

Impact of Boko Haram on Teachers' Recruitment and Retention in North Eastern Nigeria

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Abstract

The illegal actions of Boko Haram protesters have had enormous effects on the economic, social, political and educational development of the North Eastern geo-political zone of Nigeria. Evidence of this proliferate in colossal poverty, social dislocation characterized by hundreds of thousands of individuals which include; women, children and the elderly persons, dispersed in Internally Displaced Peoples' (IDPs) Camps, millions of out-of-children and demolition of important organizations in the region schools are inclusive. This study therefore, examined the impact of Boko Haram activities on teachers' recruitment and retention and by extension it affects education and socio-economic development in Northeastern Nigeria with emphasis on Yobe State. The study is both qualitative in nature, with data obtained through both interview methods. 20 respondents were purposefully interviewed because of the knowledge and experience they have on the issue under investigation. This study adopted Galtung's Structural Violence theory to provide theoretical direction for the paper. In analyzing the data obtained, the researcher thematically analyzed the qualitative data. The study found that Boko Haram insurgency has had negative effects in all ramifications of the lives of citizens of the study area. The study recommends that the Yobe State government should provide special economic intervention programs by way of bailout funds to all the affected individuals to restart their lives. again, Government should also provide rehabilitation and trauma centers in all the affected parts of the state, particularly for women and children who have been unprotected to the deadly activities of the Islamist group.

Keywords: *Armed Conflict; Boko Haram; Decade; Evidence; Impact; Insurgency; Recruitment; Retention; Teachers.*

Date of Submission: 08-05-2024

Date of acceptance: 20-05-2024

I. Introduction

Conflict is a phenomenon that has entered and affected many sectors in the world Nigeria inclusive. According to Laqueur, (1999:43) & Weinberg and Eubank, (2006:3) Terrorism is the "propaganda of the deed" and "propaganda by deed". This indicates the advertisement of the agenda of terrorist groups by their actions. Actions that have grave communal effects incline to have dangerous influence beyond the effects they have on the instantaneous goals. Such actions are likely to aggravate other actions from groups through its memorandums. Of all the plans of insurgency, violence has been the selected choice of rebellion accessible to both political and religious rebels. Furthermore, Agara, (2015) showcase that the propaganda impacts or affects the choice of terrorism over other methods of insurgency such as coup d'etat and guerrilla war amongst others make it use deliberate.

According to (Filmer et al., 2006; Barrett, 2011) education systems in sub-Saharan Africa (SSA) is surrounded with many problems. Despite government effort on solid development in increasing access to primary, secondary and tertiary education, deliberations on the post-2015 education program dependably suggested that education quality should be a first priority. This is authenticated by a variety of available indicators. Similarly, (Altinok et al., 2014) pointed that international learning assessments specify that SSA countries focused in the lower tail of the cross-country mean achievement and distribution. A study by (Gove and Cvelich, 2011; Pritchett et al., 2013) reveals that many children seem to be passing through primary school without learning even basic education skills. In addition (Jones et al., 2014) lamented that test scores from East

Africa show that less than one-third of students in third grade are able to complete a reading assignment at the second grade level.

Perspectives on Teachers' Recruitment and Retention in the Midst of Boko Haram Insurgency in North East Nigeria

This study was prompted as a result of some gaps identified in the existing literature in the field and area. Evidence from the literature suggests that most of the existing studies were based on popular indicators (democratic deepening and institutionalisation) thereby neglecting important aspects of regime's social welfare performance in democratic consolidation. This is despite its current significance in most developing nations. Also, previous studies were investigated without studying particular political regime, its social welfare responsibilities, and level of democratic governance structure. More so, the previous studies mostly used quantitative research approaches thereby producing only a restricted flow of information towards understanding this political phenomenon.

The novelty of this study thus centers on the fact that there has never been any comprehensive account of any regime's social welfare performance in achieving democratic consolidation particularly in Yobe state, Nigeria. This new contribution in the current literature particularly in a developing society like young Yobe state in Nigeria is not only crucial for the advancement of democratic consolidation but had certainly filled such gap in the literature. As the current study emphasised on unexplored, emergent nature of political dynamics of social welfare performance in democratic consolidation especially in developing democracies at sub-national levels, this study is robust as it captured the opinions of democratic stakeholders. Hence, findings of this study provide significant theoretical, methodological and policy implication as subsequently presented.

Education Development

A study by Ali, Ku Hasnita & Mohammed (2018) disclosed that education development is now considered an important element in combatting poverty, exploitation and promoting democracy. Hence, it not surprising that at global and local levels there have been rapid but in some cases, the gradual transformation of education development system spearheaded by governments and development bodies through policy formulation and implementation. In Nigeria, this development is however diverse as each sub-national levels depicts a different scenario in the country.

