

ANALYSIS OF THE POLICY AND PRACTICE OF
THE CENTRALIZATION OF TEACHER EDUCATION
IN NIGERIA

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ABSTRACT

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This study is limited to a consideration of the centralization of teacher education in Nigeria. The word "centralization" as used in this study denotes federalization of teacher education.

Previous policies on teacher education are reviewed as guiding principles for the new policies; they give insight into the problems of centralization; they help to measure the success of centralization by comparing the periods before and after the reform.

As predicted in the hypothesis, it was found that without centralization of teacher education in Nigeria, the UPE scheme would have been a failure with particular reference to the supply of teachers. The evidence is that some of the state governments would have found it impossible to meet the demand for the supply of adequate teachers for the scheme.

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ABBREVIATIONS

ADC	-	Assistant District Commissioner
ADO	-	Assistant District Officer
ATTC	-	Advanced Teacher Training College
CMS	-	Church Missionary Society
DO	-	District Officer
NA	-	Native Authority
NCE	-	National Certificate in Education
NEPITF	-	National Education Policy Implementation Task Force.
NUT	-	Nigeria Union of Teachers
OPEC	-	Organization of Petroleum Exporting Countries
PTC	-	Preliminary Training College
RCM	-	Roman Catholic Church
TTC	-	Teacher Training College
UPE	-	Universal Primary Education
WMMS	-	Wesleyan Methodist Missionary Societies

CHAPTER I

INTRODUCTION

Nigeria has witnessed a great economic and political development since independence and this is reflected in the expansion taking place in the field of education. Education is now regarded as the birth right of every child, rather than of just the privileged. This right was guaranteed with the introduction of the Universal Primary Education in 1974. This scheme, now in full swing, will be made compulsory as of 1980. Since formal education for all Nigerians is the main objective of this scheme the supply and preparation of teachers has become very important and highly visible.

The main agents of formal education are the teachers in any nation. They are responsible for the education of the youth. The priority given to education has in turn led to a focus of attention on teachers, teacher institutions, the quality education and instructional effectiveness. In our society today, the trend in teacher education is to provide a liberal and professional education providing a maximum number of competent teachers, who are required to make actual the educational objectives of the country.

Since formal education has become so crucial to Nigerian society, it is not surprising that the teacher problem in general and teacher education in particular have become very

important. The emphasis placed on teacher education has led the government to continue to pay particular attention to teacher institutions and ensure they maintain high standards. This becomes a fact because teachers and their education are recognized all over the world as occupying a very strategic position in any education system.

In Canada, for instance, the role of the teacher has been emphasized. In the report, the "Provincial Committee on the Aims and Objectives of Education in the Schools of Ontario". The committee stated that changes in education, no matter how sweeping, profound, or ideal, are barren unless they bring about changes in the classroom; their effectiveness is determined almost entirely by the teacher. A school system may have a dedicated, responsible board of trustees, excellent buildings, modern courses of studies, abundant resources, and inspired supervisory personnel, but will still be ineffective without good teachers in schools. These agents of education can contribute greatly to the success of pupils and to good teachers, but they cannot compensate for poor instruction.¹ In the report of the Hope Commission of Ontario in 1950, it was stated that the "teacher is the keystone of the educational arch: in the final analysis the fulfilment of

¹ Ontario, Living and Learning - The report of the Provincial Committee on Aims and Objectives of Education in the Schools of Ontario. The Newton Publishing Company Toronto, 1968, p.121.

educational aims rests with him."¹ In Alberta the Cameron Commission of 1959 recommended that certain modifications should be made in the curriculum and administrative structure that support it. "But these changes alone will not overcome any educational deficiency. The Keystone is the teacher."² And in yet another report on education, the "Parent Commission" (Quebec) observed in Quebec "The training and improvement of teachers lie at the heart of educational reform."³ This holds true in Nigeria as well. The role of the trained teacher is no less significant to its educational reform. The difference is clear when viewed in terms of need. There is no shortage of teachers in Canada today. With the exception of a few specialized areas such as exceptional education, French language studies, etc, teachers are in oversupply in most regions because of the impact of declining enrolments. In Nigeria, the shortage of trained teachers is acute and therefore the consequences of the policies the government establishes regarding their training and preparation may be considered to have farreaching impacts on the present focus on education as well as in other sectors of society.

¹ Ontario, Report of the Royal Commission on Education, in Ontario, 1950. The Queen's Printer, Education 1950, p.564.

² Alberta, Report of the Royal Commission on Education, Queen's Printer, Education 1959 p.174.

³ Québec, Report of the Royal Commission of Inquiry on Education, Vol.II Queen's Printer, 1964, Québec p.261.

The need for a new kind of teacher coupled with the need for an increase in the number of teachers in developing countries has been stressed in various international conferences, such as the World Confederation of Organizations of the Teaching Profession's Commission on Educational Policy in Africa in 1960, the report of the Addis Ababa Conference in 1963 and the Final Report of UNESCO's Expert Committee on Teacher Education in 1968.

For Nigeria and other developing countries of Africa, this becomes a significant issue and demands innovative approaches to reforming their educational systems. The training of teachers ordinarily is not sufficient for the teaching needs and strength of a nation. In planning teacher education, individual nations should look into their social, economic and political development providing training that would enable the teacher to be competent in carrying out the educational mandate of that nation. The specific goal for Nigeria is to assure and provide universal primary education for all its citizens. One step that government has taken towards that end is the centralization of teacher education.

Statement of the Problem for Inquiry

Teacher education in Nigeria has been characterized by many regional disparities in terms of the quality of education, an adequate supply of teachers, and the general morale of the teaching profession itself. The results of

these disparities are (1) educational imbalance among states and (2) the existence of differing levels of acceptable standards in the teacher training colleges. It is in the light of these disparities that an attempt will be made to examine the policies and practices of the centralization of teacher education in Nigeria and the impact it has had. The Federal Government has assumed that if teacher education is centralized in Nigeria, the standard and quality of the corps of teachers will be raised, and the demand for the supply of adequate teachers will be met. This will consequently lead to the successful implementation of the Universal Primary Education (U.P.E.) mandate which is the basis for the new educational expansion in the country. This assumption will serve as an organizing principle for this inquiry and will be the basis for an assessment of the present situation. In other words, are there indicators that the goals of centralization are, in fact, being met?

Review of the Literature

Many studies have been carried out in an attempt to examine the evolution of teacher education and the development of technical, vocational and special education in Nigeria. Most have recommendations that accompany the findings. For instance in an unpublished Master's Thesis by Nwogwugwu, in 1967, contemporary teacher education in Eastern Nigeria was analyzed. Nwogwugwu proposed that the region should return to

the former period of seven years of primary education. She suggested that the country should insist on secondary education as a minimum qualification for elementary school teaching. She argued that the Government should up-grade all teacher training colleges to secondary schools and to close down some of the existing teacher training colleges.¹

Teacher education has also been discussed normatively, using the three principal educational institutions for teacher preparation in Nigeria as a basis for analysis.* The problem that confronts teacher education in Nigeria today according to Fafunwa, is lack of adequate planning for the future. He also made particular reference to the quality and quantity of teachers' education in Nigeria, and proposed that the government should (a) improve the quality of the existing teaching force primarily through extensive in-service training and to ensure that there is a system of incentives built into such a programme; (b) ensure better quality of teachers by careful selection and training, effective inducement, professional encouragement, and adequate remunerations; (c) devise a system that will encourage the good and effective teachers to stay in

¹ Nwogwugwu, G.N. Contemporary Teacher Education in Nigeria. (Montreal Unpublished Master's Thesis, McGill University, 1967).

* (Fafunwa, 1970-71). The first group consists of Grades III, II and I teacher institutions. These supply the teaching force for the primary schools. He also mentioned the admission qualifications for each grade of these teacher institutions. The second group is the advanced teachers institutions which produce teachers for the lower grades of the secondary school. The third is courses leading to Bachelor's degree in education in the University. Candidates are prepared for the Bachelor of Arts, Bachelor of Education or Bachelor of Science in Education.

service.¹ There are many studies that discuss the historical development of education in Nigeria, (Fajana, 1970, 1975) with only cursory discussions of teacher education. Fafunwa outlined how the period saw individual policy on educational issues for each mission. While the Church Missionary Society was involved in management policy, the Catholic Mission pursued the policy of industrial education with greater vigour by attempting a large scale programme on agricultural education. Fajana confirmed that "it would appear also that the evangelistic view of education hindered the training of teachers" because recruitment was based on top classes of primary schools.²

In his article, "Lugard's Education Policy in Nigeria; 1912-18" the author described how Lugard proposed the training of character and need for special instruction for teachers who would impart moral instruction. Secondly, he proposed "cooperation between government and missions on one hand and harmony between government and the governed on the other." Thirdly, he distinguished between urban and rural education and, lastly, he advocated a considerable increase in the output of reasonably well educated young men to meet the great and increasing

¹Fafunwa, A. Babs, "Teacher Education in Nigeria" West African Journal of Education, Vols.14-15 1970-71, Pp.21-22.

²Fajana, A. "Missionary Policy in Nigeria; 1842-1882" West African Journal of Education, June 1970, Pp.103-105. ✓

demand for clerks and similar officials.¹

Few studies deal specifically with teacher education today. Ogunsola, however, does discuss the missionaries' and moslems' activities in the teaching of biblical and koranic instructions in their schools within the period 1890-1925. He also discussed how the programme for such teachers' preparation was focussed mainly on reading, writing and mastery of the scripture. He called the period that of 'Experimentation' and went further to discuss Lugard's Policy and the Phelps-Stokes Commission of 1925 which he described as "The Period of Attempted Reorganization 1925-1948". Within the period, he discussed changes in teachers' classification.²

In the National Policy on Education published by the Federal Military Government at the end of 1977, emphasis was placed on agricultural schools and technical education programmes. The role of education in nation building was its main focus.³ How the teachers will be trained for the achievement of these aims was not considered.

¹ Fajana, A. "Lugard's Educational Policy in Nigeria: 1912-18", West Africa Journal of Education Vol.14. No.2 June, 1975, Pp.187-194.

² Ogunsola, A.F. "Teacher Education Programme In Nigeria". West African Journal of Education Vol.19. No.2 June 1975, Pp.229-33.

³ -----, "Nigeria's Bright Vision of the Future" West Africa Magazine. September 25, 1978. Pp.1881-1885.

The Design of the Study

The study is divided into three main sections: a historical review of Nigeria in terms of its social, economic and political development and then in terms of this same development in education (Chapter 2); a descriptive review of teacher training programs and the corresponding educational policies that have affected their development (Chapters 3-4); and, lastly an analysis of the implementation, administration, and fiscal expenditures and resources of the centralization of teacher education and the extent to which the standard and quality of the corps of teachers has increased and improved and the original regional disparities altered (Chapters 5-6).

CHAPTER II

NIGERIA - THE SOCIAL, POLITICAL, AND
ECONOMIC BACKGROUND

The educational policy of any nation is invariably tied with the social, political and economic situation of the country concerned. In order to understand the trend in the provision of education in any particular society, it will be necessary to take these factors into consideration. This chapter will attempt to examine the social, political and economic situation in Nigeria as a means of understanding its educational policies.

Physical Features

The Federal Republic of Nigeria is situated on the West Coast of Africa with an area of 913,072.64 sq. km (356,669 sq. miles). Its greatest length from East to West is over 1,120 km (700 miles) and from North to South 1,040 km (650 miles). It is about four times the size of United Kingdom, about one tenth the size of the United States of America, larger than France and Italy put together and also larger than Pakistan. It lies between the parallels of 4° North of the Equator the most southerly point in the areas of Niger Delta and 14° North, and is therefore within the tropics. It is bounded on the West by the Republic of Benin, on the North by the Republics of Niger and Chad, on the East by the Republic of Cameroun

and on the South by the Gulf of Guinea.¹ (See map)

Social Grouping

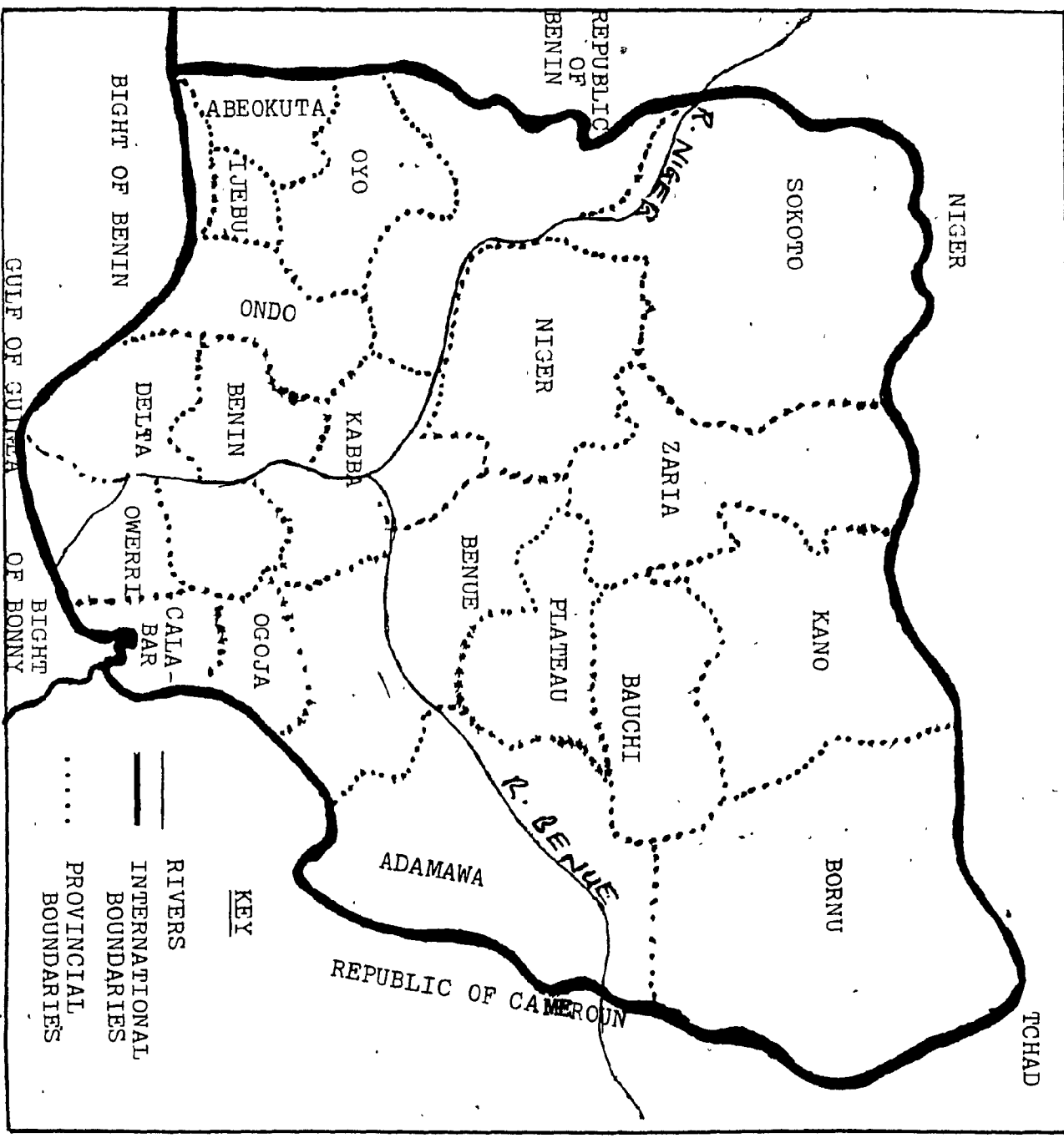
The Republic of Nigeria is made up of different social groupings with diversified cultures known as tribes, each possessing its own language, making Nigeria a multilingual society. The major tribes includes the Hausa, Ibo, Yoruba, Fulani, Kanuri, Ibibio, Tiv, Edo, Ijaw, Efik, Urhobo, Itsekiri, Nupe, Gwari, Angas and Tangale. The Hausa are widely distributed throughout the Northern Provinces and attain their greatest importance in the Provinces of Kano, Sokoto, Zaria and Katsina. As a result of intermarriage, the boundary between Hausa and Fulani groups become much blurred. As a group, the Fulani are more evenly dispersed than the Hausa, and attain their greatest relative importance in the open Savana country of the North. They are mostly found in the provinces of Bauchi, Adamawa, Kano and Zaria.

