political opposition, inadequate funds, bribery and corruption, lack of continuity and poor supervision as variables influencing the successful implementation of public policies. In his own view, Makinde (2005) asserts that “there could be implementation gap as a result of many factors, which could arise from the policy itself, the policy maker or the environment in which the policy is been made”.

Flowing from above, it is crystal clear that the policy implementation process is influenced by factors ranging from the environment to issues of inadequate funding, available manpower, bribery and corruption, lack of political will and so on. The result of this study will show whether or not these factors have influenced the implementation of the state of emergency policy on education in Bayelsa State.

The State of Emergency Policy on Education in Bayelsa State

A state of emergency is a period of rule meant to deal with an extremely dangerous or difficult situation. ‘State of Emergency’ means that the government can suspend and or change some functions of the executive, legislature and or the judiciary during this time. State of emergency is usually declared during periods of natural or human made disaster such as flood, earthquakes, famine, outbreak of dangerous health conditions, internal armed conflicts etc. State of Emergency has been an instrument or policy of a government to address urgent and precarious situations. This policy usually allows the government, its agencies and institutions to urgently respond to its people that are under severe threat to their wellbeing. In other words, state of emergency allows government to act quickly than it can during

non-emergency. The internal armed struggle in the North-East Nigeria by the Islamic set “Boko Haram” led to the declaration of state of emergency by the Federal Government of Nigeria during President Goodluck Jonathan’s rule. A state of emergency was also declared on the health sector during the spread of the deadly disease called “Ebola”. In all these occasions, the Federal Government made additional efforts by committing additional human, financial and material resources in dealing with the problems. However, what is paramount here is that it suggests the prioritization of the issues by the government.

In Bayelsa State, a state of emergency on education was declared on June, 2012 by the Hon. Henry Seriake Dickson led administration. Its pronouncement suggests the prioritization of the education sector for development and the administration’s seriousness towards the resuscitation of the education sector of the State. It means that the government will be more focus and committed to those areas directly or indirectly related to the development of education. A comment in Vanguard online (2012) provides the impetus for the governor in declaring the state of emergency on education. The comment reads:

As a focused and hard working man from humble beginning, Honourable Seriake Dickson recognizes that his strive for upward social mobility has been greatly enhanced by good and appropriate education and hence he is very conscious of the role functional education delivery can play in the lives of young Bayelsans(Vanguard online assessed July 24, 2015).

Equally, one can advance the argument that neither ill-luck nor low intelligent quotient (IQ) that is responsible for the woeful and dismal performances recorded in external examinations by Bayelsa children. Rather, the poor performance may be attributed to a systematic decline in teaching and learning accentuated by poor facilities, inadequate manpower, and lack of motivational incentives for teachers etc. The resultant effects are the mass failure in external examinations, examination malpractice, youth restiveness, cultism and other social vices in the State (Positive Impact, 2014). Therefore, it is assumed that by the introduction of this policy, government will give more attention and commitment, the needed focus and the necessary factors that will bring to bear effective coordination of the policy for the repositioning of the education sector for positive goal attainment. The policy is thus built around the following cardinal objectives.

1. To provide compulsory and free education for all children from primary to junior secondary school levels.
2. The establishment of new higher institutions and provision of adequate equipment for primary, secondary and tertiary institutions in the State.
3. Adequate funding for physical infrastructure and manpower development through training and retraining programmes both within the country and overseas.
4. Provision of measures towards providing more efficient and effective supervision and monitoring system.

METHOD

This study is carried out in Bayelsa State. A State located in the South–South geopolitical region of Nigeria. The study covers the education sector of Bayelsa State. The study utilized the descriptive and empirical research designs. The descriptive design involves the collection and analysis of relevant data while the empirical is derived from observation and experiment rather than theory. For the purpose of this study, 18 out of 565 primary schools, 12 out of 166 secondary schools from the eight Local Government Areas of the State and 4 out of 8 tertiary institutions were selected for the investigation.