From the above the above education development arrangement in Nigeria, certain education goals indicate decentralised decision making towards improving the management of the education system Ali, Ku Hasnita & Mohammed (2018). Similarly, Carson, Noronha, and Trebilcock (2015: 24) disclosed that "country's decentralised education system allows for states and municipalities to serve as national workrooms for advanced educational programming." Therefore, the achievement or letdown of a self-government administration in Yobe state on how it proficiently managed educational problems through proposed key EDGs is to be determined by the nature of its creativities and strategies in the education subdivision. In this setting, it means that the state governments through its SMOE will have to expand its major responsibilities, roles and functions towards ensuring these educational mandates are resourcefully distributed by the independent government in power. Within the framework of socio-economic and democratic consolidation, this regime's EDGs cannot be achieved however if its education objectives are not well articulated towards achieving its overall education development agenda.

Although, there is convergence and divergence of opinion among the informants, six significant themes linked to the general performance and impact of the regime in education development on democratic consolidation emerged from analysis of the data. These include education budget and financial expenditure, human resource for education, education infrastructure and facilities, girl child education, net enrolment rate, and improved education development outcomes. Hence, the above mentioned six themes provided in this sub section are subsequently explained in details from 5.3.1 to 5.3.6.

On the second objective (to assess the impact of the regime's social welfare performance on democratic consolidation) key themes emerged with each either portraying a negative or positive determinant of the regime's social welfare performance. Hence, an understanding of the regime's social welfare baseline when it took office in terms of social welfare indicators were provided as the standard for the progress made so far or otherwise. Overall, the development target by this regime in each area served as the benchmark for understanding the impact of the regime's social welfare performance on democratic consolidation from 2009-2015. In this regard, 2009 unless stated otherwise provided the baseline and 2015 served as the ending point which served as the justification for the assessment. Importantly, the baselines provided a reflection of the

situation this regime met in the year 2009 and the year 2015 reflects the ending situation after the regime's social welfare performance and its likely positive or negative impact it may have on democratic consolidation.

Problem Statement

Conflict is not only a threat to government or democracy but on teacher's recruitment and retention in the North-eastern part of the nation. It is also a threat to the lives and property of innocent people as well as their aspects of lives in the society. The negative impact of attacks and reprisals attacks between the Boko Haram sects in Northern Nigeria, Yobe inclusive, has affected teacher's recruitment and retention in the North-eastern part of the nation, which has directly affected teachers as well as their mode of their recruitment. It is known that teachers are the back bone of all development and nation builders as well, but unfortunately Boko Haram has affected their recruitment and retention system in the North-eastern part of the nation. More so, the activities of the said group have played a negative impact on the children who are the leaders of tomorrow that the society expects them to contribute to the nation development. These shows that Boko Haram has become a very strong force as a result of established connections with International Terrorist Organizations (ITO). This transformation has made Boko Haram so robust and urbane that it has brought about an overwhelming insurgency in the Northeastern states of Nigeria, especially Borno and Yobe states. In fact the Nigerian government has been unable to overcome Boko Haram activities and was forced to declare a state of emergency in the affected states of the North-eastern part of the nation. The issues seeking answers in this study therefore are what and how the insurgent group affects teacher's recruitment and retention in the North-eastern part of the country, especially Yobe state, thereby posing such a grave threat to the national security of the country. Given this, the study merits to examine the negative impacts of the Boko Haram insurgency on teacher's recruitment and retention in the North-eastern part of the nation, with particular emphasis on Yobe State.

Objectives of the Study

1. To examine the impact of decade of armed conflict on teachers' recruitment and retention in Yobe State?
2. To investigate the consequences of the armed conflict on teachers' recruitment and retention in Yobe State?
3. To identify how armed conflict affect teachers' recruitment and retention in Yobe State?

Research Questions

1. What are the impact of decade of armed conflict on teachers' recruitment and retention in Yobe State?
2. What are the consequences of the armed conflict on teachers' recruitment and retention in Yobe State?
3. How armed conflicts affect teachers' recruitment and retention in Yobe State?

II. STUDY AREA AND METHODS

Study Area: Yobe State

The study was conducted in Yobe described as one of the educationally disadvantaged states in Nigeria with Governor Gaidam's regime from 2009-2015 as the case in point. Located in North Eastern region, Yobe carved out from old Borno state on 27th August 1991 is situated within latitude and longitude 11o N and 13.50 E respectively with 47,153 km² total land area. Based on the projected 3.2% growth rate per annum, Yobe's current population is about 3.5 million. With 70% rural population, Yobe state has 12% and 32% female and male literacy rate respectively spread across its 17 Local Government Areas [NPC, 2008]. With Islam as the predominant religion of the citizens, Kanuri, Fulani, Hausa, Bade, Ngizim, Kare-Kare, Bolewa and Ngamo are the major ethnic groups in the state. Generally, farming, commerce and trade are the main occupations of the citizens. Yobe state like most Northern states in the country operates a pluralistic education system with both Islamic and western systems serving the populace.