The Kanuri as a group dominates the Bornu area of the North and are also found in the provinces of Bauchi and Kano, with smaller in groups in Zaria and Sokoto. The Tiv are more narrowly located in Benue Province. Other tribes in the Northern province include the Gwari, Angas and Tangale.

¹ Nigeria Handbook, 1977, Federal Ministry of Information, (Lagos: Academy Press, 1976) p.1 and the Royal Institute of International Affairs, Nigeria: The Political and Economic Background. (Ibadan: Oxford University Press 1960) p.viii.

MAP OF NIGERIA SHOWING THE PROVINCES AND INTERNATIONAL BOUNDARIES

Figure 1



The tribes in the South are dominated by the Ibo and Yoruba. The Ibo group is found along the eastern bank of the Niger; in Owerri and Ogoja. They form a minority group in the Provinces of Benin and Delta. In the Western Provinces the Yoruba occupy a position of even greater predominance. They are located in the Provinces of Abeokuta, Oyo, Ijebu and Ondo. Beyond the former regional boundary, they are the dominant element in the population of Ilorin Province and formed a minority group in Kabba Province. Other major groups in the south are the Ibibio and Edo. The former are concentrated almost entirely in Calabar Province while the latter are the largest single ethnic group in the Provinces of Benin and Delta and possess a political focus in the former Kingdom of Benin.¹

There are major differences among the ethnic groups. There are differences in language, in culture, tradition and religion. In comparing the northern provinces to southern provinces, generally the north is most highly populated than the south. But in natural resources, the south is richer because of oil along the coast. Despite the greater population in the Northern Region, the number of schools in the south are more than those of the north because there is a

¹ Udo, Reuben K. Geographical Regions of Nigeria: (London, Heinmann Educational Books Ltd. 1970) p.5.

greater demand for education in the south. These differences have been, and to a large extent, still are, the source of many conflicts in Nigeria.

The Political Background

Before the creation of Nigeria by the British, there were independent ethnic groups governed by a council of elders, constitutional monarchs and warring chiefs. Along the coast, kingdoms like Yoruba, Calabar and Benin had early contacts with the Europeans and traded with them. In 1861, King Dosumu of Lagos and four of his principal chiefs signed a treaty at the consulate in London where a proclamation was read declaring that Lagos was taken possession by the British in the name of the Queen.

In 1862 Lagos became a colony, the Consul Mr. Beecroft who was earlier appointed, was given directives to govern the area of the Bight of Benin. Before the Berlin conference of 1885, the British Consul had succeeded in obtaining treaties from the chief of Oil Rivers, placing their territories under the British protection and named Protectorate of Southern Nigeria.

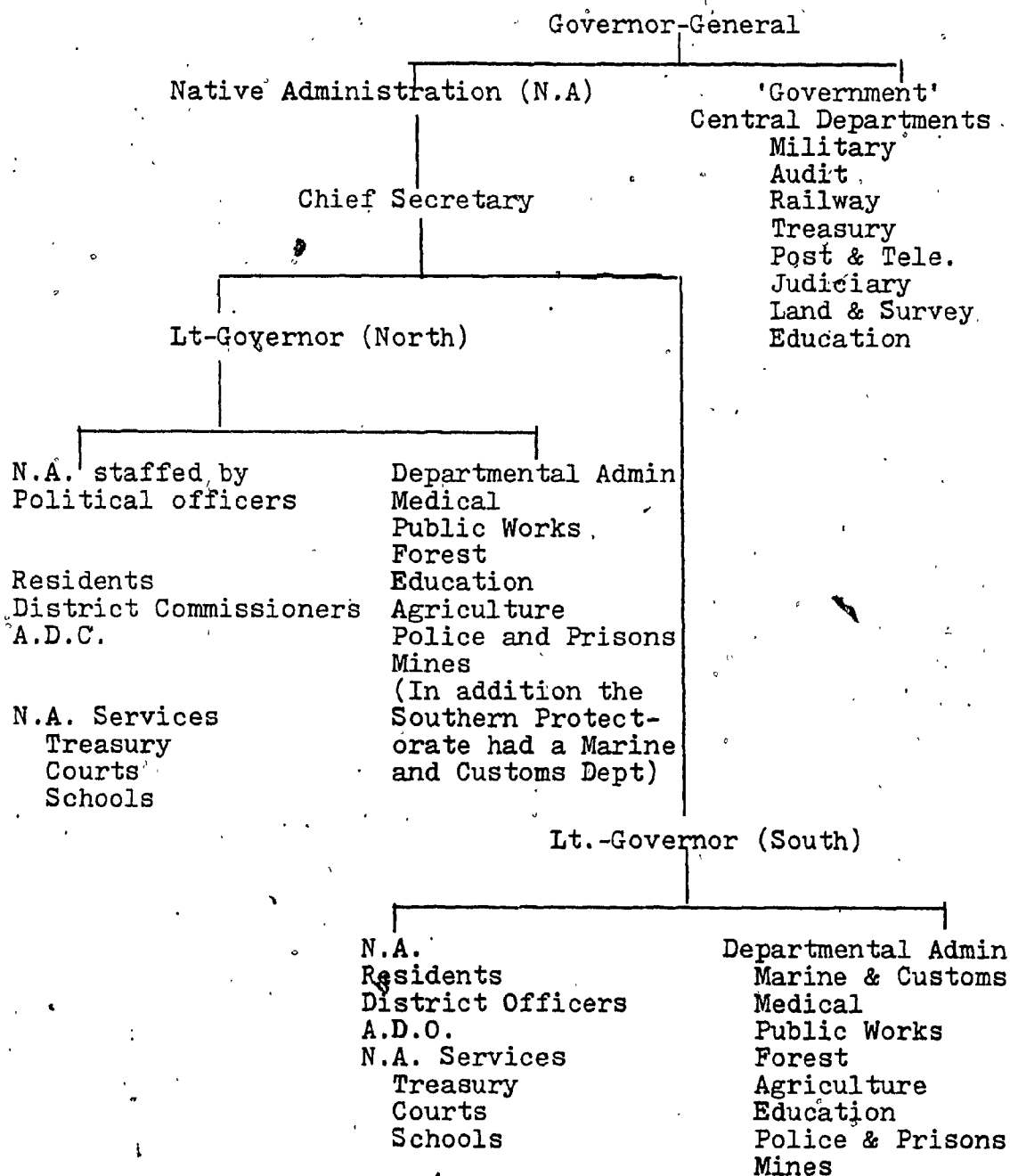
On January 1, 1900, the Protectorate of Northern Nigeria was created with its Headquarters at Lokoja. Sir Frederick Lord Lugard was made the first High Commissioner.

The British forces had earlier invaded the Northern territories and succeeded in influencing the Northern Emirs. On January 1, 1900, the British Government declared the two territories Protectorate of Southern Nigeria and Protectorate of Northern Nigeria.¹ It was the very day the word 'Nigeria' first came into official use to describe the new protectorates formed by orders in Council. In 1906 the colony of Lagos became part of Southern Nigeria. By 1907 the boundaries of Nigeria were first defined. In 1914, for administrative purpose the home government approved the amalgamation of the Southern and Northern Protectorates and made Lord Lugard the first Governor General of Nigeria. His system of administration was based on "indirect rule" (see Figure 1, "Administrative Structure after Amalgamation) which he had himself developed in the North.² From then until 1922, when the League of Nations' mandated territory of British Cameroons was associated with Nigeria for administrative purposes, there was a Nigeria Council and a Legislative Council. These were merged into the Legislative Council of 1923, and a separate Town Council was set up for Lagos. The Legislative Council did not legislate for the Northern Provinces until a new constitution

¹ Burns, Sir Alan, History of Nigeria. (London: George Allen and Unwin Ltd. 1969) p.158.

² Nicolson, I.F. The Administration of Nigeria 1900-1960 (London: Oxford University Press, 1969) Pp.143-5.

FIGURE 2

Administrative Structure after Amalgamation¹

¹Eleazu, U.O. Federalism and Nation-Building, (Devon: Aurthur H. Stockwell Ltd. 1977), p.78..

was introduced by Sir Arthur Richards in 1946 which provided for a central legislature for the whole of Nigeria and three Regional Houses of Assembly, one for each group of provinces having powers only with regard to impending legislation.

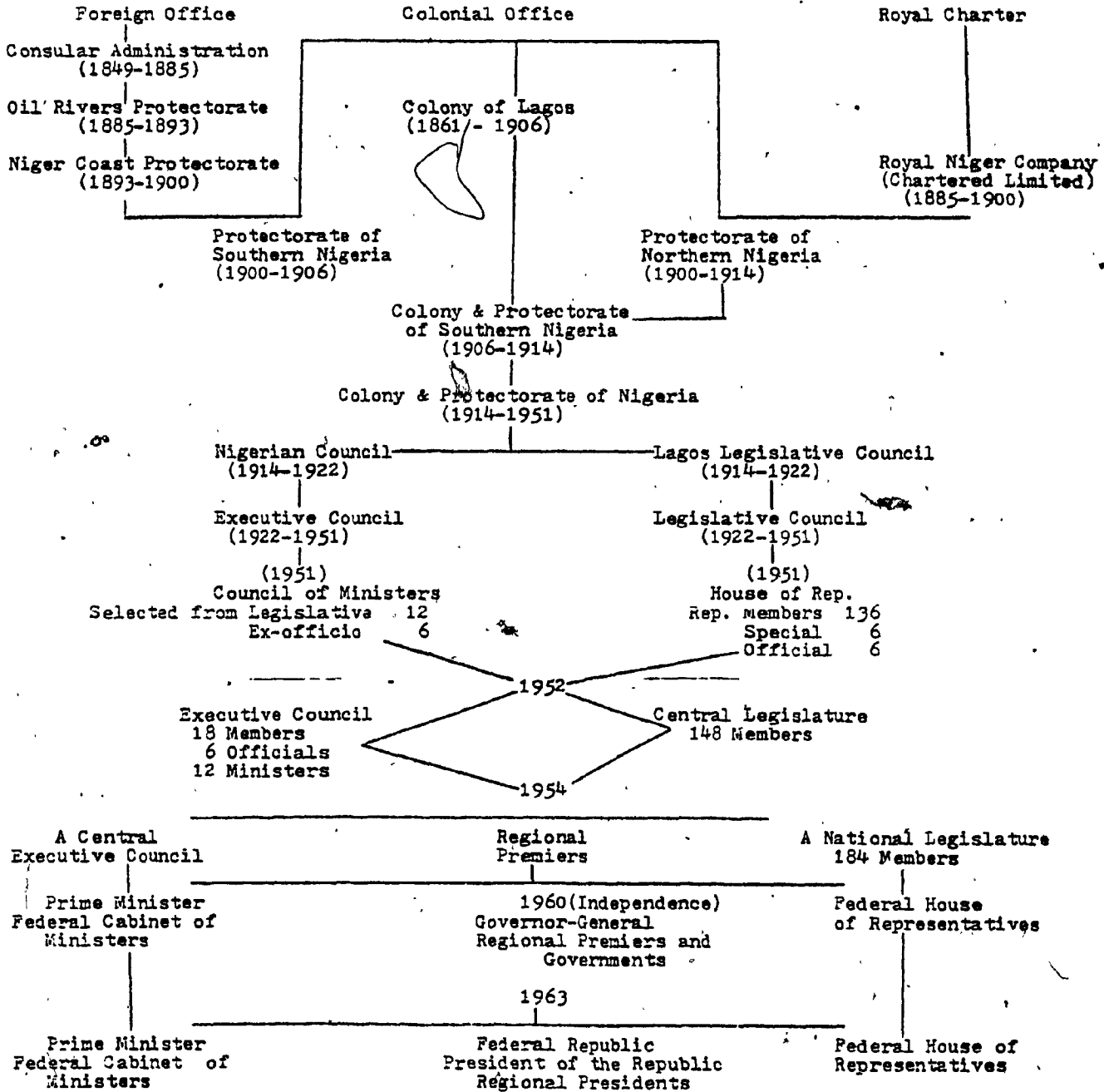
Macpherson's Constitution which came into effect in 1952, afforded increased regional autonomy and gave to the Nigerian government a full share in shaping its policy and in the direction of executive government action. There was a demand for more regional autonomy and clearer definition of functions between the centre and the regions. Conferences were held in London in 1953 and in Lagos in 1954 for a new constitution. The result of the conferences, was the re-organization of Nigeria into a Federation consisting of five component parts, the Northern, Eastern and Western Regions, the Federal territory of Lagos and the quasi-Federal territory of the Southern Cameroons.¹ (See Figure 1).

The conference held in 1957 in London, raised the hopes of Eastern and Western Regions to become self-governing in the same year and 1958 constitutional conference concluded that the Northern Region should become self-governing in 1959.

¹ Colonial Office, Nigeria: Report of the Commission appointed to enquire into the fear of Minorities and the means of allaying them. (London: Her Majesty's Stationery Office, 1958), p.1.

FIGURE 3

NIGERIAN CONSTITUTIONAL HISTORY CHART
1849 - 1866



7. M. Crowther, The Story of Nigeria (London: Faber and Faber, 1962), Pp.242-73.

The move towards independence became rapid. Early in 1960, the Federal House of Representatives passed a motion requesting Her Majesty's Government to grant independence to Nigeria as from October 1, 1960. This was granted through the Royal Assent of July the same year and Nigeria became an independent and sovereign nation with effect, from that date. In 1963, Nigeria became a Republic within the Commonwealth.