The study made use of the primary source of data which the primary includes the use of questionnaire, interview and personal observation. A total of one hundred and ninety (190) copies of questionnaire were distributed to staff of selected primary, secondary and tertiary institutions in the State as well as staff of the State Ministry of Education and the State Universal Basic Education (SUBEB). Out of the 190 copies distributed, one hundred and eighty–three (183) copies were retrieved from the respondents and were used for the analysis. The simple random sampling technique is adopted in the selection of the schools and respondents. The data gathered from the field were presented using simple percentage and tables.

RESULTS AND DISCUSSION

Table 1 indicates that out of the one hundred and ninety (190) copies of questionnaire distributed to the selected primary, secondary, tertiary and government establishments shows that a total of one hundred and eighty three (183) copies of the questionnaire representing 96% were retrieved from the respondents and only seven (7) representing an insignificant 4% were lost. The analysis of the findings is therefore based on the 183 copies of the instrument retrieved from the respondents.

The table on the relevance of the policy shows that 84% of the respondents are of the opinion that the policy is relevant and only 30 respondents representing 16% do not see the need for the introduction of the policy (table 2). Table 3 showing the responses on the attainment of the objectives of the policy clearly indicates that 23% are of the view that the implementation have been adequate and have achieved its desired goals. On the other hand, a total of 77% of the respondents express the view that the implementation of the State of emergency policy on education have not been able to accomplish the stated objectives of the policy. Responses on the question on whether government is committed to the implementation of the policy indicate that while 36% of the respondents agree that the government has shown sufficient commitment to the implementation of the policy, 64% are of the opinion that the government has not shown sufficient

commitment to the implementation of the policy (table 4). The table 5 shows that 41% of the respondents are convinced that the government has provided adequate funding of the educational sector of the State, 59% reasoned otherwise. They are of the opinion that the government has not done enough in terms of funding of the sector to uplift education beyond what they have observed in recent times. The table on monitoring and supervision clearly shows that monitoring and supervision activities are low in the State's education sector. Though, 37% of the respondents said monitoring and supervision activities are high, 63% believe that supervision and monitoring activities are low (table 6).

Data obtained from the field clearly shows the acceptance of the 'state of emergency policy on education' by the people of the State. This acceptance of the policy is clearly indicated by the huge responses gathered from the field as most respondents attest to the fact that the policy is relevant for the development of the education sector of the State. The relevance and by implication the acceptance may not be unconnected with the deplorable state of education and educational infrastructure in the State that demand an urgent intervention by no other authority than the state. Making reference to the education sector in the State before the commencement of the policy, the Senior Special Assistant (SSA) to the Governor on Education Inspection and Policy observed that, "the educational system was in a state of comatose (National Reformer, 2014). Teachers were not eager to teach, children were not learning, most of the schools were in a bad shape" (National Reformer, 2014).

Similarly, the immediate past commissioner of Education Mr. Salo Adikumo (now a member of the State House of Assembly) states that, "the state of affairs and infrastructure in the education sector was pitiable. I can never imagine that past governments allowed the situation to deteriorate to the level we met it" (Positive Impact, 2014:17).

In the past and as was earlier noted in this study, Bayelsa State pupils in public schools have performed woefully in external examinations such as West African Examination Council (WAEC) Senior Secondary Certificate Examination (SSCE), The Joint Admission and Matriculation Board (JAMB) Examination, National Examinations Council (NECO) etc. The poor performance of the pupils may not necessarily be a function of low level of the students' intelligence. It should however be noted that the absence of conducive learning environment, equipped with the right quality of teachers and other learning facilities can to a large extent influence the performance of a pupil in an examination especially against his peers who have the privilege to learn in better learning environment. It was in the consideration of these factors that the need for an urgent intervention especially by the State was imperative to salvage the sector from total collapse. Hence, the introduction of the policy became relevant.

Every policy has aims or objectives it set out to achieve through effective implementation. As earlier mentioned, the state of emergency policy was set out

to achieve four (4) cardinal objectives in the education sector of Bayelsa State. In its implementation, the policy was aimed at achieving compulsory and free education for all Bayelsa children within schooling age, to establish new institutions and to ensure the provision of adequate equipment and infrastructure for better learning and teaching, to provide adequate funding for physical infrastructure development, manpower development through training and retraining programmes here in Nigeria and overseas, and the desire of the administration to put in place measures that ensure efficient and effective supervision and monitoring of staff in schools.