Research Methodology

Although a general research methodology was provided for the assessment of Gaidam regime's social welfare performance in achieving democratic consolidation in Yobe state, Nigeria (Abbas & Ku Samsu, 2017), in this paper, the focus is on the expanded qualitative research methodology for education human resource and education development alone. To understand the regime's efforts towards teachers' employment and their welfare in the midst of Boko Haram insurgency considered as one of important elements of education development, this study, therefore, utilised qualitative research approaches to offer in depth views of critical education stakeholders in their most real-life context considered appropriate for this study.

Selection of Stakeholders

The key education stakeholders and members of relevant institutions in the state were included in the study through purposive sampling. Specifically, 28 stakeholders were selected from 6 key categories. First, current and former politicians: commissioners, legislators and gubernatorial candidates were selected. The second category

of senior administrators comprised of permanent secretaries, executive secretaries and directors in the Yobe State Ministry of Education (SMoE). The third categories of education providers were school heads (principals and head masters) and senior teachers. Fourth, the local civil society involved representatives of education labour unions including the National Union of Teachers (NUT); Academic Staff Union of Universities (ASUU) and Parent Teachers Association (PTA). Fifth, the representative of development partners included United Nations Children's Education Fund (UNICEF). Sixth, community leaders (traditional and religious) were involved.

Some Security officials who participated in the research work

Table 1: Categories of Security Personnel

Category	Number of Securities	Description of Participants
The military group	4	Nigerian Army
Volunteers	4	Youth
State security services	3	State security services
Multinational joint taskforce (MJTF) and Vigilantes groups	6	Military and Para Military
	3	Vigilantes groups
Total	20	Security Agents

Overall, the number of stakeholders by categories who participated in the study is indicated in Table 1 below.

Table 2: Categories of Stakeholders

Category	Number of stakeholders	Description of stakeholders
Politicians	6	Ruling party & opposition members
Senior administrators	6	SMoE
Education providers	6	Professionals
Local civil society	6	Professionals & non-professional
Development partners	1	International
Community leaders	3	Traditional and religious
Total	28	Key Stakeholders

Data Collection

For data collection, in-depth interviews of key stakeholders and review of education documents were utilized. The interviews were carried out in Yobe state Nigeria from May to September 2016. The interviews which lasted about 25-80 minutes at the stakeholder's offices were to understand efforts towards teacher's recruitment and welfare within the context of Boko Haram insurgency. With the prior permission and consent of the stakeholders, the interview sessions were audio-taped with a digital recorder and notes taken as back up and to record non-verbal expressions. This ensures verbatim of statements and accuracy of the data generated. This was followed by emails and phone calls for member checks.

Some documents reviewed include national education guidelines that give broad view of human resource for education and its development in Nigeria. Also reviewed, were Yobe Socio-Economic Reform Agenda (YOSERA) Versions II and III (2008-2015); Policy Document for the implementation of Programmes and Projects (2011-2015), selected speeches of Governor Gaidam on teachers and education development from 2009-2015, 2014 Education Sector Medium Term Expenditure Framework (MTEF) and 2016 report on the impact of Boko Haram insurgency on education. Overall, these reviewed documents have provided this paper with relevant insights and guidance.

Data Analysis

The thematic analysis approach to qualitative research was utilized where the transcription, coding and categorisation of themes were achieved on the stakeholder's interview transcripts and notes. To achieve the measurement credence in this paper, the Teacher/Pupil Ratio and Teacher/Student Ratio advocated by UNESCO, UNICEF, MDGs and SGDs while discussing teacher requirements were used. In this context, teacher/pupil and teacher/student ratios while recruitment and welfare of the teachers were explored. This process helped the researcher to identify consistent patterns and relationships between variables or themes that emerged from the various interview data. As can be seen in the subsequent chapter of results and discussions, to achieve a systematic credence, the current paper majorly utilised the policy analysis framework to analyse and discuss its key findings.

Human Resource for Education

Recruitment

Generally, the regime's efforts in recruitment, training of and welfare of teachers were identified as three critical factors for human resource for education development. First, as a demonstration of political commitment to address education manpower shortage in the state, this democratic regime have over the years embarked on the massive recruitment of university graduates, Higher National Diploma (HND) and Nigerian Certificate in Education (NCE) holders to provide quality manpower for the education sector in Yobe state (RP1, RP2, RP5, CS4 and CS5). For example, while citing an example with the employment of NCE holders under this regime, this teacher's union leaders explained.