The main political problem in all parts of the Federal Republic both before and after the attainment of independence was and still remains the question of minority groups. The minority movement exists because of historical and ethnic factors, which had taken the form of political associations seeking the separation of so-called minority areas and the creation of new states.¹ The 1957 constitutional conference referred this issue to a Minority Commission which was very strongly against the creation of new states because it felt that the fears and problems of minority groups, which it found real, could better be solved within the existing political framework. The conclusions and recommendations of the Minority Commission stated that it was important to find means of allaying fears which would not perpetuate differences that might disappear. It was alleged that this called for

¹ Crowder, Michael. A Short History of Nigeria, (New York: Frederick A. Praeger, Publishers, 1966) p.296.

acceptance of the principle of ethnic grouping and that it should not be granted in its entirety, because it could possibly form a political unit. The Commission also stated that:

The minority who have appeared before us have thought of separation as a remedy for their troubles. But unity might have the same effect. .. We believe that while the first object of our recommendations must be to allay fears, with this should be combined a second, to maintain the unity of Nigeria.. With these objects in view we have, as we indicated in the introduction, borne in mind throughout our inquiry the thought of the Federal Government as the successor to those restraining functions, the prospect of whose disappearance has been so fruitful a source of fear.(1)

Although the Commission rejected minority fears and pressed for the unity of Nigeria, the problem still remained. The country realised the danger it posed to the political, economic, and social stability if it was not solved. At independence, Nigeria was made up of three Regions - Northern, Western and Eastern Regions and each had its own Regional Legislature apart from the Federal Legislature. As a result of the minority agitation the Mid-Western State was created in 1963 out of the former Western Region to make the fourth Region.

¹ Nigeria - Report of the Commission appointed to enquire into the fear of Minorities and the means of allaying them. p.88.

Because of ethnic and tribal differences which degenerated into tribal rivalry among the three dominant tribes in Nigeria the Hausas, the Ibos and the Yorubas, a political crisis erupted two years after independence. This situation became so bad that the army had to step in. The military coup of January 1966 brought the Nigerian army into the government. The military government which was established in 1966 decided to create 12 states on May 27, 1967 and added to the existing ones on February 3, 1976 bringing them to the present total of 19 states (see map).

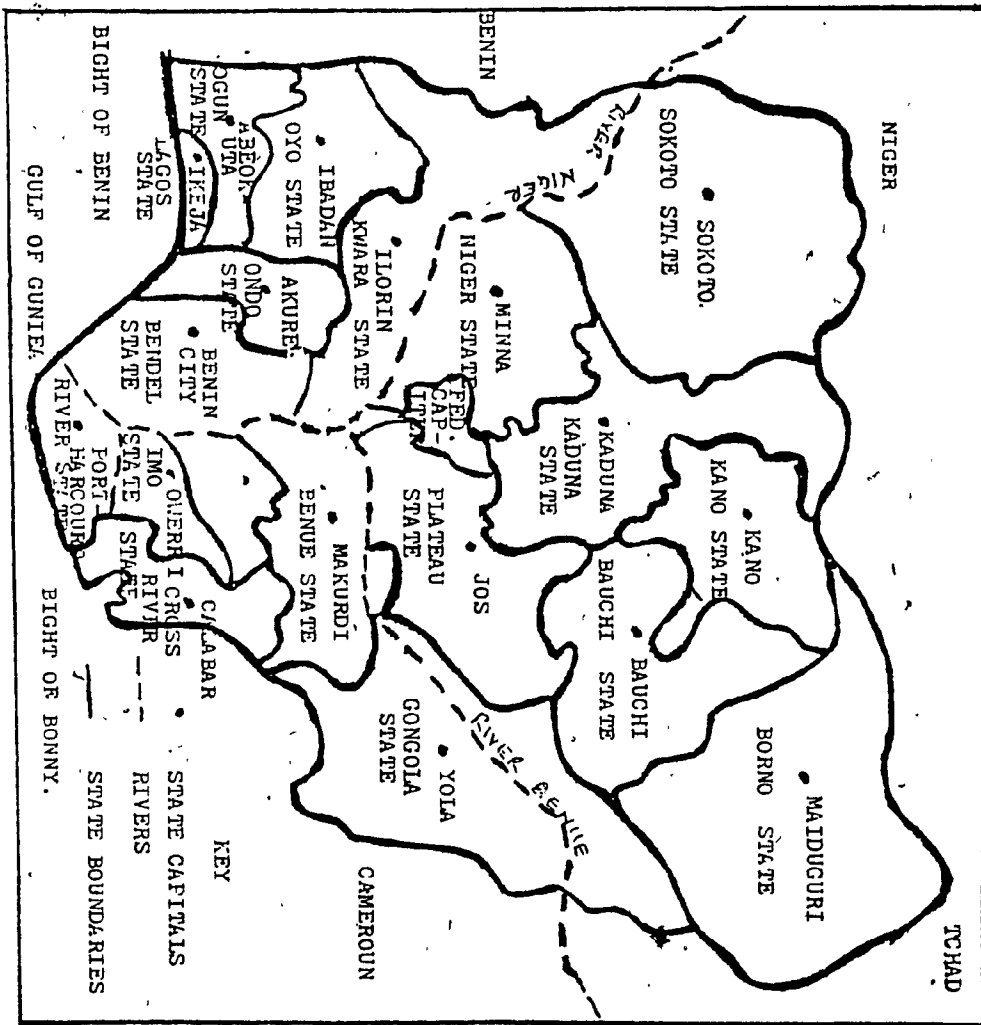
Economic Situation

The huge rise in the price of oil after the 1973 Middle East War gave an extra impetus to the Nigerian economy. As a member of Organization of Petroleum Exporting Countries (OPEC) and the World's sixth largest producer of oil, the benefits the country realised from the oil boom have been enormous. Its foreign exchange position has been strengthened and the economy expanded at an estimated rate of 8 per cent since 1971. Its foreign aid is drastically reduced and more jobs created.

In 1977 crude petroleum exports provided 80 per cent of the total export earnings. Since 1965, its trade surplus remained constant. It was more than double from 1972-1973 when it was N1,054 million and exceeded N4,000 million in 1974.

FEDERAL REPUBLIC OF NIGERIA,
SHOWING THE STATES AND THEIR CAPITALS.

FIGURE 4



The Government conservation policy and the decrease in world demand for oil, reduced its average daily production from 2.26 million barrels in 1974 to 1.78 million barrels in 1975. By 1977, it increased to 2.2 barrels daily. The country has large reserves of natural gas and as such, a gas liquefaction plant is to be constructed on the River Bonny in 1983. A petro-chemical complex at Port Harcourt is to be completed by 1981.

Despite these rich resources Nigeria's economy is still predominantly based on agriculture. Although agricultural exports make up only about 20 per cent of total agricultural production, they have great importance as one of the principal earners of the foreign exchange essential to pay for imports. In 1960, it constituted 80 per cent of total export earning but by 1975, because of the vast growth of petroleum exports, its share dropped to 7 per cent. In estimate, about 80 per cent of the total working population in Nigeria is engaged in agriculture producing cocoa, oil palm products, groundnuts, cotton, timber, food crops and rubber. They also engage in fishing and animal husbandry.¹

For the purpose of analysis, Nigeria agricultural products can conveniently be divided into two - peasant farming

¹ Nigeria Handbook 1977 op.cit. p.100.

and estate farming. The former aims at producing food crops such as yams, cassava, guinea corn, millet, maize, rice, cocoayam and beans mainly for family consumption, and probably for export while the estate farming is mainly devoted to the cultivation of cash crops like cocoa, rubber, coffee, cotton, timber, sugar cane and tobacco.¹

The Federal Military government, realizing that agricultural expansion is the quickest and surest way of increasing the national income and raising the standard of living, embarked on different agricultural programs. Among them are the livestock and fisheries' resources of the country with a view to increasing the quantitative as well as qualitative output in the areas.

In the 1977-78 budget speech, the Nigeria Head of State General Obasanjo said that

1976-77 had been a year of infrastructure; 1977-78 would be a year of agriculture and industry. Modernization of agriculture would be stressed, and incentives to promote industrial growth introduced.(2)

¹ Ibid., p.100

² Omo-Fadaka, J. "Nigeria Year of Agriculture and Industry," African Magazine, No.69, May 1977 Pp.116-117.

At a news conference, Major General Oluleye gave details of the budget and stated that - "All efforts would be made to modernise agriculture, including encouragement of large scale commercial agriculture. State governments would earmark areas for large scale plantations." He also emphasised that there would be tax relief for at least five years for any agricultural or 'agro-allied' project whose raw materials are being produced locally. Raw materials for manufacturing of live-stocks feed would be duty-free including agricultural machinery and chicken incubators.¹ In its emergency program the Government introduced "Operation Feed the Nation" whereby all University students were engaged during long vacations to work in the farms. The purpose was to increase agricultural production and reduce the high level of food imports and inflation. Although all these measures continue to be taken, its agriculture still suffers from a general problem of illiteracy and low productivity. The production technique is poor because of inadequate use of fertilizers, as a result there is a very low yield. Infrastructural facilities are also inadequate and the marketing, storage and credit systems all call for reform.

Despite the absorption of a greater proportion of the nation's population in agriculture, the government realised

¹ West Africa No.3119, April 18, 1977 p.747.

that in order to achieve an accelerated growth of its economy, the country must embark on a large scale of industrial development. This led to the diversification of industries and a rapid expansion of manufacturing industries. Already, Nigeria is rich in mineral resources among which are crude oil, iron ore, lead, zinc, coal, lignite, natural gas, gold, tin columbite and human resources. Efficient exploitation and utilization of these important factors backed with adequate investments and entrepreneurship are necessary to place the country on the road to rapid industrial development.

The department of Commerce and Industry was earlier set up on behalf of the development boards in different parts of Nigeria. On a small scale, the milling of groundnuts was developed in the Northern parts of the country and in the textile industry, hand-loom weaving was encouraged by the Governments weaving training centres. This later developed to a factory weaving industry, using power looms through the cooperation of the state government development boards and private enterprise. Partnerships between private firms and local development bodies for starting manufacturing projects had been a common and successful feature of industrial development in Nigeria. Among other goods produced in Nigeria are margarine, soap, cigarettes, plywood and furniture, aluminium products, motor vehicles, and cement to mention but few.

The development of a manufacturing industry in Nigeria is a major objective of the Government policy. The National Reconstruction and Development plan of 1970-75 gave priority to the problems of economic management and unemployment; while the 1975-80 Development plan lays emphasis on development of agriculture and the industrial infrastructure and increased Federal aid for education and health.

The rate of industrial expansion is dependent on a number of factors. For example, while there are adequate supplies of unskilled labour, Nigerians have had little opportunity to develop technical skills because factory production is a recent development. For some time, therefore, Nigerian industry may well depend at least partly on a number of technicians from abroad.

To solve this problem in the near future, the government took a bold step of establishing a crash program to train a great number of Nigerians in various higher technical institutions of the industrialised countries. It was as a result of the program that the Canadian government signed a technical cooperation agreement with the Nigerian government. Under the agreement, the Canadian government will train five hundred Nigerian students each year in various technical fields in its institutions beginning from the 1978-79 academic year.¹

¹ Nigeria Press Release, Nigeria High Commission, Ottawa. August, 1978, p.3.

Efforts are being made by the Federal Government to introduce and expand such programs in various higher institutions and to build more institutions for the training of Nigerian technicians. This will represent a major shift from the predominantly literary education¹ of recent years to technical and vocational education. Therefore the educational task is not merely to provide facilities; the supply of adequately trained science teachers and technical instructors will take priority. The problem will be seen as a problem in manpower.

Summary

This chapter broadly discussed the Nigerian physical features and its social, political and economic background. While there is evidence of the modification of the traditional culture as a result of the people's contact with the Western World, there is also evidence of a back-to-land movement. The traditional culture had been replaced with a modern system of administration and also with industrial and technical development. But the success of any teacher lies in the understanding of the traditional culture of the immediate environment. This would enable the teacher to plan the curriculum to meet the needs of the society. Industrial and

¹ See Chapter 4 for discussions of Literary Education.

technical development and the need to increase agricultural productivity in Nigeria have led to educational change in a country where, until recent years, education was mainly literary. The major problem for the country in achieving these objectives is the recruitment and training of teachers sufficient and capable enough to meet the new educational demand in science and technology.

CHAPTER III

HISTORICAL ANALYSIS OF TEACHER EDUCATION
IN NIGERIA BETWEEN 1842 AND 1979Traditional Education in Nigeria

For the purpose of this inquiry, it is important to review the trends in the Nigerian educational system from its beginning. To give an understanding framework for the study, this chapter will examine the traditional education in Nigeria, the missionary education, the educational expansion in Nigeria, the government involvement and its training of teachers; the government reorganization of education, and the regional control of education before its centralization. Before the coming of the Europeans, every community in Nigeria had its methods of passing on to the young its accumulated knowledge that would enable its youth to play adult roles and so ensure their survival as well as the continuity of the community. The teachers involved in the system were the elders who passed on to the young the knowledge, the skills, the modes of behaviour and the beliefs needed in order to be fully functioning adults.

Informal lectures from these elders were based on how to cope with the environment. The young were taught the culture of the community by participating in such activities.

as farming, hunting, fishing, building a house, and preparing food. The system was adopted in Kpelle "Bush School" in Liberia as a means of initiation of the children into the traditional adult life. In the school, effort was made to ensure the obedience of the child to authority. The child was toughened through rigorous forest living. Those trained in more advanced aspects of tradition and ceremony learnt from the system how to carve masks, and also learnt the arts of blacksmithing or what was called iron-smelting. Their educational goals were "individual self preservation and corporate preservation."¹ They were taught the community language and mode of behaviour. Emphasis was placed on what the community regarded as good and what it regarded as evil.

In this context, Entwistle, a noted social philosopher of education has referred to this normative culture and differentiated it from discriptive culture which is the 'whole way of life' and stated that "conceptions of education may differ substantively in terms of what different individuals or groups count as improvement."² The young were taught to refrain from such activities which the community labelled to be evils and they were encouraged to practise the good culture.

¹ Gay, J. and Cole M. The New Mathematic and Old Culture, (New York: Holt, Rinehart and Winston, 1967) Pp.16-18.

² Entwistle, H. Class, Culture and Education. (London: Methuen and Co. Ltd. 1978) p.111.

They were taught polytheistic religion which perceived many gods and spirits. The people manifested through their religious rites, a strong sense of dependence on the Supreme Being, on deities and spirits, on the departed ancestors, and on local resources such as the rivers, hills, lakes, plants and rocks.

Missionary Education

With the aim of eliminating the traditional religions in society, the missionaries became the first people who brought "formal"¹ education to Nigeria. Their original purpose was to provide elementary schooling as an auxiliary to evangelization, but in doing so they began the process of sharing with the members of the society not only their knowledge of the "true" God but also the treasures of more highly developed civilizations. Two distinct types of education existed in Nigeria, "Eastern" and "Western". The Eastern type of education was brought to Nigeria through the Sahara from Sudan societies while that of Western type came through the sea from Europe.

¹ "Formal" education is mainly organized to accomplish the teaching of subject matter and skills; takes place in the school; and in a Nigerian context - Western oriented.

There are no records indicating the establishment of any formal Western education in Nigeria before the 1840's. The most important period in the history of education in Nigeria was that of 1842-1882 because it was the period when Western education was effectively introduced in Nigeria by the Christian Missionaries. It was important because the Missionaries came to control the educational policies of the country up to the year 1862 at which time the government began to intervene in educational issues.