However data obtained from the field shows that the implementation of the policy has not been able to attain the policy objectives. When a government makes education compulsory, it simply implies that every child within school age should have access to education and should not be seen to have been deprived from it as a result of poverty and distance. It further implies that the government will make schooling facilities available in easily accessible areas for all and sundry to benefit from it. On the other hand, when education is made free, it means that parents have been relieved from the payment of the usual tuition fees for their children and wards. The state of emergency policy is to attain this laudable goal in the state where every child within school age are in school and the parents are not to incur the cost of tuition fees, for the child. Embedded in this policy was the provision of school uniforms, sandals, socks, school bags, text books and note books for the pupils in primary and junior secondary schools by the government. The underpinning rationale of the government is to withdraw the large number of Bayelsa children found in the streets engaged in one form of hawking activities or the other even during school hours.

In implementing the policy, the State in 2013 claimed to have distributed free school uniforms, text books, sandals, school bags, socks and other materials valued at about N776 million to primary and secondary school pupils (Positive Impact, 2014). Salo Adikumo the then Commissioner of Education also said, that a total of 100,000 school uniforms at the cost of N180 million were provided for school pupils, while the delivery of additional 100,000 was being awaited (Positive Impact, 2014). The commissioner further stresses that government spent N480 million for 512,000 note books, N1,470,000 for 980 school bags, N300,000 for 1,016,000 pairs of socks and 483,000 pairs of shoes.

It is important to note that there are over 554 primary and over 320 secondary schools spread across the eight local government areas of the State. The researcher sought to know the specific number of primary school pupils and secondary school students from government officials, but no specific figures were given except a rough estimate that put primary school pupils a little above one hundred and eighty thousand (180,000) and above eighty-six (86,000) secondary school students spread across the eight local government areas. Obviously then, a 100,000 school uniforms for both primary and secondary school pupils is gross

inadequate. Interview with some principals and Head teachers of selected primary and secondary schools reveals that they actually received some text books and note books from government officials but that such materials were not enough. Particularly, the principal of junior secondary school 1 Amassoma said that, "The materials (e.g; uniforms, text books) were received by the school". He however, said that these materials were not enough "particularly the school uniforms were only eighty-five (85) given to the school" while there are over four hundred and fifty (450) students. For other materials such as socks, school shoes and bags, none were received according to the principal. The situation was the same especially in most primary and secondary schools in the interiors of the State. In some cases neither the uniforms none the school bags, socks and books were received from government.

With respect to the payment of fees, field data suggest that students of Bayelsa State origin do not actually pay tuition fees from primary to junior secondary school levels. However, some persons interviewed argued that their children and wards are usually made to pay one form of fee or the other ranging from examination fees, sport fees, development levies etc. and when they fail to pay, their children and wards are driven out of school. Such children are found in their houses assisting their parents in one way or the other. Most are in the streets hawking. The situation is even worst in the interior areas of the State. Therefore, education in Bayelsa State is not totally free and though, it is said to be compulsory, but every child do not have the means to remain in school. Education has been as a cheap political weapon among politicians in Nigeria. The free and compulsory policy of education in Bayelsa State is just another political weapon used by the Henry Seriake Dickson's government to gain support, acceptance and favour of the people.

There is a significant relationship between educational infrastructure and the provision of quality education in any given society. Education facilities are those things which enable a skillful teacher to achieve a level of instructional effectiveness that far exceeds what is possible when they are not provided (Jaiyeoba and Atanda, 2005). It relates to those materials outside human resources needed for the educational sector to achieve its goals. According to Ehiametalor (2001), educational facilities include, plants, equipment, buildings, furniture such as tables, chairs that enable the teacher to perform his work efficiently and effectively for the attainment of the desired goals. Olokor (2006) notes that the use of instructional facilities enhances learning experiences and leads to interaction within the learning environment.