In 2013 alone, Governor Gaidam had given approval for the massive employment of more than 2000 NCE holders. In the process of screening the applicant teachers, we were able to realise about 1600 as qualified teachers. They (teacher applicants) were immediately recruited and posted out indiscriminately across the 17 LGAs in Yobe state most especially across primary and junior secondary schools levels. This is the first time in the history of Yobe such massive teacher recruitment was undertaken by any political regime democratic or military. This, we hope will add value to our current education development (CS5).

Similar opinion on the recruitment of diploma holders was also shared by a top regime's official:

This regime recruited almost 7000 diploma holders in our Youth Empowerment Programme and some of them were deployed to teach at various primary schools across Yobe state. This was made possible after the new teachers have undergone training provided by National Teacher's Institute (NTI) on the basics of teaching methods in primary schools (RP1).

While the RP and CS informants applauded the regime for the various employments of different categories of teachers, concerns were however raised about the qualifications, suitability, and lack of interest in teaching profession of the new teachers employed. This journalist captured this situation.

Yes, now we have the teachers thanks to this regime, but they are not all qualified teachers in my opinion. In some cases, the new teachers read something else that has no relevance to the teaching profession and at the end of the day, these people are employed to teach in our schools. To me, and that is the general perception that it only serves as a gateway for them (the employed teachers) to get other job opportunities (CS1).

This opinion shares semblance with opinion of some scholars. Carson et al (2015) and Buron and Lassibille (2016) had earlier advanced that most democratic regimes under political pressures for increased demand for teachers resort to use of contract or less qualified members of staff which have been dramatically rising in developing nations. In fact, even in Yobe state, the recruitment and the training of the new teachers indicate the regime's short-term response to the badly need teachers (RP1, RP3, CS1, CS4 and CS5). Its implication is that with 48.4% (4,866) of qualified teaching workforce (YBSG, 2014a) the newly recruited teachers will fill up the gap and provide teaching services to the increasing number of students in schools albeit with its own peculiar challenges. This trend is worrisome as more qualified teachers are even needed to meet up the increasing number of children attending schools (MDG, 2015; UNDP, 2015). More importantly, well qualified teachers are the ones needed who would improve the quality of education (Buron & Lassibille, 2016; Carson et al, 2015) in order to facilitate education development in achieving democratic consolidation.

Retention through Welfare

Beyond the recruitment, to indicate the regime's commitment in the retention and advancement of teacher's welfare and motivation in Yobe state, four key issues: implementation of Teachers Salary Scale (TSS), payment of salary as and when due, promotions of teachers and their training were identified by informants.

Implementation of TSS

For the implementation of TSS; a new national salary structure for teachers across the country implemented by this regime, an education activist and a teacher's union leaders shared its importance:

By the government's adoption of TSS much earlier than even most richer states in Nigeria, the salaries of school teachers were enhanced better than other regular civil servants in Yobe state. We are impressed by the regime's effort especially in view of the poor revenue of the state. Most of our members (teachers) are happy with TSS implementation and his will impact on overall education development in Yobe state (CS5).

Massive Promotion

With regards to promotion of teachers under this democratic regime as a way of motivation and encouragement, the teacher's union leader also shared his view with specific figures in different sectors of basic education:

It is recorded, for the past 8 to 9 years; there were no promotions for teachers until 2014. Recently, the government through working with our committee members promoted over 6000 teachers in primary schools, 2000 teachers in secondary school (TSB) and over 1000 teachers in (STB). I honestly believe that this is a good motivation that gives courage to our teachers towards giving the government their full support in achieving its programmes and policies in the education sector (CS5).

Regular Payment of Salaries

For regular payment of teacher's salary in the state when compared with others in Nigeria, an RP informant and an education activist observed that several other states in Nigeria are failing to pay teachers' salaries (RP1 and CS5). While in Yobe state this situation has never been witnessed under Gaidam's regime, RP1 reported the negative effects of such failure by other the state governments:

Teachers in some states in the country have embarked on a strike and are holding a prayer session for God to intervene in their current situation. In most of these states, teachers were not being paid their salaries for months leading to hardships and deaths of colleagues as some teachers cannot even take care of their families. In some cases, schools have to be closed down as some governments are not living up to their responsibilities which damage the current nation's educational level of development. This is really devastating in a democracy that is supposed to be promoting education (RP1).