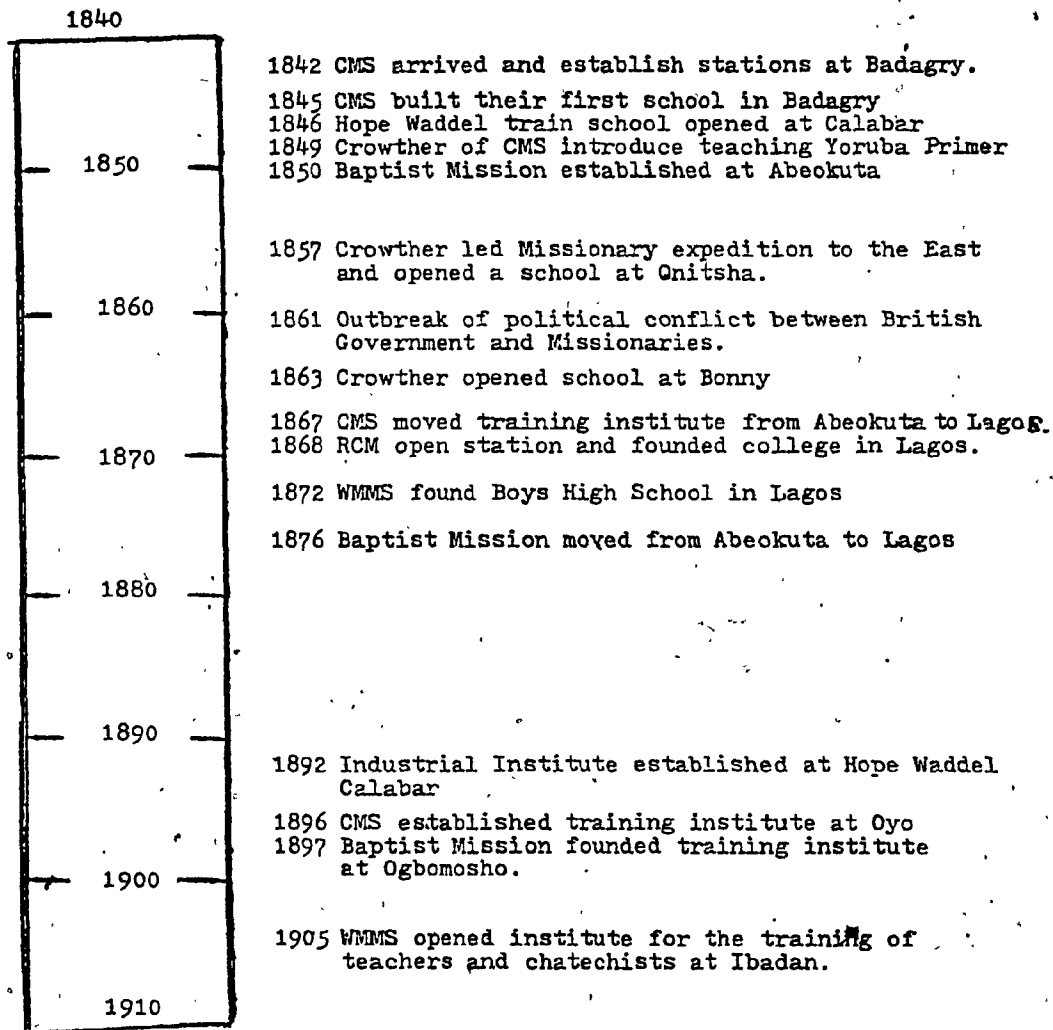
The period opened with the arrival of a number of 'Liberated African' slaves in Freetown, Sierra Leone. They traced their home land back to Badagry and Abeokuta in Nigeria and brought with them the Wesleyan Missionary Society which was established in Europe in 1813 by the Methodist church. The aims of the missionaries were to preach the "Gospel of God" to the people; establish schools; to enable converts to read the bible; to assert the influence of the British in order that the people of Nigeria would "rank among the civilized nations of the earth."¹

James Fergusson, a native of Aku (Yoruba) in Nigeria, who was taken as a slave and later acquired his education through the Methodist Church, on his arrival in Badagry, wrote

¹ Ajayi, J.F.A. Christian Missions in Nigeria 1841-1891, (London: Longman, Green and Co.Ltd. 1965) p.30.

FIGURE 5

TIME CHART OF MISSIONARY EDUCATION IN NIGERIA
FROM 1840 TO 1910



Scale: 1" to 10 Years.

a letter to the headquarters in London in which he stated:

"So I humbly beseech you, by the name of Jehova to send one of the messengers of God to teach us more about the way of Salvation because I am now in a place of darkness where no light is... It is to bring our fellow citizens into the way which is right--- And as I know better than them, it is my duty to put them right... Some of my family-children who arrive by the brig Marget - wishes the children to be instructed also. So I humbly beg of you that you... send us; by so doing, if we ourselves are well instructed, I will speak to them the same as I have been instructed."(1)

The letter was honoured by two missionaries - Wesleyan Methodist Missionary Societies (W.M.M.S.) and the Church Missionary Societies. The agents of these missionaries arrived in Badagry within a period of three months interval. Thomas Birch Freeman led W.M.M.S. while H. Townsend was in charge of the C.M.S. who both opened a station at Badagry in 1842. The first to establish educational work was the C.M.S. in the same year which also undertook the experiment of founding a Training Institution. The first school in Nigeria belonging to the church Missionary Society was built at Badagry in 1845. It was a boarding school and kept within the premises of the Mission. Most of the pupils who lived in the school formed a part of the family. The purpose of this pupils' missionaries relationship was to afford the missionaries the

¹Solaru, T.T. Teacher Training In Nigeria. (Ibadan: Ibadan University Press, 1964), p.2.

opportunity of selecting and training the most promising pupils as teacher evangelists.

At this point, it is important to note that the Moslem schools belonging to the Almajiris' were operating the same system in their Koranic schools in the North. Examples of such boarding schools were the Wesleyan Methodist Missionary Society School of about thirty pupils kept by Reverend Mr. Annear in 1846. In 1849, Bishop Crowther of the C.M.S. had a school of thirty-six where he introduced the teaching of Yoruba Primer instead of the English Primer which was formally in use. The same pattern was used by the Reverend and Mrs. Hinderer who founded their first C.M.S. station in Ibadan. Among their earliest products came the first group of evangelists and teachers. Referring to one of their pupils Olubi, Mrs. Hinderer was quoted saying:

"We have made a sacrifice and given up our faithful Olubi for the School. It was a sacrifice for he was the only one in the house we could look to for everything, but he is a good creature--- and I believe he would make an excellent schoolmaster, he is so fond of children and has so much heart in everything."(1)

¹ Ogunṣola, A.F. Teacher Education Programme In Nigeria: West African Journal of Education Vol.19 No.2 June 1975, p.230.

The teachers were being prepared to meet the demand of religious propagation and the programme was centred around Reading, Writing and Mastery of the scriptures.

With the expansion of the missionary activities, the need for more preachers became glaring. To carry such missionary activities to a successful end, it was necessary that effort should be made for the training of more teachers and catechists. In the meantime, the source of supply of teachers for Nigeria had been the Gold Coast and Sierra Leone. The number of Missionary teachers supplied by the two countries were insufficient to send some to remote areas of the country to open more stations. By 1864, the Abeokuta C.M.S. school had produced 3,000 literates. An important step was taken to establish a training institute there to produce additional catechists and teachers to serve the interior.

At the out-break of internal political conflict in 1861 between the British government and the Missionaries there was a divided opinion. The causes of the conflict were the inherent distrust that most Evangelists had for government, as if it were no more than an evil to be tolerated, and, secondly, the assumption that as soon as missionaries established themselves in the country, the traditional way of life was doomed because the traditional rulers would embrace Christianity and behave in accordance with the missionaries' instructions. As

the missionary started losing confidence in the rulers of Abeokuta, Townsend had this to say:

"I do not doubt but that the government of this country is set against the spreading of the Gospel; they see what they did not at first, that the Gospel will overturn their system of lies which they wish to preserve as entire as possible. ... At the same time they want us without our religion. They want us on account of the people in Sierra Leone, because they see that through us they are likely to keep open the road to the sea and obtain trade and be well supplied with guns and powder for sale or war as may be required.(1)

Townsend observed that the conversion of the rulers proved very difficult and needed a lot of diplomacy. They sent their children to school to be educated by the missionary which at the same time created some obstacles. The rulers accepted minor reforms but refused to accept baptism. The elders believed that the effect of missionary education was to make the youth forsake the custom of the land and therefore look upon the Missionaries as agents of 'evil forces.' The situation developed into a chaotic atmosphere which led to the expulsion of the missionaries from Abeokuta.

The Training Institution and the Female Institute earlier established at Abeokuta was removed to Lagos in 1867 where they were known as Lagos Training Institution and the

¹ Ajayi, J.F.A. op.cit. p.100.

C.M.S. Grammar School and the Girls' School respectively. The Girls' School was considered to be training promising girls as teachers. The Training Institution came under the Reverend Isaac Oluwole as the Principal aimed at the following objective: to produce Christian boys, diligent, obedient, straightforward, kind, evidently God-fearing. The training given was based on periodic courses in Bible study. The C.M.S. Training Institution in Lagos provided a three year post-primary course for school masters who were being prepared to become priests. Lectures on classics, higher mathematics, natural science, higher theology were not given. Other subjects which had not much relevance with evangelical instruction were not taught. Henry Townsend once declared that he had little confidence in Training Institutions at that stage of Christian work and growth. He stated that:

What I want is a man or rather men who can read the scriptures in his own tongue and preach the gospel among the heathen as a brother; I don't want a youth confined by intellectual culture till he becomes an individual of superior caste and must carry with him whenever he goes the comforts and show of civilized life.(1)

¹ Ayandele, E.A. quoted in The Missionary Impact on Modern Nigeria 1842-1914; (London: Longman, Green and Co. Ltd. 1966), p.287.

It came to the point where the Training Institution was to be separated from the Grammar School. The resident Pastor at Oyo, Reverend S. Johnson recommended the establishment of the Training Institution there. In 1896, the institution was opened to produce workers for the Yoruba Mission. Though lack of suitable candidates proved an obstacle for expansion by 1904, the principal reported that the institute had produced twenty-nine teachers in all who were influencing at least 700 children. He also reported that students came from far distances of East of the Niger, the Gold Coast and Northern Nigeria.

The Wesleyan Methodist Missionary Society which suffered the same expulsion from Abeokuta as C.M.S., founded their first educational institution in Lagos in 1872 and was named Boy's High School. With its establishment it was realised that the two institutions were inadequate to supply the teachers needed. Within the period, Reverend W.H. Findlay, who paid a secretariat visit to West Africa, recommended some measures for educational advancement. Realizing the need for trained teachers to remedy the situation, Finlay's recommendation laid emphasis on the founding of

"an institution in the interior with a missionary devoted to it in which the earnest young men may receive along with the elements of general education, sound instruction in scripture and christian doctrine and practical training in

evangelistic work and in teaching."¹

Accepting Finlay's recommendation, an institution for the training of teachers and catechists was opened at Ibadan in 1905. Its educational objectives were slightly different from that of C.M.S. Students were to receive education which would provide them employment in the elementary schools. These schools were at the boom of their growth all over the country. However, the curriculum was termed to be that of Christian faith but personal cleanliness and habits of industry and good order were equally important. By 1910, apart from the subjects with an evangelical outlook, the curriculum was enlarged to include School Method, Management, Geography, English Language and English History. By 1913, Euclid, Drawing and Greek were added.

The Baptist Mission which earlier established a station at Abeokuta in 1850 also moved to Lagos in 1876 during the uprising against the missionaries at Abeokuta. Their remarkable contribution to Teacher Training in Nigeria was the founding of the Baptist Training College at Ogbomosho in 1897, an institution which started in the name of a theological seminary and later included a teacher training section. Provision was made for the training of girls who were prepared to become teachers.

¹ Solaru T.T. op.cit. p.6.

The Roman Catholic Mission that was a little behind in its evangelistic activity in Yoruba land first opened a station in Lagos in 1868 and founded St. Gregory's Collège in 1876. Following the footsteps of other missionaries, it combined teacher training with grammar school instructions.

Though the first Missionary stations were established in the West, the work of the missionaries was not confined only to that part of the country. The Niger expedition of 1856 brought to light the beginning of Missionary work in Eastern Nigeria. The mission arrived at Onitsha in 1857 with Baike controlling the trading team while Crowther of the C.M.S. was in charge of the missionary team. Each of them expressed their aims which were accepted by the natives. Their declared aims were Christianity and Industry and the motto was 'Gospel and plough'. This aim was influenced by the changes that were taking place in England at that time. The missionaries were people from a culture that had experienced an industrial revolution with its primary emphasis on manufacturing and trade. Although their main objective was evangelism, inevitably the missionaries planned their education to include some aspects of trade. This was the reason why most of the early schools were trade schools. Onitsha rapidly became the headquarters as well as a place for setting up an Industrial Institution. Schools were established at Onitsha in 1857 by Crowther and

also Bonny in 1863. In Crowthers report to London, he stated that the policy of the C.M.S. to the Niger Mission was

"to train natives of African as religion teachers of their own countrymen... for not only were the great chiefs found ready to listen to the white-man's message, they were equally ready to be taught by the black men."(1)

The missionaries founded training colleges for catechists and teachers. An example was that of Awka Training College. The pupil-teacher system of training was adopted whereby the candidates were required to serve for a period of three years as pupil teachers before the actual training began. While in training, each year in the college was followed by a year of practical work as a teacher. After this the student returned again for another year of instruction. The C.M.S. were without rivals in the East, and featured prominently all over the East in the missionary struggle for dominance.

The Presbyterian Church of Scotland earlier established in West Indies had able and willing converts who were prepared to take the Gospel back to their own people in Africa. With the aid from Scotland, Reverend H.M. Waddell established the first school at Calabar in 1846. Its system of initial

¹ Quoted in T.T. Solaru, op.cit. p.10. .

training of teachers was comparatively different from that of C.M.S. The teachers and evangelists came from Mission houses and the older pupils who passed through the first training were made pupil teachers. Classes for the training of teachers were held at regular intervals and lectures were given by the missionaries. This system of training teachers and workers proved inadequate to meet the required number for the missions expansion.

The Government headquarters at Calabar suffered an acute shortage of clerks, engineers, carpenters, bricklayers, tailors, blacksmiths, painters etc. and needed trained and skilled employees for the fields. In 1892 the Industrial Institution was established and named Hope Waddell Training Institute for the training of apprentices from primary schools in different trades and also for the training of teachers and pastors. The Government realised the effort and aided the institute. This gave rise to a conflict of interest, because the missionaries never wanted the government to intervene in their own educational affairs in Nigeria.