Undoubtedly then, educational infrastructure contributes in no less ways the effective attainment of educational goals. In the absence of adequate facilities for learning and teaching, educational objectives can rarely be achieved. The non-availability of facilities in almost all primary, secondary and tertiary institutions in Bayelsa State make learning and teaching difficult. The state of

emergency education policy is set up to address the basic issues of lack of or the poor state of educational facilities in the State (Positive Impact, 2014). Against this backdrop, the implementation of the policy was to ensure the provision of adequate infrastructure such as the provision of classrooms, tables, desks, chairs renovation of dilapidated structures, building of new ones, science equipment, laboratories, and libraries and so on. In addition, the government is to establish new institutions in the State and further strengthen existing ones.

At the initial stages of implementation, the government embarked on the renovation of some existing structures in some primary and secondary schools. Most visible of these are the schools located in the urban areas. For example, a visit to Bishop Dimiri Grammar School-Ovom, Yenagoa, St Judes' Girls Secondary School- Ovom Yenagoa, Primary school Biogbolo, Yenagoa, Junior secondary school, Kaiama and the two primary schools in Sagbama, Toru-Orua and Tougbotowns shows that they are all renovated and in some cases a new structure has been added to the existing one particularly the primary school in Biogbolo in Yenagoa metropolis. The field survey also indicates that a total of eight (8) tertiary institutions were established in the State. They are: (i) Bayelsa State College of Arts and Science. Elebele, (ii) Bayelsa State Polytechnic, Aleibiri, (iii) Maritime Academic Okpoama, (iv) Bayelsa State Teacher's Training Institute, Toru-orua, (v) International Institute of Tourism and Hospitality, (vi) Institute of Catering and Hotel Management, Yenagoa, (vii) Music school, Yenagoa and (viii) Bayelsa State Institute of Sport Asuoama in Kolokuma/Opokuma local government area of the State.

Although these infrastructures (e.g; building of new structure and renovation of some dilapidated ones and the establishment of new institutions) are all critical to the provision of quality education. Okechukwu (2013) asserts that for effective implementation of educational policy, infrastructure facilities must be provided in adequate quantities. The provision of adequate facilities both in quantity and quality to enhance the teaching and learning environment is a cardinal objective of the policy. Nevertheless, data gathered from the field and the researcher's personal observations show that the policy lacks holistic approach to the provision of physical infrastructures as most of the new structures build and old structures renovated are found in the urban centers, while the villages and communities in the riverine areas are ultimately neglected. By this the educational sector suffers the same fate as when the policy was not introduced. Thus, the state of emergency policy on education has not make any impact in terms of provision of infrastructure in the education sector especially in the rural localities. Whereas the greater number of the population of the state is found in the local areas.

There is also a lot to debate about in the area of establishment of new institutions in the State. While development economists have drawn our attention to the relationship between growth and development, many also acknowledged

the fact that growth (in this regards expansion or an increase) is not the same as development that is usually defined as the qualitative impact an increase in production brings about in the living standards of a people. Therefore, the mere establishment of institutions without proper funding, and adequate provision of facilities and manpower cannot bring about improved quality in education in Bayelsa State.

However, information gathered from the field shows that out of the eight newly created institutions only one is functional (Bayelsa State College of Arts and Science, Elebele) in Ogbia local government area. The college in the 2013/2014 academic session presented a total of fifteen programmes for accreditation by the National Board for Technical Education (NBTE). Out of this number only one programme (computer science) was approved by the board for take-off. However, two other programmes have also been approved by the board (Department of Statistics and the Department of Accountancy) in the 2014/2015 academic year. In an interview with the Rector of the college, it was revealed that the inability of the management of the school to get its programmes accredited was as a result of lack of infrastructural facilities and equipment such as classrooms, staff offices, library, science equipment and laboratories as well as inadequate manpower.