This position seems relevant as uninterrupted payment of salaries of teachers as failed by many other states ensured that teachers continued to provide teaching and guidance services to school children. Buron and Lassibille (2016) advance that the nature of teacher's salary earnings and promotion benefits effects their job satisfaction.

Training and Retraining

In addition, this regime has regularly been training and retraining of school teachers on teaching methodologies (RP1, RP2, CS4, and CS5). The relevance of this teachers training is strategic as most recruited and existing teachers might have lacked methodologies expected of standard teaching qualifications to teach professionally at lower levels of educations. Buron and Lassibille (2016) similarly advance that job satisfaction increases with a number of sponsored training teachers attend. In general, the regime effort in teacher's recruitment and effort to retain them are seen as an important indicator in improving the quality of teaching profession and overall education development that facilitates democratic consolidation.

Adequacy of teachers

Having regards to the efforts of the regime in employment and training of teachers the next question was, is the current number of teachers adequate in the state especially with regards to teacher/student ratio (UNESCO 1:40 ratio)? The teacher/student ratio remains an important indicator of regime's performance towards improving the quality of education children receives (RAWG, 2011). Importantly, under a democratic arrangement, the central government of most nations through their national policies on education develops such teacher/student ratio based on international standards (Carson et al, 2015). As a way of education provision decentralisation at sub-national levels, the state governments are therefore responsible for operationalising these educational standards and requirements (Carson et al, 2015) based on the UNESCO and their national education development goals.

With regards to the adequacy of teachers in Yobe state, despite efforts made by this regime over the years, the dominant opinion of informants including regime's officials indicated that there is inadequacy of qualified teachers especially at the primary level. To further validate this view, a recent assessment study conducted by Yobe state government showed that although at primary level, there exist 9,980 teachers in public primary schools in the state with 6,414 and 3,566 males and females respectively the number is still inadequate (YBSG, 2014a).

Table Eligible Population for Enrolment

YEARS	TOTAL	MALE	FEMALE
2018	1,099.37	569,304	530,063
2019	1,100.14	568,666	531,472
2020	110,023	67,699	532,530
2021	1,114.62	558,377	526,238
2022	1,056.77	543,784	515,985
2023	1,048.52	539,537	508,985

Source: (National Population Commission 2022; Ali, & Wakili, 2022)

Table 9 above displayed the eligible population for enrolment in the education sector as at 2018 to 2022. This indicates that the level of male and female enrolment in the education is very low because of the activities of the insurgent groups that has put fear in the minds of the general populace. Because of the poor enrolment of people in primary schools, the executive governor of Yobe state, Mai Mala Buni intervened by declaring a state of emergency on education across the state (Ali, & Wakili, 2022)

Intervention

The declaration of emergency on the education sector was a deliberate decision of His Excellency, the executive governor of Yobe state to begin practical journey to revitalize the education sector from the decades of neglect and insurgency that has affected the education sector since 2009 to date this was because of the damages caused by the insurgent groups in all educations and economic sectors (Ali, & Wakili, 2022)

Teacher Student Ratio

Specifically, in terms of teacher/pupil ratio in primary schools, the study further revealed an alarming ratio put at 1:80. This ratio is alarming especially when compared with national standard of 1:40 as recommended by UNESCO. This therefore means that the number of teachers has not been kept with the recent increasing enrolment of in primary schools in Yobe state over the years despite the regime's efforts.

A study visits to some primary and junior secondary schools especially in urban towns similarly showed overcrowded classrooms with teachers struggling to manage an overwhelming number of students sitting on bare floor (Appendix 5.5). This scenario is similarly shared and advanced by an education activist and a union leader:

When you compare the ratio of teachers to pupils, there is a need for improvement. Examples are found in primary schools where in a class a teacher is controlling more than 100 pupils. In this place (overcrowded classrooms), you cannot be able to have proper coordination to give proper education to this kind of class. (CS5).

In junior secondary schools, the teacher/student ratio is not however as bad as in the primary schools. The record from Yobe State Universal Basic Education Board (YBSUBEB) showed that the teacher/student ratio in junior secondary school is put at 1:43 indicating an improvement in earlier ratio previously reported (YBSG, 2014a) which showed 1:51 teacher/student ratio. It means that this ratio in JSS is better than in primary schools which currently stand at 1:81.

Challenges: Insecurity

Noteworthy however is that the shortage of teachers in the state is further fueled by insecurity which had over the years forced the regime to employ diploma holders in schools though with great concerns. As conflict leads to the destruction of infrastructures and deaths or displacement of various education providers (Diwakar, 2015), in Yobe state most non-indigenous teachers left the state at the peak of Boko Haram insurgency in the North East. This challenge had further created a vacuum in the education manpower needs of Yobe state over the years (RP1, CS1, CS4, and CS5). In such security situation, it is hard to imagine, teachers fleeing those war territories and the quality of education to be provided in those places will take a severe hit and thus impacting on social welfare needs of the people and its likely consequences on democratic consolidation.