The Catholic missionaries which should be remembered for their educational activities in Nigeria especially in the field of teacher education started work in Benin in 1515 but were expelled from Benin in 1688. Though they failed in converting the Oba of Benin and in establishing permanent

institutions either in the city or nearby towns, it is evidently proved that they did make some impact in their areas of operation.¹ In the latter part of nineteenth century the catholic mission came back with full force to the East. In 1884 Father W. Piorentini established the Upper Niger Prefecture and made Lokoja the headquarters and in 1885, Father Lutz and his men arrived at Onitsha to establish a mission there and made Onitsha the headquarters of Lower Niger Prefecture. Though the Catholic missionaries were not the leaders in establishing primary and secondary education in Eastern Nigeria, they should be credited for their educational expansion. Under the leadership of Bishop Joseph Shanahan the Catholics made education their sole means of proselytization and took to the policy of 'Village School Phase' which resulted in the rapid expansion of Catholic schools in the East. The first village was that of Aguleri. As the two missionaries were rivals for supremacy, a C.M.S. Women Training Home teacher remarked that

"The Roman Catholics are building Schools in every village around about us and even in Emii. Two R.C. "Fathers", Whitemen have come to live at Ulakwo only half an hour's walk away. They have already drain some of our scholars away."(2)

¹ Egharevba, Jacob. E. A Short History of Benin. (Ibadan: Ibadan University Press, 1953) p.30.

² Ekechi, F.K. Missionary Enterprise and Rivalry in Igboland 1857-1914, (London: Frank Cass, 1972) p.224.

As proposals for secondary education loomed large in missionary circles Father Shanana submitted to the Catholic authorities a prepared memorandum on higher education and emphasised its application most especially to the Catholic missions which were suffering from an inadequate supply of teachers for their schools. He also talked about the establishment of advanced schools for the training of future politicians to ensure that the catholic mission was represented in any political scene. He demanded financial support and pointed out the spiritual as well as temporal advantages which the African would derive from the college. For the purpose of envagelization and social change, Shanana insisted that -

"the college would repay a hundred fold all that was spent on it, and from the intellectual standpoint the college would certainly be a centre for learning - a quasi university for Southern Nigeira."(1)

Bishop Shanana's advocacy gained momentum. Within a short period, money and staff were made available for him and an advanced Roman Catholic institution was established. The institution was looked upon as a combined secondary school and teacher training college.

¹ Ibid., p.195.

Educational Expansion in Nigeria

From 1842 to 1900, educational expansion in Nigeria was very slow and was confined to the South. The missionaries looked upon the school as a mechanism of evangelization. The Moslems of Northern Nigeria gave no consideration to christian life and so the missions were denied every opportunity of spreading their activities there. The number of Koranic Schools existing in the North aimed at spreading Islamism. Their curriculum was based on the teaching of Arabic and had no provision for any form of post-primary or higher educational opportunities.

Government Education

It has been noted earlier in this chapter that at the very beginning, the government did not make direct contribution to education. Education was confined to the care and benevolence of voluntary Agencies which at that time were composed only of missionary bodies. However, with the appointment of the first Inspector of schools in 1862 and the establishment of the regulations for grants-in-aid, a number of schools came under government control. The Government made a little contribution to the training of teachers at this initial state after watching the educational development with interest. Records showed that the Education Ordinance of 1887

allocated grants to schools on inspector's examination reports and also made provision for the certification of teachers. Dr. Henry Carr was appointed as Inspector of schools for the colony to make the implementation of the ordinance possible.

With the proclamation of a Protectorate of Southern Nigeria in 1900, the sphere of Government educational administration was extended and an Education Department with a directorate was set up for the promotion of education three years after its inception. Within the period, adequate provision was not made for the training of teachers by the government. The Inspectors' report at this stage emphasised the lack of suitable teachers, who could speak the language of the district. As the government and mercantile houses were also depending on the students from the missionary schools for their establishments, there was an increasing demand for Western Education which the missionaries could not cope with. To solve the problem the 'Pupil Teacher' system was adopted.

The Pupil Teacher System

The 'Pupil Teachers'* were about 14 years of age with "Standard V Pass." After their recruitment as teachers,

* The 'Pupil Teachers' were selected teachers of about fourteen years of age who had passed standard V. On the basis of the instructions received from the head teachers or other approved teachers, they were employed to teach without training or teaching experience.

they receive one hour's instruction from the head teacher on teaching methods. In two successive years, they sat the Pupil Teachers examination which qualified a successful candidate as "Assistant Teacher" as well as giving admission into the Training Institute. The curriculum included the following subjects: Elementary Mathematics, English Composition, History and Geography, Science of Common Things, School Method and Principles of Teaching.

With the employment of 'Pupil Teachers', it was discovered that the standard of education was consequently very low. Teachers were inefficient and often resigned to seek better employment with the Government or Commercial firms. In Inspector Cumming's report of 1908, it was revealed that the need for teacher training on a higher level was imperative. He wrote that

"The work of schools is fairly satisfactory up to Standard III. Beyond that stage when independence of thought is required, results are not satisfactory ... not because the native child is incapable of thinking for himself, but the teachers are to blame to a great extent... Lessons are haphazard, no definite aim or system, and correct method is wanting."(1)

In his conclusion, he maintained that the unsatisfactory condition would continue until properly trained teachers were available. The result of the report followed the Education

¹Solaru, T.T. op.cit. p.17.

Ordinance of 1909 which contributed to the training of teachers but without any government training institution for the type of teachers required. An alternative was Government contribution to Evening Classes and Vocational courses for the training of teachers. Courses that were increasingly popular, with better organization, were included in the scheme.

It is interesting to note that while education in the Southern Provinces was under the control of the missionaries, that of the Northern Provinces was under the control of the Government. Governor Hans Vischer who opened a school in Nasarawa, Kano in 1909 (Northern Province) prepared a curriculum for the Teacher's School which included Arithmetic, Reading, Writing, Composition and Dictation, Hygiene study, Geography of Africa and Instruction in Teaching. The language of instruction was Hausa in the lower Primary while English was used in the Upper Primary. Their method was based upon the educational systems in Egypt and Sudan. This system which was different from the Southern educational system was adopted to suit the existing situation in the Northern Nigeria because of the influence of Moslem religion and their traditional way of life.

In 1911, a new Governor Mr. H.H. Bell wrote in his despatch that -

"An important commencement has been made towards education of natives by the establishment of school at Kano, which it is hoped may ultimately be organised on the lines of the Gordon College, Khartoum... more than a hundred Mallams (Mohammedan priests) are now under instruction and are learning the rudiments of History and Geography, Arithmetic and simple sciences. These men will become teachers in native schools all over the protectorate and will disseminate such knowledge as is appropriate to the present condition of the population."⁽¹⁾

After the Sudan pattern, the educational system was organised into three separate headings namely (a) Classical Teaching (which was meant for the 'training of Mallamai or teachers of Native schools and primary education for sons of chiefs and others'). (b) Agricultural Instruction, (c) Technical and Industrial Education.

The Training of Teachers After the Amalgamation

After the amalgamation of northern and southern Nigeria in 1914 by Lord Lugard, it was noted that no attempt was made to establish an educational system related to the needs and aspiration of the people as compared to the North. Lord Lugard estimated that the educational system in the south before 1914 was a product of a very low quality of education. In his approach to the problem, he aimed at establishing an educational system which would 'promote a better standard of discipline,

¹ Ibid., p.20.

self control and integrity, combined with educational qualification more adequate to the demands of the state and commerce' and commerce' and also to increase the output so as to keep pace with the demand. These assumptions led to the 1916 Education Code which made provision for the Government contribution for the training of teachers. The Education Code of 1916 formed the nucleus on which further planning and development of educational system for the training of teachers was based in the succeeding decades.

Even before the Education Code of 1916, there were fifty-nine government schools while the voluntary agencies had ninety-one assisted schools besides a greater number of unassisted schools. One should be surprised to note that among all the five existing training institutions none was receiving any grant-in-aid and the 235 teachers employed by the voluntary agencies only eighty-seven had teachers certificates. To improve the existing condition, the 1916 Ordinance made provision for the training of teachers as follows. It retained payment of grants on the basis of examination results and the 'adequacy and efficiency of the staff'. Grants-in-aid were introduced to Training Institutions and Boarding Schools to stimulate the supply of qualified teachers. Three types of schools were introduced - Literary, technical and moral. Literary education was to provide training for eventual clerks and teachers. They were Provincial schools situated in

Provincial Headquarters with a teacher training for the rural schools. As a boarding schools, they included evening classes which offered advanced agriculture and surveying and also classes for the training of teachers in school method. Attached to it was a Rural school for the training of peasants in Arts and Crafts, Practical Agriculture, Carpentry and Smithing, Hygiene and Local Geography, Colloquial English and Rudimentary Arithmetic with Hausa in Northern Provinces. The aim was to educate people to serve the community to which they belonged.

Technical Education was introduced to improve the training given in government workshops. It was given to illiterate men who could not attain the standard of skilled labour, especially in the North. It was a device by the Government to improve the status of the apprentice and the artisan to equate them with clerks.

In an effort to be practical and implement the new Code, the Bonny and Warri government schools were converted to 'Rural Schools'. Assisted schools increased up to 176 and unassisted up to 1,142. Assisted schools started requiring Government Teacher's Certificates. In the Northern Provinces, preparation of teachers was given comparative priority to that of clerks. Bornu Arab school was to produce Arabic speaking teachers and, in the Pagan areas of the North, Provincial Schools were limited to the training of teachers for rural schools. Under

the new code teacher training activity increased both in government and voluntary agency institutions. There were better results in certificate examinations and a high percentage pass in the Third class Certificate Examination. As a result of the First World War, and due to the language difficulty, there was no supervision of schools by Superintendents of Education in Ilorin Province. The school there was turned into Yoruba Teachers Training Centre. There was a remarkable improvement in the quality of trained certificated teachers and also the economic status of teachers was improved.

By the end of the First World War, there was such a rapid increase in the number of schools that the government could no longer control them. Wherever the missionaries opened new churches, the local community demanded a school for educating their children, and the missions out of zeal and rivalry responded. As the Phelps-Stokes Commission said in 1922, "occupying the field" has been the guiding thought of a large number of missionaries in every part of the world.¹

The officials of the Colonial Government were fully aware of the unsatisfactory situation of the educational system; hence the Governor General Sir Hugh Clifford remarked in his

¹ Thomas Josse/Jones (ed). Education in Africa, (New York: The Phelps-Stokes Fund, 1922) p.29.

address to the Nigeria Council in 1920 that -

It has never been the practice in British possessions in the tropics for the local government to claim the right to exercise any control or supervision over scholastic enterprises that do not voluntarily submit to these things for a grant-in-aid, the amount of which is annually determined by the degree of efficiency attained by each school, as revealed by the periodic reports of government practice. (1)

The system brought about more increase in the number of schools and in 1926, the government issued an Education Ordinance which attempted to check the growth of schools. The same Ordinance specified the status and qualification of teachers and their classification by grades. According to the classification, certificated teachers were classified as 'A', technical teachers as 'B', uncertificated teachers as 'C' and those who were qualified to teach vernacular were also classified as 'C' or 'D' on the recommendation of the Superintendent of Education. There were probationary teachers who taught under supervision and were given instructions five hours a week outside school hours. Such teachers could only teach up to standard IV. Minimum scale of salaries were outlined for all grades of teachers. In the new development, the curriculum for Higher Elementary Certificate Examination was improved and subjects were included such as English, Arithmetic and Simple Accounts, Hygiene and

¹ Ibid., p.175.

Sanitation, History and Geography, School Method, History of Education, English (Advanced), Religious Education and Methods of Teaching. Students were to offer any two of the following: Agriculture, Drawing, General Science, Hand and Eye Training, Geography (Advanced), Infant Method, Nature Study or Botany. The curriculum for women included Domestic Science which was a substitute for History and Geography and History of Education.¹

Government Reorganization of Education

The report of Phelps-Stokes Commission of 1925 set the pace for Government reorganisation. The Third Class, and the Second class Teachers' Certificates were replaced with Teachers' Higher Elementary Certificate and the centre of Teacher Certification shifted to Teachers' Higher Elementary Certificate. The subjects for Higher Elementary Certificate were outlined and the examination centralised for the Federation. Katsina and Toro teacher training colleges requested for the conduct of their own examination based on their curriculum.²

¹ Solaru, T.T. Op.Cit. Pp.39-40.

² Ogunsola, A.F. Teacher Education Program In Nigeria Op.cit. p. 234.

During the financial crisis of 1930, the government cut the grants given to schools and the number of teachers in schools reduced. The Director of Education, Mr. Hussey, within this period came up with a number of proposals for the reorganization. He visualized the educational reorganization in three phases. The first consisted of two years in an infant section and a further four years, a total six years of basic education for those who wished to go further. The second, intermediate, was considered six-year stage which would enable the school leaver to find employment. The third stage would provide vocational training to provide engineers, medical assistants and teachers of higher middle schools. In the proposal, training colleges were to be established. This led to the opening of Yaba Higher College in 1932 which included a course in teacher-training at a higher level.¹ In 1940s, the District Councils, Local Communities or enterprising educationists and businessmen appeared as new types of voluntaries agencies. They were somehow dissatisfied with the educational system and they decided to run the schools themselves for their children. This system resulted to a tremendous expansion of the number of schools and the government had to step in to effect the control.

¹ Lewis L.J. Society, School & Progress In Nigeria.
(London: Per-gamon Press, 1963) Pp.40-41.

Regional Control Over Education

The 1947 constitution - (Richards Constitution) entrusted all educational issues to the region and the 1953-54 constitutional conference added more powers to the region in many other areas including education. In 1955 Western Nigeria inaugurated free primary education for children between ages 6 and 12 and Eastern Nigeria adopted the same system in 1957. Each region adopted its own system of training teachers. For example in the Western Region, with the introduction of the Secondary Modern School (a course of three years) a successful candidate could enrol for a three year course for the teachers certificate Grade II. This system was running concurrently with the two years for Grade III, two years for Grade II and Four years Grade II. The three year Grade II system was not introduced in other regions.

After independence, the major development in the training of teachers was the discontinuation of the Teachers Certificate Grade III course. To qualify for Grade I Certificate, the candidate may, after several years of experience as Grade II, sit for two academic subjects in the General Certificate of Education after which he is expected to pass a practical teaching test or enter one of the rural science training centres. With the advent of the Advanced Teachers

Training Colleges in 1962, a program established partly through UNESCO funds and partly by the various governments of the Federation of Nigeria, a Grade II teacher has the prospect of qualifying for a higher certificate.¹ As a result of public outcry for higher teacher education in Universities, a one-year course leading to a diploma of Education for graduates was introduced into the first Nigeria University, University of Ibadan in 1961. Further developments led to the introduction of three-year degree courses leading to the award of BA, B.Ed. & BSc. in Nigerian Universities.

With the creation of twelve states in 1967 by the Military Government, the problem of facing varieties of educational systems arose. By 1970, the East-Central State promulgated Public Education Edict and followed by the Mid-Western State in 1972 both establishing unified teaching service, take over of schools by the state government, establishment of school Boards and the abrogation of the education functions of local authorities. The Mid-Western State edict forbids non-state schools, which is contrary to the national policy and practice of accommodating private institutions, but it acknowledges the existence of Federal educational institutions.