At the Maritime Academic in Okpoama Brass, there are only three (3) appointed staff (e.g. the Provost, Registrar and the Chief Security Officer) appointed by Government. The Academy is established by an Act of the State House of Assembly in 2012. The State Polytechnic established by law in 2014 has no staff just as that of the International Institute of Hotel and Hospitality, the Sport Institute etc.,. The State College of Education has five faculties (Schools), (the faculty of Arts and Social Sciences, Education, Sciences, Vocational and Technical Education and the faculty of Languages). However, none of its departments under these faculties are accredited by the National Commission of Colleges of Education (NCCE). The Provost of the college at Sagbama attributed the problem to inadequate facilities and the right mix of academic and non-academic staff. It is also important to note that the faculty of Law, Accounting, Computer Science and three other departments of the State owned university (Niger Delta University) were de-accredited by the National Universities Commission during a revisit to the University in 2013. Similar factors were given for de-accreditation of the programmes.

Flowing from above, it indicates that the provision of quality education in any given society do not solely and ultimately depend on the multiplicity of institutions. Though, important as it maybe, provision of quality education depends to a large extend on the proper and adequate functioning of established institutions with the right manpower and the right infrastructural facilities. The state of emergency policy on education was intended to establish new institutions and to strengthen existing ones to improve education status in the State. However, from

every indication the policy has not achieved this laudable goal. Among educationists there is a general agreement that the teacher is the central figure and the source of any educational reforms thus depend on him (Emezi, 1987; Itotoh 1997; Obasi,1982). The FRN (1987) national policy on education section II acknowledges that for effective learning to take place, "adequate staff is required in adequate number and quality at the different operational levels in local, state and federal institutions". Thomas (1988) also observes that "the best school is not the one that is necessarily housed or equipped though they do facilitate school work, but what is most important is the quality of the teaching staff which must be plentifully staffed with well qualified teachers". These opinions clearly show the close link between the availability of qualified manpower with the right quantity and the attainment of quality education in a given society.

The implementation of the state of emergency policy was geared towards the provision of adequate manpower for primary, secondary and tertiary institutions of the State. One major proposal of the policy was the attainment of a programme of consistent training and retraining of staff of schools either locally or through oversea scholarship for higher degrees and so on. This prompted the Henry Seriake Dickson's led government to establish the Bayelsa State Teachers' Training Institute in Toru-Orua his home town in Sagbama L.G.A. In addition to training and retraining of existing staff, the government was to embark on employment of qualified persons in view of meeting the required quantity of qualified personnel in the education system.

However, views from respondents from the field suggest that the policy has not been able to address this situation. The researcher sought to know the total number of teachers in both primary and secondary schools in the State from officials of the Universal Basic Education (SUBEB). Only an estimated figure of 3,306 qualified teachers of the primary school level was given to the researcher out of 5,166 teachers employed at this level of education. The body also told the researcher that enrolment into both primary and secondary schools in the State increased after the introduction of the policy to above 363,459 and 42,538 in the primary and secondary levels of education. The table below shows the distribution of the number of qualified teachers in primary schools across the eight local government areas of the State.

From table 7, the population of teachers in the State totalled 3, 306 qualified teachers teaching at the primary school level. This is an indication of a significant manpower gap at the level of primary school the very foundation of education. This lacuna requires training and retraining of teachers and the addition of others through employment. The training and retraining particularly of primary and secondary school teachers was saddled on the State's Teachers' Training Institutes sited at Toru-Orua in Sagbama L.G.A. A visit to the site, one can see a robust structure put in place. Nevertheless, a chat with the Director of the Institute reveals that the Institute since it was established in 2012 has conducted only one

retraining session for primary and junior secondary school teachers. The second training session was scheduled to start in 2013 which the researcher was contacted to present position papers on "The relevance of social studies education at the primary school level and "teaching methods in social studies". This training session could not hold due largely to lack of funds.

In recognition of the dynamic nature of the teaching profession, teachers mostly at the lower levels of teaching need to be upgraded and updated with emerging knowledge and information to place them in most advantageous level when impacting knowledge on their pupils.