Education Achievements

Another aspect of the regime's impact on education development is by understanding the level of educational achievements in the national qualifying examinations in Senior Secondary School Examination (SSCE) in for instance West African Examination Council (WAEC). Its importance is that to be eligible for higher education

particularly universities, students have to pass WAEC or in some cases NECO with 5 credits including English and Mathematics. This means access to higher education for students is in Yobe state and Nigeria as a whole is determined by the pass credit they acquire in the national examinations. Using WAEC result analysis from 2011 to 2015 in the state, its annual data show the proportion of students passing the examinations is very low. Figure 5.8 below provides the percentage of students passing the entry examinations (WAEC) in the state.

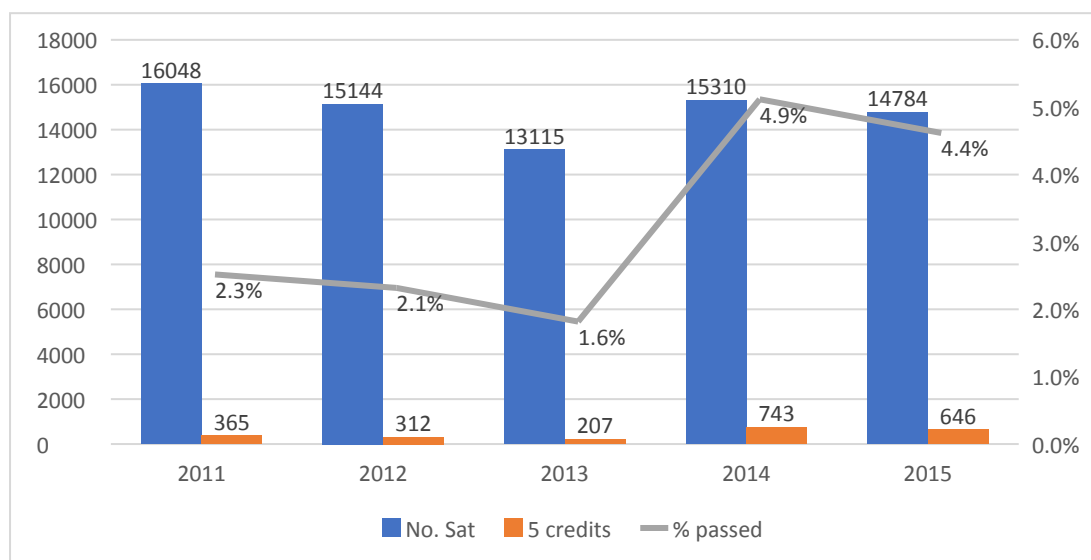


Figure 5.8: Percentage of Students Passing WAEC Examinations 2011-2015

(Source: WAEC Results Analysis from 2011-2015)

As can be observed in the figure above, in 2011, only 2.3% of students who sat for the WAEC examination passed (Figure 5.8). In 2012 (2.1%), 2013 (1.6%), 2014 (4.9%) and 2015 (4.4%) only passed. While this ugly scenario is not only peculiar to Yobe state as most northern states in the country have always record lower educational achievements (MDG, 2015; UNDP, 2015, UNICEF, 2015), the case of Yobe has been worst over the years. Hence, the continued low performance of students of national examination which will later qualify them for admission in for instance universities indicates that the position of the state as an educationally disadvantaged state in the country has not changed despite various effort to address the challenges. Overall, the common opinion of most informants including RP3, RP5, CS1, CS4, CS5, OP1, OP2, OP3, OP4 and OP5 suggests that no improvement in students' performance in their national qualifying examinations.

Although, the above remain the reality, this former UBE School principal and now a university lecturer, attributed this poor performance of Yobe students on the lack of sound education and background before sitting for such national examinations. His long explanation is worth sharing in full.

The result is unfortunately very poor but mind you these are as a result of compounded problems over the years with consequences on the current situation. For instance, when UBE was introduced many parents enrolled their children and wards without obtaining the prerequisite background requirement from primary school education. Today, it is the same categories of students without foundation or backgrounds that are being graduated from these secondary schools and this is the results. This is the impact of what they left behind appearing in their results. If you, however, compare them with students who got the foundational knowledge taught by the same teachers, you will observe there are differences in their final results (CS4).