¹ Fafunwa A.B. Teacher Education, op.cit., p.21.

TABLE I

Teacher Population in 1966*

Type of School	No. of Schools	No. of Pupils	No. of Teachers
Primary	14,907	3,025,981	91,049
Quranic Schools	?	?	?
Secondary Grammar	667	155,013	8,528
Secondary Commercial	50	11,015	589
Secondary Modern	633	11,906	2,527
Technical Institutes	5	3,254	145
Trade and Craft	69	11,823	644
T.T.Cs.			
Rural Science	6	233	24
Adv. T.T.C.	6	1,306	145
Grade II	167	28,440	1,714
University	5	9,170	1,324
Grand total minus Quranic Schools	16,526	3,293,551	106,689

* Compiled from Federal Ministry of Education's 1966 Statistics of Education.

Thus began the activities of government to take over of schools which brought about the Federal Military Government Policy on Education. The Policy stated that -

The Supreme Military Council has decided that the Federal Government should henceforth assume full responsibility for her education throughout the country, with the proviso that the status quo in respect of the existing universities should be maintained. It also decided that education, other than higher education, should become the concurrent responsibility of both the Federal and state governments, and be transferred to the concurrent legislative list.⁽¹⁾

While plans went ahead to launch the Universal Primary Education (UPE) scheme throughout the country, in 1976, the Federal government took the initiative of establishing three more Advanced Teacher Training Colleges at Okene, Pankshin and Yola in 1974. The purpose was to have adequate staff for the existing Grade II Teacher Training Colleges. In the same year, a massive training scheme for Grade II teachers was beginning to supply enough teachers for the staffing of the primary schools during the U.P.E. program. This development in the country's educational system involved the expansion of educational facilities in the state teacher training institutions and the building of new colleges. The Federal Military Government bears full financial responsibility for the scheme, provides overall co-ordination of Federal and state policy and

¹ Daily Times of August 21, 1972 p.17.

planning. It also recruits teacher trainers from local and foreign sources for the states which still retain basic administrative control of training colleges in their own areas of jurisdiction.

Summary

Formal Western and Eastern systems of education were introduced to Nigeria by the missionaries who later received the support of the Colonial Government. Their educational objectives were geared towards the spreading of their religions. As a result of economic and social change the demand for teachers was inevitable. The pupil teacher system which was adopted to satisfy the need for teachers proved to be inefficient in the country's educational development. With the government intervention, grants-in-aid were introduced to assist the missions and to speed up the supply of teachers.

After the amalgamation of Northern and Southern Nigeria, Lord Lugard emphasised a system of education that would meet the demands and aspirations of the people. It was on this policy and that of the Phelps-Stokes Commission that all other educational changes were based. That of the Phelps-Stokes Commission still reflects the present educational policy and practice in Nigeria.

After Independence, the government devised a scheme for Universal Primary Education. Its policy indicates a determination to achieve a qualitative as well as quantitative supply of teachers. Evidence for this lies in the discontinuation of the two-years post primary course leading to the award of Teachers Grade III Certificate and the introduction of three-years post-secondary course for teachers in training colleges leading to the award of Nigeria National Certificate of Education. A number of the Advance Teacher Training colleges are owned by the Federal Government and the rest by the State Governments. In the areas of other teacher training institutions, the Federal government is fully responsible for the fiscal resources while the states bear the administrative control.

CHAPTER IV

REVIEW AND ANALYSIS OF EDUCATIONAL POLICIES IN
NIGERIA

The formulation of educational policy by any government is inexorably a political judgement which is the result of many forces, and it may influence all spheres of national development. Each government in Africa recognizes that political independence is the goal of its people and it is accepted that democratic independence, in the Western sense, necessitates intelligent participation by the masses in the running of public affairs at local, national and international levels. The possibility of this lies with an educated public. If this premise is accepted, it explains attempts made everywhere to provide a minimum of basic education for every child, and to intensify efforts to achieve adult literacy. Central to the success of this program is the nature and quality of a nation's teachers.

This chapter focuses on the institutional framework created to formulate policy and investigates the various pressures which affected the educational system before the formulation of the policy. It examines the hypothesis that formulation of the policies reflected a continuous attempt to orient the educational system to local needs for human resource development.

Missionary educational policy and the educational policies before independence, and after, will be discussed in terms of the events that led up to the policy itself (policy formulation), the content of each policy, and the actual impact of the policy.

Missionary Educational Policy

Policy Formulation:

Before the coming of the Missionaries into Nigeria, a large number of Nigerians in the South were pagans, while those of the North were predominately Moslems. Among the pagans there is the belief in a Supreme Being which although invisible and remote, its existence is generally accepted by believers. More attention is paid to minor deities. In most cases there is a multiplicity of gods being worshipped. For instance, there is the tribal god, the lesser god for each village of the tribe, the household god for every family in the village and the personal god for every member of the family. Those who believe in these gods are obliged to sacrifice constantly to them to ward off evils.

The emergence of a Christian influence in Nigeria created permanent alterations to traditional religions. The rituals and the finery of their religious ceremonies were discouraged, and they were looked down upon as primitive religions.

The emphasis of Christianity was on theology, though of a plain and fundamentalist type, and it carried with it the element of personal belief and personal commitment; some evangelists claimed they could tell who had achieved personal salvation. Christianity and labour were considered to be two paths to single uplifting goal. The missionaries could not only convert the heathens but also demonstrated to them the virtues of hard work, hence the dictum of "Bible and plough".¹ Moreover, since denominational rivalries remained so strong in spite of the common inspiration of the evangelical faith, would-be converts inevitably had to be approached as individuals and not as communities. To indoctrinate the youth, the Christian mission adopted and monopolised education. Though they differed in their missionary denominations all the missionaries agreed on some common educational policies.

The Content: All the missions agreed that teaching literacy was an essential part of their work. John Buck of the C.M.S. Niger Mission expressed that education was a true means of enlightenment and the founder of the Catholic Mission Society of the African Mission, who was a teacher, stated that "Schools would be indispensable to the success of their missionary

¹ It was a doctrine introduced to save Africans from the ravages of slave trade and to teach them how to make money by other means and at the same time, save their souls.

endeavour."¹ All the missionaries shared the view that education in literacy was a powerful agency for the moral and intellectual elevation of the people.² The rapid rate at which schools were opened during the establishment of the missions was an evidence.

Apart from the common conception all the missionaries had for education, the missionary educational policy aimed at converting the children to Christianity and had the belief that education should impart to children such secular knowledge as would qualify them to become useful members of their society.³ In 1876 Dr. Nassau remarked in the conference of West Africa Protestant Missionary at Gabon that "The three objectives of all school instruction are: to impart knowledge, saving the soul and to fit for practical usefulness in life."⁴

In conclusion, the missionary education was mainly for religions instruction and conversion from paganism to Christianity. While the school was regarded as an evangelistical agency, the literacy education, also known as the 'four

¹ Quoted from J.M. Walsh: Catholic Contribution of Education Western Nigeria 1951. p.7 in A. Fajen, Missionary Educational Policy in Nigeria: 1842-1882, West African Journal of Education, June 1970, p.102.

² Ibid.

³ Quoted from Leupolt, C.B. Missionary Education, 1860 Conference p.11 in Ibid.

⁴ Quoted from C.M.S. CA3/012 of February 1876 in Ibid.

Rs'¹ was considered necessary with its emphasis on Bible and religious knowledge. The teachers became the evangelists.

The Impact of Missionary Education Policy

The adults who had already established their religion and could not be converted to a new religion never saw the need for education which would eventually lead to a change of religion. The economic and social change which swept through the Nigerian society made European education more essential. As a result, men were prepared, with reluctance, at the initial stage of educational development to allow conversion and to gain more ground. The competitive attitude among the missionaries resulted in the establishment of 'Hedge School'² which became a controversial feature of the Southern Nigerian educational system.

Although the missions neglected secondary and higher education, the demand for such schools by influential members of the church such as rich merchants and immigrants resulted in the establishment of secondary schools in Lagos. An example was the first C.M.S. Grammar School which was opened in Lagos

¹ The term "four Rs" refers to the teaching of writing, reading, arithmetic and religion.

² Governor Clifford used the term "Hedge School" to describe unassisted schools in Southern Nigeria.

in 1859.. The school was not initiated by the C.M.S. but by Captain J.P.L. Davis who organized a contributonal scheme, collecting money for the making of chairs and writing desks. The Wesleyan Boys High School was established in 1879 as a result of agitation by leading Wesleyan Methodists who pointed out that they were losing ground because their children who desired secondary education had to go to the C.M.S. Grammar School.

Many of the missionaries did not consider secondary and higher education as an important part of their work. This view of education hindered the training of teachers. They preferred recruiting teachers from the top classes of the elementary schools to training teachers. They were satisfied with these categories of teachers because they wanted to build up immediately a great number of teachers, clergy and catechists. The establishment of teacher training institutions was rendered inessential since it was the missionaries' belief that formal institutions provided academic training which they considered dangerous as opposed to theological education.

The missionary education policy insisted on changing the social life of the students. Schooling was regarded as a period for character training to correct certain behavior. An example is that of the Catholic Mission which drew up certain

rules to discourage traditional amusements particularly dancing. Students who were involved in such social activities were severely punished.¹ All the missionaries set a high standard of morality by emphasising and impressing on their students the value of truth and that character was far more important than knowledge and that knowledge was only a means to an end and the end is the leading of a useful and honourable life.

The moral values taught by the missionaries were different from those of Nigeria traditional society. The church preached monogamy to replace the traditional polygamy which a greater percentage of Nigerians have denounced today. Their efforts in the elevation of the moral and intellectual life of Nigerians can be clearly appreciated. They sought to effect a moral and social regeneration through their churches and schools. They also exerted themselves to prevent the "demoralization" of the Nigerian society that would result from the people being influenced by liquor.

The missionary educational policy encouraged agricultural and manual education. The impact of this is noted in Crowther's remark when he stated that -

¹Fajana, A. op.cit., p.104.

"Today, Messrs Gollimer and Townsend and Myself went across the Lagoon to see an extensive plantation of Indian corn, beans, groundnuts and cassava belonging to the Hausa people. I have visited similar plantations and some very superior which I have been not a little pleased. This at once proved that our repeated advice to the people to apply themselves to the cultivation of the soil has not been in vain. This is a contrast with previous years in Badagry"(1)

Since there was no general agreement on the language of instruction by the missionaries, the English language became popular because it was highly in demand in the job market and in the factories. Both parents and children were influenced by the language.

Apart from the impact of the use of English as the language of instruction, the greatest impact of missionary education policy lay in creating law and order in place of intertribal wars and anarchy, and by suppressing abominable crimes incompatible with Christian morality. This gave room to intertribal mingling and free movement from one ethnic group to the other.

In most parts of Nigeria, the educated man looked upon Western education brought by the Christian missions as the only agency that could bring about social revolution, through the production of clerks, doctors, lawyers, ministers

¹ Quoted in West African Journal of Education, A. Fajana Op.cit. p.105.

of religion and teachers. Generally, the legitimacy of missionary Western-like education policy was reinforced when the people could also see concurrent and rapid economic development in Nigeria, such as the building of more schools, the construction of good roads, establishment of post and telegraph and introduction of modern transportation system all of which introduced new wealth, opened up countless opportunities, excited immeasurable hopes and created fresh values.

Lord Lugard's Educational Policy

Before going into Lugard's educational policies, let us pause for a while and take a look at his philosophy of education and his career in Nigeria since these aspects are reflected in his educational policy. He accepted the philosophy that education must determine the development of the country. For this reason, he devoted a great deal of his time to the problems of education with the belief that their solution would be the basis for solving other problems.

Though he had no theoretical training in the field of education being a professional soldier, he had shown a considerable interest in education and played a leading role in the formulation of educational policy in and outside Nigeria before he became the Governor General of the country in 1914.

Policy Formulation

Lugard's interest in education in Nigeria within the period of 1912-1918 was motivated by his administrative objectives. To him, to educate Nigerians was to make them better promoters of the British interest and administration. For example, in his recommendation to the Secretary of State in 1906, for the opening of a school in Zaria, he asserted:

The object would be to read and write Hausa in the Roman character, so that their letters and co could be by any government official, without as at present, having a knowledge of the Arabic character and language!(1)

The teaching of reading and writing in this respect was for the convenience of the government administration.

Secular Education

One aspect of Lugard's philosophy of education was his belief in secular education.² The system of missionary education with grants from the government was rejected by Lugard. He preferred elementary education for the children without any compulsory religious teaching. He emphasized the

¹ Lugard, to Secretary of State Despatch No.61 of 26 September 1906 NNACSO 1/31 cited in West African Journal of Education Vol.14. No.2 of June 1975, p.181.

² Education which has regard for worldly things and rejects any form of religious faith or worship.

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principle of secular education in the Hong Kong University scheme where he expressed the view that British schools could offer in secular form those qualities of character which it was customary to ascribe to religion.¹

Through secular education, Lugard developed further his principle for the training of character in Nigerian public schools in 1914. He was of the opinion that the obligatory imparting of moral principles afforded a sanction and incentive to right conduct.

In the content of his scheme for moral instruction there was to be instruction on the value of truthfulness, courage, love, fairplay, justice, self-control, reverence, respect for seniors and those in authority and good manners.² Due to Lugard's dissatisfaction with missionary education, he strongly criticized the lack of discipline in Protestant Mission Schools in his meeting with C.M.S. representatives in 1914. According to him, the Missions had not been animated by the tradition governing the English public schools.

Utilitarian Education

Lugard believed in utilitarian education which involves

¹ Perham, M. Lugard The Years of Authority 1898-1945. London: Cotting Clear-Type Press: 1960. Pp.339.

² Lugard, F. Education in Colony and Southern Provinces of Nigeria. (Lagos: Ebute Metter Press, 1914) p.1.

the training of pupils to be useful to the government. He wanted education to make men fit for clerical appointments and for posts as schoolmasters, customs officials, postmasters, dispensers, stationmasters, sanitary inspectors and many other government administrative appointments. He developed the idea in Hong Kong where he emphasised the importance of scientific subjects. His critics had argued that emphasis ought to be upon humane rather than utilitarian studies which were believed to be capable of creating revolutionary unrest. Lugard strongly opposed this idea. In his argument, he asserted that utilitarian education need not lead to revolutionary ideas, and cited an example from the situation in India where, according to him, it was the humane rather than the more utilitarian ones that had created revolutionary unrest.

By 1914, Lugard had started to view the educational policy and system from Government House, measuring the educational needs with a political yardstick. As a result of this, he declared in his principles of an educational policy that

"The primary function of education should in my judgement be to fit the ordinary individual to fill a useful part in his environment with happiness to himself, and to ensure that the exceptional individual shall use his abilities for the advancement of the community and not to its detriment, or to the subversion of constituted authority. (1)

¹ Kirk - Greene, A.H.M. Political Memoranda. (London: Frank Cass & Co. Ltd: 1970), p.131.