Obasi (1982) argues that the concept of education cannot be properly defined or conceptualized without reference to those who impact the knowledge. That is to say, teachers are the pillars and the life wire of the educational sector. Therefore, the strength of an educational system Bayelsa State inclusive, largely depend on the quality of its teachers. Bereday and Launwery (1983) posit that an educational system need to "attract sufficient number of the right caliber of people to the profession, providing them with the requisite training and ensuring that their status are commensurate with the importance and responsibility of their works". Unfortunately, especially in the case of Bayelsa, the government pays more attention to the renovation and creation of more Institutions than to the training of qualified teachers and subsequent retention of such teachers. The resultant effect is the continuous deterioration of the quality of education in Bayelsa State.

Concerning the monitoring and supervision, data from the field show that monitoring and supervision of education personnel by government officials is low and as such the attitude and perception of staff to duty has not changed significantly. Thus, the policy goal towards changing the attitude of education personnel towards duty has not been accomplished. Teachers have been the primary source through which educational policies are implemented. Their attitude and perception towards the implementation of any educational policy can also determine its success. This is the reason why effective monitory and supervision is sine qua non to effective implementation. However, as it has been shown, the state of emergency policy on education has failed to provide effective supervision over education staff.

Finally, findings from the field shows that the implementation of the policy is challenged by a number of factors ranging from inadequate funding, lack of political will on the part of the government to sabotage, corruption and lack of effective monitoring and supervision. Funding is a critical factor in the realization of policy goals. Proper funding and effective monitoring and supervision in essence constitute the political will and commitment on the part of the government to the attainment of the desired goals of a policy. However, field data indicates that the education sector in Bayelsa State is grossly underfunded by the government. This is irrespective of the declaration of the state of emergency policy. Underfunding

of the sector has always been a problem, educationists and observers have often complained about inadequate funding. However, their hope was galvanized with the declaration of the policy that it will bring succour to the problems of underfunding of the sector. But this hope is already dashed.

It should be noted that it is lack of funding that is responsible for the lack of infrastructural facilities, poorly equipped libraries, lack of science laboratories in schools, the lack of accreditation of programmes in both the Bayelsa State College of Arts and Science and the College of Education, the de-accreditation of some programmes in the Niger Delta University, the inability of the Teacher's Training Institute to organize training for teachers and non-functionality of most of the established Institutions by the government. Equally, principals and head teachers of secondary and primary schools and administrators of tertiary Institutions confirm to the researcher that their Institutions are not adequately funded as subventions from government are not regular making effective and efficient administration difficult. Teachers are also not properly motivated as promotions are without financial benefits and arrears are not paid.

Inadequate funding has also bedeviled overseas scholarship programme of the state government. In 2014 over twenty students of Bayelsa State origin were stranded in Malaysia following the inability of the State government to pay their school fees and allowances for a period of two years (Abarowei, 2014). While only five months allowances was paid to students studying in various universities in Russia out of the outstanding allowances for two years (Abarowei, 2014). Some students have been deported back to the State as they were caught been involved in some shady activities in their host countries. Thus, inadequate funding has impacted negatively on the provision of quality education in Bayelsa State. This implies that the implementation of the state of emergency policy on education has not attained the desired goals for which the policy was initiated.

Equally challenging the implementation of the policy are the twin problems of sabotage and corruption. Data derived from respondents from the field confirms that the State government usually pays for both the WAEC and NECO examination fees for students of Bayelsa State origin. It was revealed that Head teachers of primary schools and principals of secondary schools usually extort one form of levy or the other from students. Despite complaints from parents the State government has done nothing to checkmate this trend perpetrated by school administrators. This is a clear indication of lack of monitoring and supervision in the school system by government officials. This trend also indicates the extent of corruption and corrupt practices in the education system.

Information received from the field shows that the implementation of the policy is challenged by the lack of an institution separate from the conventional bureaucratic institution for the implementation policy. As vital as the policy is to the development of the education sector and society in general, the government did not deem it fit to establish an implementation committee (e.g a task force)

especially to ensure the attainment of the objectives of the policy. Rather the implementation is in the hand of the ministry of education. The civil service is known to be one of the most corrupt public institutions in the country. It is not uncommon therefore that fund that may have been released for projects can easily find their way into private pockets. Besides, bureaucratic bottlenecks such as red-tapism can also hinder the smooth implementation process of the policy.