Based on this opinion, it seems that in Yobe state like in most developing societies, many efforts undertaken to retrofit education have always been faced with severe challenges that continue to affect its growth, development and sustainability with negative consequences on democratic consolidation over the years. Generally, (Lewin, 2015; Phuong & Wolfgang, 2014; Tikly, 2011; Tikly & Barret, 2011) pointed that these challenges are further associated with inadequate number of teachers or shortage of qualified ones even within the existing one; low productivity in education service delivery due to poor work condition and incentive among workers, etc. In fact, in Yobe state like in other developing societies, most of these challenges are still evident and thereby militating against its current and future pace of education development in achieving democratic consolidation. The fact still remains although, most developing nations have expanded their education coverage to remote,

rural and poor communities including with girls (USAID, 2011), some earlier studies (Anyanwu, 2015; Lewin, 2015; MDG, 2015; UNICEF, 2015; USAID, 2011) advanced that some countries still show low enrolment and achievement rates in schools especially among the most vulnerable groups (rural and poor households, girls, orphans and disabled children, etc.).

III. Findings

Based on findings, four factors were identified either as positive or negative factors that shape the regime's social welfare performance and impact on democratic consolidation over the years. The first positive factor is the regime's political will evident through prioritisation of healthcare, education and road infrastructure indicated in the consistent priority allocation of financial resources. The second centers on the regime's determination in the improvements in healthcare, education and road infrastructure development. In education development, the regime's determination in free education policy, massive recruitment of teachers and their general improved welfare, upgrading of infrastructure and facilities and the mobilisation of relevant stakeholders towards improving school enrolment were considered positive elements.

The two significant negative factors are insecurity occasioned by the activities of Boko Haram and the inadequate utilisation of local revenue base. Generally, insecurity remains the most pronounced negative factor that confronted the regime's social welfare performance in achieving democratic consolidation as Yobe remains the second most devastated state in terms of a number of attacks by the insurgents. The activities of the terrorist had over the years destroyed many facilities and killed or scared away various staff of health centers, education institution and road infrastructure in the state. Consequently, this had created more vacuum in terms of the needed human and physical developments in the state. Also aggravated by the insurgency is the poor revenue base of the state which over the years remained dependent on the federal government for survival through monthly grant allocation to discharge its key services. The consequence is that any financial shock suffered at the national level continues to affect the key social development negatively, as there are no enough or sufficient resources to execute development objectives.

This study concludes that the nature of this regime's social welfare performance over the years had impacted either positively or negatively on democratic consolidation. This evidence is not far away from the fact that the study findings suggest a double-sided phenomenon: on one hand the euphoria of change and improvement; on the other hand; critical view of the regime's social welfare performance deficits in the provision of qualitative and functional education. More importantly, the fact that, Nigeria remains a federal republic of 36 states; the social welfare responsibility in most cases lies with these democratic regimes at the sub national level. Although similar responsibilities apply in other tiers of government, each level of democratic governance structure in Nigeria performs at their own pace and therefore such explanations seem to underpin that regime's social welfare performance at state levels seems different due to diverse situations, circumstances, and reasons.

Policy Implications

This study is important for policy makers because clear stakeholder's understanding towards social welfare issues in democratic consolidation is needed by all democratic stakeholders and scholars alike. Also, Nigerian citizens particularly Yobe state needed clarity being a rural state confused by the complexity of modern day rhetoric of democratic governance without feeling any corresponding democratic results on the ground. Perhaps, the citizens and their likes also need to identify the elements of social welfare in democratic consolidation such as the regime's development objectives, nature of performance and impact in the democratic process. Overall, through this increased awareness, it is expected to improve regime's social welfare performance by imbibing the principle and practices of good governance, transparency and accountability considered the major fulcrum of democratic consolidation that Nigerians and Yobe citizens are yearning for.

The findings of this study will serve as useful material for local, state, national and international development partners, NGOs, CSOs, academia and other important stakeholders as it provides an informed account of the recurring problems, challenges, and factors that influence key social welfare needs as well as demands for education in developing societies. Perhaps, this is the common view expressed in this study which has direct implications for policy makers which is vital for achieving democratic consolidation as in the case of most developing nations.

In education, policy makers should consider the declaration of "state of emergency" in the sector as witnessed in the health sector. In addition to the payment of examination fees for national examinations, policy makers must continuously engage stakeholders through mass media and live campaigns in preaching the

importance of acquiring western and Islamic education using local languages. Towards achieving UNICEF's 1 teacher to 40 student's ratio, the government needs to recruit more qualified teachers, especially at the primary level to fill the current gap. To improve performance, relevant supervisory bodies (legislators, boards, inspectorate divisions, heads of schools, etc) must be empowered to carry out their monitoring and evaluation functions. By providing required facilities and instructional materials needed for teaching and learning, better performance of public schools will ensure healthy competition with private schools. To address the cultural gap, policy makers should make effort to establish special day schools for girls across the state to allow parents send their female children to school and stay at home after school hours.