Education for the needs of the society

Lugard had the opinion that the Africans were primitive and that their education should be carefully designed to serve their special needs. Hanns Vischer, his successor had this belief as well. He remarked that education should be tailored to suit the natives in their environment. This opinion was guided by the function of government primary and secondary schools among the "primitive" communities. Such schools were to train more promising boys from the village schools as teachers for those schools, as clerks for local native courts and as interpreters. The schools depended on the supply of teachers.

In Lugard's view, since the teaching in the village school is chiefly practical, each of the 'literary' schools should have a class in which native crafts and industry (especially agriculture) were taught, so that boys who desired to become teachers in village schools would be qualified. The schools were adapted to the requirements of the peasantry, who do not seek either a literary education to qualify them as clerks or technical training for power-driven workshops. Their object was to improve the village craftsmen and agriculturists, to raise the standard of living and comfort in the village community, and to teach habits of discipline, industry and truthfulness, as each was defined and determined by English

standards.

Lugard's programme of separate types of education for the social classes in Northern Nigeria such as sons of chiefs, Mallams and the peasantry also influenced his educational policy. He stated that,

"The diffusion of education throughout the country, and especially the education of the sons of native rulers, is particularly desirable in order to avoid the present danger of a separate educated class (in West Africa chiefly confined to the coast cities) in rivalry with the accepted rulers of the people."(1)

This tripartite division of natives for the purpose of education was a Victorian idea of class distinction. To him the whites and the blacks were different and should be educated separately. In the African context, with reference to Lugard's education policy in Nigeria, the sons of chiefs, Emirs and Mallams are different from the peasants and should be educated separately. For this reason, he once declared that the teaching of the missionaries was often misapplied by people in a low stage of development and interpreted as pointing towards the abolition of class distinction.² The idea of class distinction

¹ Perham, M. The Dual Mandate in British Tropical Africa. (London: Frank Cass & Co.Ltd., 1965) p.426.

² Carr, C.W.J. The Making of Northern Nigeria. (London: Macmillan and Co., 1911) p.263.

which Lugard applied in Nigeria was operative in Britain during his tenure of office.

Lugard's Criticism of the Existing Education System in Nigeria

Lugard's criticism of the educational system in Nigeria, especially in the South, had undoubtedly been influenced by his lack of confidence in mission education with its egalitarian teaching, and his preference for secular education aimed at social control. His criticism which finally influenced his educational policy included the multiplicity of subjects in secondary schools, the paucity of able and qualified teachers, the neglect of technical education, a decline in standard and insufficiency of output to cope with the growing demand. The problem of insufficiency of output created room for the employment of personnel from neighbouring West African Colonies and the West Indies. Lugard further argued that the products of Southern Schools were unreliable, lacking integrity, self-control and discipline, ill-educated and showing no respect for authority.¹

¹ Kirk-Greene, A.H.M. Lugard and the Amalgamation of Nigeria. (London: Frank Cass & Co. Ltd., 1968) p.147.

The Content of Lugard's Educational Policy

After seeing the problems involved in the educational system in Nigeria, he proceeded to provide solutions for solving the problems. He proposed a detailed educational policy which was later embodied in an ordinance together with an equally detailed regulation code. The Ordinance which became law in 1916 had the following educational objectives:

- (a) That the primary object of all schools should be the formation of character and habits of discipline, rather than the mere acquisition of a certain amount of book-learning or technical skill, and that the grant-in-aid should be in part based on success in this direction.
- (b) That the teaching should be adapted to the needs of the pupils, whether they are intending to qualify for clerical or other like service, or desire to become mechanics or artisans, or on the other hand, have no wish to leave their village and intend to pursue their fathers' occupation.
- (c) That the proportion of teachers to pupils should be adequate, that they should be properly qualified and their status improved. Adequate grants must be

given to assisted schools (from which Government and commercial clerks are largely drawn) to enable them to pay adequate salaries to their staff.

- (d) That educational agencies, whether controlled by Government or by missions, should cooperate with a common object, and as far as possible by similar methods of discipline and instruction.
- (e) That continuation of evening classes for advanced and for specialized study, and institutions and classes for the training of teachers, should receive special encouragement.
- (f) That the value of religion, irrespective of creed or sect, and the sanction and incentive it affords, should be recognised and utilized as an agent for this purpose, together with secular moral instruction.
- (g) That the Government should exercise some measures of control over all schools, even though not assisted by grants, and endeavour to bring them into line with the general policy.
- (h) That the schools should, as far as possible, be

conducted in accordance with native customs in matters of dress and etiquette, in order that the pupils may not become denationalised or consider themselves a class apart.¹

The Impact of Lugard's Educational Policy

Lugard's educational program between the period of 1912-18 was designed to improve living conditions in Nigeria i.e. in the government circle, in the private sector, for the production of qualified and sufficient teachers for the improvement of the community and individual. Before the policies obtained the colonial office's approval and were enacted in 1916, the First World War had started. Although the period of his tenure of office as Governor-General was too short to implement his proposals, the policy stimulated considerable educational activity. It was of tremendous advantage in the end to Nigerians for the following reasons:-

- (1) The grants-in-aid system established by Lugard made it possible for many schools in the colony and Southern Provinces to come on to the assisted list. For example, in 1915, there were only 82 schools receiving grants. The number rose to 154 in 1921.

¹Perham, M. Op.cit. p.431.

In the North where there were no assisted schools, private schools rose from 47 in 1915 to 104 in 1921.

- (2) There was a tremendous increase in schools generally to the extent that by 1923 the total number of school were 2,821 with a total enrolment of 204,592 pupils. See Table II.

TABLE II

Total Number of Schools and Pupils enrblment by 1923	No. of Schools	No. of Pupils
Government Elementary Schools	42	7,556
Assisted Schools	195	34,536
Unassisted Schools	2,584	162,500
TOTAL	2,821	204,592

- (3) Similar development occurred in technical and teacher training sector apart from those mentioned in this chapter. Due to the success of the new code, in

his report for 1916-17, the principal of St. Andrew's Teacher Training College Oyo declared that -

"Now that the Education code for the Protectorate requires religious and moral instruction, the society's schools are being put on the aided list, which involves the necessity of teachers possessing Government Teachers' Certificate."(1)

Provincial schools were limited to the training of teachers for rural schools in the Pagan areas of the North and new schools were opened as pupil teachers from existing schools became available.

- (4) It later led to the introduction of simple instruction on agricultural system of crop rotation and manuring, for increase in agricultural production and also the introduction of courses on marketing and cultivation of a cash crop economy in Nigerian schools.

Sir Hugh Clifford's Educational Policy

Sir Hugh Clifford, as Lugard's successor, was concerned about educational expansion which he felt should be adequately

¹ Solaru, T.T. op.cit. p.27.

directed, in cooperation with voluntary agencies, and with the consideration of the needs of the population. Already, the policy initiated by the 1916 Education Ordinance had resulted in the increase of schools on the part of the voluntary agencies. Whilst Lugard had earlier focussed upon the poor quality of education being given by these schools, Sir Clifford had to cope with the problems of an increase in the number of schools as well as the solution required to increase the quality of education.

Policy Formulation

In addressing the Legislative Council in 1920, Sir Hugh Clifford reviewed the educational system in both the Northern and Southern Provinces. From the experience of the previous administration, he pointed out that in the Northern Provinces there was a tendency to suspect education as likely to dis-integrate and demoralize character.¹ He noted that the system was not able to produce Northerners who were capable of filling even minor government posts because their education had been limited to Arabic and the vernacular. He recalled that the situation in the South was equally poor because of the increasing demand for and the limited supply due to lack of

¹ Sloan, R. and Kitchen, H. The Educated African (Ibadan: Heinemann Educational Books Ltd. 1962) p.365.

adequately-trained teachers. There were numerous schools with little genuine education. This called for the need to reform the curriculum on more practical lines again, defined in terms of and English need to fulfill the need for civil servants and to guard against the evil of producing pupils who considered themselves superior to any form of "normal" work. The resignation of schoolmasters to take on other jobs was becoming very alarming. This made it difficult to attract others to teaching as they regarded it as inferior compared to merchantile and white collar jobs.

Within this period, the Phelps Stokes Commission started its work in this area. Its findings brought in some innovations in the educational system which eventually influenced Sir Clifford's educational policies. The Phelps-Stokes Commission originated from the United States. It was from the bequest by Miss Caroline Phelps Stokes and her sister Miss Oliver Phelps Stokes who had travelled extensively among different nations. They generated, out of their travelling, a deep sympathetic attitude for "all belated peoples and a keen practical interest in their improvement."¹ This led her to bequeath her fortune of almost one million dollars for the education of the Negroes, North American Indians, and deserving

¹ Jones, Thomas Jesse. Negro Education. (New York: Negro University Press, 1969) p.20.

white students. It was this assignment that brought the Phelps Stokes Commission to Nigeria in the era of Sir Clifford.

The annual report given on pupil-teachers proved the system was unsatisfactory, and they were described as merely cheap labour. The pupil-teachers were full time, attached to one or two classes. They were being over-worked and underpaid with no time for their studies. This hindered their entry into the colleges for further studies, thus perpetuating the problems of poorly educated teachers.

Two documents were responsible for the contents of the new policy on education. The first was a Report produced by the Phelps-Stokes Commission which made an extensive survey of African schools and produced recommendations which were seriously being studied by the officials of colonial education. The second was the 1925 Sir Hugh Clifford Policy.

The Phelps-Stokes Commission made an extensive survey of African education and produced a recommendation to the colonial Education officials for consideration. The recommendations with other educational items, referred to the defects and weaknesses of the teacher training program within the period. The commission pointed out that these factors contributed to lack of insight into the purpose of education on the part of

the voluntary agencies whose interest in the masses led them into the establishment of numerous schools. The commission suggested that the educational program should give consideration to the needs of the society.

The Contents of Phelps Stokes Recommendations and Sir Clifford's Educational Policies

The Phelps Stokes Recommendations:

- (1) All concerned should distinguish clearly the educational needs, namely those of the masses of the people, for the training of teachers and leaders of the masses, and for the preparation of professional men.
- (2) The education of the masses and their teachers should be determined by the following elements viz: health, ability to develop the resources of the country, household arts, sound recreation, rudiment of knowledge, character development and community responsibility. Teachers should also have access to the great truths of the physical and social sciences and should experience the inspiration of history and literature.
- (3) The school system in the country should provide

central teacher training schools with boarding pupils... and travelling supervisors, to direct, advise, and inspire local teachers.

- (4) In areas without schools the government should provide for the temporary employment of teachers of lower qualifications on condition that adequate supervision could be supplied, and facilities be developed for the increased supply of better prepared teachers.
- (5) The profession of teaching should receive some form of government recognition in addition to a living wage, so that the profession might attract capable youth and also exert a great influence on country life.¹

Sir Hugh Clifford's Recommendation and the 1925 Memorandum

Upon the basis of the Phelps-Stokes Commission's recommendation, Clifford prepared his recommendation on the educational policy to the colonial office. In 1925, a committee was appointed by the Secretary of State for the Colonies.

¹ Solaru, T.T. op.cit. p.36.

Its duty was to advise him on any matters of Native Education in the British Colonies and Protectorates in tropical Africa. The Committee's "Memorandum on Education Policy in British Tropical Africa" embodied the following summarised contents:

- (1) Although educational policy will be centrally controlled, the government should cooperate with and encourage other educational agencies.
- (2) Education should be adequate to the mentality, aptitude, occupations, and traditions of the various peoples, conserving as far as possible all sound and healthy elements in the fabric of African social life and adapting them where necessary to change circumstances and progressive ideas in the interest of natural growth and evolution.
- (3) Every effort should be made "to improve what is sound in indigenous tradition" in the important fields of religion and character training.
- (4) The crucial field of education should be made attractive to the best British personnel available.

- (5) Grants should be given to voluntary agency schools that satisfy requirements.
- (6) The content and method of teaching in all subjects should be adopted to the conditions of Africa.
- (7) The rapid training of African men and women teachers is essential so that they will be "adequate in number, in qualifications and in characters."
- (8) Village schools should be improved by the use of especially trained visiting teachers.
- (9) Thorough inspection and supervision of schools should be enforced.
- (10) Technical industrial training should be given through an apprenticeship training in government workshops.
- (11) Additional vocational training should be given in and through government departments.
- (12) Particular attention should be paid to the education of women and girls.
- (13) An educational system should include "infant" (for children five to eight years old) and primary education; secondary education of all types;

technical and vocational schools, some of which developed to university level in such subjects as teacher education, medicine, and agriculture; adult education.¹

The Impact of Phelps-Stokes Commission's Recommendation and Sir Clifford's Educational Policy

The new policy known as the 1925 Memorandum on Education Policy in British Tropical Africa marked the beginning of a new era in educational development in Nigeria. Its impact as outlined below, still influences the country's educational policy and the training of its teachers after independence. The impact is viewed as a period of reorganization, expansion and retrenchment between 1926 and 1939, and outlined in the following perspectives with particular reference to teacher education.

Teachers were classified by grades on the basis of their status and qualifications. They were registered thereafter and new schools were being opened on the recommendation of the Director and Board of Education.² The functions and

¹ Sloan, R. and Kitchen, H. Op.cit. Pp.367-368.

² The new Board of Education was composed of the Director of education, Assistant Director of Education, and the Deputy Director of Education with not less than ten representatives of the Missions and other educational agencies.

duties of supervisors or mission inspectors were defined. Minimum salary rates in assisted schools were fixed and grant in aid system revised. Grants were given to teachers in training with boarding facilities - see Table III.

TABLE III

Grants for Male and Female Students in Teacher Training according to their years of seniority

Sex	First Year	Second to fourth Year
Male	£7.10.0d	£15.0.0d
Female	£7.10.0d	£10.0.0d

All students received £1.0.0d for books yearly and £5.0.0d each on the completion of the course.¹ More teacher training colleges were opened to produce the needed teachers. Priority was given to the Northern provinces because of its increase demand for education and equal distribution of educational facilities. An example was the Katsina Government Teacher Training College which produced its first set of teachers in 1928 for the Northern School. The existing teacher training colleges in the south were expanded with

¹ Solaru, T.T. op.cit. p.40.

corresponding adjustment of the curriculum of a four-year Normal Training Course. In July 1930, the Education Departments of the Northern and Southern Provinces which were operating separately until then were united under a central Directorship of Mr. E.R.J. Hussey. His policy was to make education more widespread, more effective, and geared to meet the needs of the wider community. To produce teachers for the rural schools where elementary education was to be reduced to a six year course, he introduced the Elementary Teachers Certificate.¹ On the bases of his policy, Yaba Higher College was later opened to train secondary school teachers and rural science masters. There was maximum co-operation between the Government and voluntary agencies. What was sound in African culture was being preserved and being developed. The training and status of teachers as the key to a sound system of public education was recognised. Provision was made for the training of supervising teachers. The training of both sexes for the schools in Nigeria was encouraged. The establishment of higher institutions which would be developed to the University level was made.

¹ Ogunsola, A.F., op.cit. p.234:

Ashby Commission on Higher Education

The Ashby Commission was set up by the Federal Government of Nigeria to suggest ways and means of improving teacher education and the man-power needs of the country as it was moving towards independence which finally came in 1960.