Sometime in May, 2014, the State House of Assembly approved the release of the sum of three billion (N3billion) on the request of the governor for the completion of ongoing projects in the educational sector. Three months later, another two billion (N2billion) was also requested by the governor for the same purpose (Positive Impact, 2014). Yet, the educational sector remains poorly funded with dilapidated structures spread across the eight local government areas of the State. This is a clear case of corruption. Thus, corruption and corrupt practices of government officials remains a major problem to policy implementation in particular and Nigeria in general.

Table 1: The distribution of the questionnaire

S/N	Institutions	Number distributed	Number retrieved	Number not retrieved
1	Primary schools	35	33	2
2	Secondary schools	45	42	3
3	Tertiary institutions	40	40	-
4	Ministry Of Education	25	24	1
5	Post-Primary Schools Board	20	20	-
6	SUBEB Board	25	23	2
7	Total	190	183	7

Source: Field survey, 2015

Table 2: Responses on the relevance of the policy.

Options	Respondents	Percentage
Yes	153	84
No	30	16
Total	183	100

Source: Field Survey, 2015

Table 3: Responses on the attainment of the stated objectives

Options	Respondents	Percentage
Yes	42	23
No	141	77
Total	183	100

Source: Field Survey, 2015

Table 4: Responses on the commitment of the government.

Options	Respondents	Percentage
Yes	65	36
No	118	64
Total	183	100

Source: Field Survey, 2015

Table 5: Responses on the funding of the sector

Options	Respondents	Percentage
Yes	45	41%
No	108	59%
Total	183	100

Source: Field Survey, 2015

Table 6: Responses on the rate of monitoring and supervision by government officials

Options	Respondents	Percentage
Very high	25	14
High	42	23
Low	81	44
Very low	35	19
Total	183	100

Source: Field Survey, 2015

Table 7: Distribution of qualified teaching staff as at 2015

S/N	L.G.A	Primary Schools	Teachers
1.	BRASS	44	165
2.	NEMBE	86	168
3.	EKEREMOR	86	269
4.	KOLOKUMA/OPOKUMA	24	257
5.	OGBIA	73	663
6.	SAGBAMA	62	447
7.	SOUTHERN IJAW	131	569
8.	YENAGOA	59	678
9.	TOTAL	565	3,306

Source: Field Survey, 2015

CONCLUSION

This study was set out to evaluate the impact of the state of emergency policy on education in Bayelsa State. The study was based on four objectives as it relates to the implementation of the policy. The study also raised four research questions

that guided the researcher in the attainment of the objectives of the study. Equally, the work made use of primary source of data in the analysis of the issues raised in the study. Empirical findings suggest that the poor state of the educational sector needed such emergency government intervention in the sector to improve both facilities and the quality of students it produce. Therefore, it was a welcome idea when the incumbent administration introduced the policy.

Nevertheless, empirical assessment of the implementation of the policy reveals that its introduction and implementation has not contributed significantly to the educational advancement in the State. Put differently, in spite of the implementation of the state of emergency policy, those issues(e.g, dilapidated structures, low enrolment of students, poor performance of students in external examinations, lack of qualified manpower, poor funding, poor supervision, etc) that necessitated its introduction are still visible in the State's educational system. Based on this observation, respondents concluded that the implementation of the policy in the last three years has not attained its stated objectives. Thus, the policy has failed to create the desired impact on the educational system of the State.

The failure of the policy to achieve the desired goals, shows it was as a result of a number of implementation gaps that often characterized policy implementation in developing countries. In the realm of government official, corruption, the absence of an implementation institution and inadequate funding from government marred the success of the policy. At the level of implementint the policy, sabotage on the part of school administrators has also contributed to the lack of success of the policy. This study therefore suggests that a synergy be created between the public sector and private sector in the development of the educational system of the Bayelsa State.

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