In general, political leaders must uphold leadership positions as a public trust to provide social welfare needs of the citizens they govern. This development objective can be achieved if there is positive collaboration with stakeholders devoid of political differences. Since, every democratic regime requires resources to execute its development objectives; the policy makers must improve the state's revenue generation drive in order to achieve its development objectives. In addition to blocking financial leakages through minimizing over-bloated contracts, efforts should be made to update mandates, functions, and duties of the state revenue generation bodies. Beyond the need to improve supervision of all sectors through monitoring and evaluation, policy makers should consider timely release of budgetary allocations as and when due as most government's financial activities are time bound and have operational time lines; failures of which may leads to delays and abandonments.

A study by Terry, Ifeatu, Stephen, Shefali and Michael, (2016) disclosed that at the school level, there is no evidence to enhanced teachers' capacity. Example, school development plans are not well-organized "evidence that they are being implemented is more limited", head teachers know that educational support is a key part of their responsibilities, and SBMCs are not frequently checking teacher attendance. Though, it also recognizes many related factors that are limiting the changes of these gains into considerably better learning results. These comprises but not limited to the following;

- Poor condition of schools and inadequate infrastructure in many primary schools.
- Inadequate learning materials for both staff and students.
- Some head teachers are just recruited without leadership skills.
- Again most of the teachers are not ready and willing to further their education or to acquire more skills.
- There is limited number of staff in most of the primary schools
- Lack of motivation for staff.
- Delay in staff salary this affect teachers input and output.

Recommendations

- In order to improve the living standard of the teachers across the states, governments should provide social facilities.
- Government should motivate the teachers with some incentives that will encourage them to work in the affected areas.
- Government should as a matter of urgent should recruit more and qualified teachers in all the affected schools.
- Again, government in power should rehabilitate all the affected schools.
- It is also necessary for the government to ensure that adequate learning aids are provided in all affected schools.
- The government should engage in timely motivation.
- All upset people should be treated mentally to curtail and control possible post-trauma stress and mental disorder (PSTD).
- Government should mount security forces to all target locations, this is to encourages both teachers and parents to enroll their wards to school.
- Government should provide adequate security in all schools.
- For proper and good service delivery there is need for provision of social infrastructure in all the schools across the state.
- The government should reinforce Military and Para-military forces in all affected communities to curtail the future incidence in the area.
- The government should provide special economic intervention programmes, bailout and fund to all affected women and children in all affected states and areas affected by the rebellion.
- Government in power should provide rehabilitation centers for affected staff and students.

- All the demolished structures, school/houses should be reconstructed by the federal or state governments. This is to enable women and children continue with their education and other day-to-day activities.
- The military and paramilitary who has directly or indirectly contributed in indiscriminately killing of some innocent lives should be call to order or the government should punish them for the illegal act.
- Government should provide rehabilitation and trauma Centers in all the affected states in order to rehabilitate those affected women and children, especially for women and children who have had awful knowledge during the rebellion era.
- All women and girls abducted by the rebel's group in the Northern region had experienced rape and sexual abuse, and some of them suffered the trauma of killing by gun or slaughtered. People affected should be treated separately by taking them to rehabilitation centers.

IV. Conclusion

In education development, there are indications of improvements in enrolments especially in primary level. Although there is a slight improvement in enrolment across basic schools; there is still marked difference between enrolment of boys and girls in the state. Hence, based on key findings, the regime's development objective towards the achievement of MDG No3 was not achieved. Further findings also showed that the pass rate in WAEC examination has not been impressive as it still remains generally very low. The low impact however it is found may not be unconnected with poor background of students, Boko Haram insurgency, congestions in class rooms, poor availability of facilities, lack of qualified teachers in most rural schools among several others. Overall, the state must continue to reinvigorate education development not only for making progress towards achieving MDGs (now SDGs), but also as fundamental for the future as democratic regimes are mostly expected to improve citizen's general social welfare.

Since, Nigeria remains a federal republic of 36 states; the responsibility of democratic regime at the state government level in the design and implementation of social welfare services must be emphasised. More importantly, as the constitution of Nigeria advocates that these social welfare services are basic human right of all citizens democratic government at all levels of governance structure must provide them as a matter of responsiveness and accountability to its citizens. This, therefore, remains a constitutional, political and even moral responsibility that must be fulfilled as every democratic regime has a mandate to deliver to social welfare needs. In short the better the social welfare needs of the citizens are provided, the better the achievement of democratic consolidation. The next chapter provides conclusion, implication and recommendation for the study.

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