Policy Formulation

The Second World War which started in 1939 brought additional problems for those who were responsible for Nigerian education. Mr. E.G. Morris, the then Director of Education in Nigeria, had this to say about the situation:

"The present situation is deplorable. For the last six years the grants-in-aid has been static but there has been such demand for education for the mass of the people that the mission have been forced to open hundreds of schools without any assistance from Government or Native Administrations. Salaries of experienced and well-trained teachers could not longer be met and they have had to make way for untrained men on far lower salaries - inevitably there has been much loss of efficiency and there is still an insistent clamour for the new schools which the missions are not in a position to provide."(1)

To show the intensity of the situation, Table IV illustrates the number of trained and untrained teachers in 1941.²

¹Quoted from the Phillipson Report on Grants-in-Aid of Education in Nigeria in Solaru, T.T. op.cit., pp.80-90.

²Annual Report of Education Department 1941.

TABLE IV

School	Certificate of Teachers	Uncertificated Teachers
Assisted	1,460	3,256
Unassisted	497	10,436
TOTAL	1,957	13,692

The teacher training institutions were full of students without sufficient staff especially during the war period due to mass movement of expatriates on whom great reliance was placed as staff of the institutions. Nigerians themselves were leaving the teaching profession.

To correct some of the measures militating against teacher supply and improvement in education, Mr. Morris came up with a draft of ten-year plan for post-war educational development which embodied the following five main objectives:¹

¹Nigeria: Ten Year Educational Plan (Sessional Paper No.6, 1944, Government Printer, Lagos, 1947.

- (1) The type of education more suited to the needs of Nigerians in human resources and technological development.
- (2) Better conditions of service for teachers employed by the Missions and other voluntary agencies in order to ensure a better-trained and more contented staff.
- (3) More adequate financial assistance to missions and other voluntary agencies.
- (4) Financial assistance to native authorities to enable them to expand education in their areas and to maintain efficient teaching staffs.
- (5) Controlled expansion within financial limits.

The plan was viewed with criticisms by the Advisory Committee on Education in the colonies and as such it was not implemented.¹ Rather, the Advisory Committee stressed the need for greater expansion of primary education and estimated that by 1972, provision would require to be made for two and a half million pupils in schools and eighty thousand teachers. It will be of interest to note that by 1959 there were 2,840,014 children in schools and 105,633 teachers.

¹ Lewis, L.J. op.cit. p.43.

The successor of Mr. Morris as Director of Education, R.M. McL. Davidson drafted a fresh memorandum on Educational Policy in Nigeria and submitted it to the Secretary of State for the Colonies in 1945 as part of a Ten Year Plan for Development and Welfare. On the approval of the plan, the 1948 Education Ordinance and Code which included the new scheme for grants-in-aid was implemented. The Ordinance made provision for educational development for a period of six to seven years or more.

In the Ordinance, regionalisation of education was initiated by establishing three regional Deputy Directors of Education the Regional Boards of Education. On the aspect of teacher training, expansion of facilities were proposed as follows:-

- (1) Expansion of the four men's training colleges at Bauchi, Toro, Ibadan and Oyo and of the Women's Training Centre at Sokoto.
- (2) Establishment of new training centres as follows:
 - a) ~~A~~ Secondary teacher training, college
 - b) 3 men's training centres to take 200 students each
 - c) 8 training centres to take 50 each
 - d) 3 training centres to take 75 each

- e). 4 women's training centres, to take 200 each
- f) 4 rural education training centres.¹

The estimated cost of building was at £1,758,000.

The proposals were based especially on the provision of teachers for primary schools. It is noteworthy that the Advisory Committee on Education in the Colonies and the Ten Year Education Plan known as the 1948 Education Ordinance and code focussed on a large scale development of secondary education. To provide adequate training for secondary school teachers, the Elliott Commission on Higher Education in West Africa published a report in 1945, which devoted eight pages to the supply and training of such teachers. The commission noted that there was no proper provision for the training of secondary school teachers throughout British West Africa with the exception of Fourah Bay College which had a training section for secondary school teachers. That of Yaba Higher College was a one-year professional course for science teachers. On the basis of their findings, the Commission recommended the training of secondary school teachers.

Other factors that led to the Ashby Commission included the mass demand for educational expansion which consequently

¹ Solaru, T.T. Op.cit., p.92.

led to the demand for more teachers. The constitutional changes between 1947-1960 had considerable effects on education by regionalizing all educational institutions except higher education and Federal institutions. Primary School enrolments tripled what was predicted. For example, it was estimated that by January 1954, 170,000 pupils were expected to resume school in Western Region according to the census returns. But registration of children in July 1953 showed that a total number of 400,000 were seeking admission into the primary schools. This experience was similar in the Eastern Region. As a result of the rapid expansion of primary education, by 1957 the need for trained teachers became increasingly urgent. Table V shows the number of trained and untrained teachers in primary schools in the Federation. Out of a total of 93,217 teachers needed in Nigerian Primary Schools only 45,646 teachers were trained.

Those who were concerned with the problems of Nigerian education felt that the Grade II Teachers' Certificate was adequate for the primary schools while the professional competence of a Grade III Teachers' Certificate holder was limited. Considering all these anomalies, the Federal Government of Nigeria set up a nine-man commission in 1957, a year prior to Independence, under the Chairmanship of Sir Eric Ashby. The Commission which was made up of three Nigerian, three British and three Americans undertook to recommend a pattern of

TABLE V

Showing the total No. of trained and untrained teachers by 1959

Region	Trained Teachers	Untrained & Probationer Teachers	TOTAL
Eastern	26,426	19,283	45,709
Western	12,645	24,899	37,544
Northern	6,575	3,389	9,964
TOTAL	45,646	47,571	93,217

Figure Quoted in T.T. Solarw op.cit.p.103.

education required by the Post-Independence Nigeria for a period of twenty years. The report, of which recommendations for teacher training formed a part, was designed to be more concerned with post-school certificate and Higher Education.

The Content of Ashby Commission

Although the Commission investigated many other aspects of education, the main proposals of the report with regard to the supply and training of teachers were in a nutshell, as follows:

- (1) The introduction of an upgrading scheme for the provision of remedial education for most of the 80,000 primary school teachers where the teachers would concentrate on two courses each lasting for a month and using the university buildings during long vacations. In the recommendation the target for 1970 should be half graduate and half Grade I teachers for secondary schools, technical institutions and teacher training colleges and that at least one teacher in the primary school should be Grade I. The aim was that by 1968, at least one teacher from each of the 17,000 existing primary schools in Nigeria would have attended a vocational course.
- (2) Secondary school teachers were to attend two months vocational courses in the subjects taught in the secondary schools up to school certificate level. Lecturers for these vocation courses should be recruited primarily from the United Kingdom and the United States of America.

- (3) For the purpose of consolidation of the proposed programme, a teacher-guidance service from the corps of supervisory teachers should be enlarged to a strength of about one thousand experienced travelling teachers by 1970, to maintain standard of teaching in primary schools.
- (4) Training colleges should undergo great expansion and to employ both Grade I and graduate teachers. In the recommendation, as a matter of urgency, an estimated annual output of Grade I teachers should rise to 3,000 to meet the demand of 18,000 of this category of teachers by 1970.
- (5) In-service training should be continued and developed by short courses or evening classes.
- (6) Production of graduate teachers per annum should aim at 700-800 and universities should have direct influence on the sector of teacher-training in each institute of education.
- (7) A university degree course should be designed specially for intending teachers, with some teacher training built into the course.

- (8) The annual output of teachers with the equivalent of Grade I status should not be less than 3,000.
- (9) Three channels of approach were recommended for the training of Grade I teachers. (a) through Advanced Teachers College, (b) through departments of teacher training in technical institutes, (c) through additional Sixth Form streams which would combine Higher School Certificate work with some teacher training.
- (10) The upgrading of Grade I teachers salaries so that they overlap with those of graduates.

The Impact of Ashby Report

The Ashby Report which was presented in September 1960 led to the consolidation of the four Ministeries of Education, the professional educationists through the Joint Consultative Committee on Education, the Reference Committee on Education, Teacher Training and Technical Education Representatives of existing institutions of higher education and Representatives of the Nigerian Union of Teachers. The Federal Government accepted the Report as a sound analysis of the then current situation and also accepted the recommendations in principles, as the basis for the development programme for the next ten years.

At the implementation of the recommendations, the Ibadan University which was opened in 1948 as an appendage of London University, became an autonomous institution in 1962. Four other universities were established. They were the University of Ife, Ahmadu Bello University, the University of Lagos and the University of Nigeria, Nsukka. The Universities of Nigeria Nsukka and the University College Ibadan began courses leading to the degree B.A. (Education) and B.Sc (Education). The Western Region had anticipated the Ashby Report in setting up a Grade I Teachers' College at Ibadan. The United Nations Educational, Scientific, and cultural Organization took the initiative of assisting each region of the Federation and of Lagos for the establishment and staffing of an Advanced Teachers' College which had its first intake of students in October, 1962. As a result of the Ashby Commission's criticism of the Grade III Teachers Training Course, this level of teacher education was abandoned a few years after. The Grade II Certificate became the lowest acceptable teaching qualification. The West began to accept only those students who had successfully completed a Secondary Modern School education into three years Grade II colleges, The existing Advanced Teacher Colleges were affiliated with the Institute of Education, University College, Ibadan pending the time other new universities would set up their institutes and departments of education which would take control of the advanced teachers colleges located in their areas. It is

interesting to note that the concept of all "Advanced" teachers colleges coming under the control of the universities is one that has been adopted in Britain as recommended in the Robbins Report published in 1963.¹

A full-scale inquiry was conducted by the governments into teachers salaries which provided scales of salaries reasonable in terms of qualifications and responsibilities of teachers.

The Post Independence Period

As mentioned earlier in Chapter three, the Richard Constitution of 1947 and the constitutional conference of 1953-54 entrusted more power to the regions in all aspects including education. After independence in 1960, each of the three regions and the Federal capital maintained its own educational policy. The extensive autonomy which each of the regions enjoyed in educational matters made the development of education in Nigeria assume different outlooks.

In the North, the training of Grade II teachers was for a period of five years after the completion of senior primary education. Teacher training was expanding at a much faster rate than in the other regions as seen in Table VI. Between

¹ Hewett, Stanley (ed) The Training of Teachers a factual Survey, (London: University of London Press Ltd.1971) p.62.

1957 to 1965 the number of institutions increased by 20 per cent while 'the average size quadrupled to reach 200 pupils'. In this region, greater emphasis was placed on technical and vocational education than other regions.

The East and West had a very similar educational systems. They both introduced free primary education in the Mid-1950s, the Eastern Region re-introduced fees from class 3 to 6. These changes led to the merging of schools and reduction of voluntary agency schools in both regions. As a result there was a reduction in the number of schools, though there was a greater increase in the school enrolment. (Table VI shows the reduced number of schools.) The two regions had few facilities for technical education but devoted considerable effort in the training of teachers for the increased numbers in primary education. The Eastern region and Federal Territory were operating their four-year course in the training of Grade II teachers after the completion of the Primary education course. In the West and the Mid-West, as a result of the three-year course in the Modern School, after the completion of primary education, the training of Grade II teachers was for a duration of three years.

Although the regions were operating on a diversified system of education, the influence and the role of the Federal Government should not be overlooked. In the Federal constitution operating in 1965, there was a division of executive

responsibilities between the Federal and regional governments. The Federal government was responsible for educational issues within the Federal territory in addition to other educational institutions, especially at the higher level and of national importance, while the regional governments were responsible for their educational issues within their territories. In this regard, both regional and federal governments were jointly responsible for higher institutions while primary, secondary and teacher education were mainly regional responsibilities. At this point, we should note that in some aspects, such as in international educational issues, the Federal Ministry of Education is recognized as the national Ministry of Education which co-ordinates the educational policies of the regional governments with a view to maintaining national standards.

In Nigeria, the creation of the twelve states in 1967 led to the increase of the Nigerian legislative bodies from four to twelve. The problem of trying to understand twelve different Education Edicts by the Federal Military Government was a very difficult task because each were so diverse. In finding a solution to the problems, the Federal Military Government decided to narrow down the divergence in terminologies, definitions and practice and to project a Nigeria's National educational system. This led to the centralization of education in the country and aspect which forms the main focus of the next chapter.

¹ Johnson, F. Henry. op.cit. p.163

TABLE VI

PRIMARY EDUCATION

Region	Year	No. of Schools	No. of Teachers
North	1957	2009	7862
	1960	2600	10054
	1963	2625	13069
	1965	2743	15312
East	1957	6986	40851
	1960	6451	44478
	1963	6028	38954
	1965	----	-----
West	1957	4610	23741
	1960	4544	26875
	1963	4417	26500
	1965	4364	23480
Mid West	1957	2018	11110
	1960	1596	13240
	1963	1894	12356
	1965	----	-----
Lagos	1957	96	1646
	1960	112	2160
	1963	126	3297
	1965	----	-----

---- Data not available.

¹ Table VI is from Wheeler, A.C.R., The Organization of Educational Planning in Nigeria (Belgium; Unesco, International Institute for Educational Planning, 1968) p.15.

TABLE VII

TEACHER TRAINING INSTITUTIONS

Region	Year	No of Institu- tions	No of Students
Northern Region	1957	46	2546
	1960	51	4112
	1963	54	7773
Eastern Region	1957	152	9413
	1960	159	12013
	1963	115	10685
Western Region	1957	99	10471
	1960	102	11307
	1963	92	12985
Lagos	1957	1	129
	1960	4	476
	1963	5	896

¹Table VII, Ibid., Pp.17-18.

Summary of the Impact of Educational Policies on Teacher Training

Generally, the Missionary Educational Policies had a great impact on the traditional life of Nigerians. Their beliefs in many gods was altered to the evangelical belief in one God. Their social activities such as dancing during festivals were prohibited by the missionaries. Appointment of teachers from the senior classes of the primary schools did not provide the opportunity or encouragement for teachers to improve their training. Lugard, who criticized missionary education, finally introduced the grant-in-aid system which increased the number of primary schools, technical and teacher training colleges. Here individuals were encouraged to study teaching formally as a profession. The impact of Sir Hugh Clifford's educational policy and the Phelps-Stokes Commission was seen in the light of the classification of teachers with increase in their salaries. Teachers were encouraged to improve their education in teacher training colleges by giving them grants, the introduction of new teachers courses to produce more teachers, improve curriculum for teachers in training for more effective teachers, and the supervision of teachers in the field for better instruction. The Ashby Report which was the last before independence made it possible for Nigerians to participate in the decision making procedure in their educational system. Higher institutions were opened to produce more Nigerian University graduates. In

order to produce more qualified teachers, the impact of the Ashby report led to the elimination of the two year Elementary Teachers Grade III course and the expansion of Grade II and Advanced Teacher Training Colleges which came under the control of the Universities. Thus it can be seen that teacher preparation gradually left the informal apprenticeship of the missionary teachers instruction to more formalized, secular preparation. Policies affecting teacher preparation and training were, for the most part influenced, approved and implemented by British initiative.

CHAPTER V

CENTRALIZATION OF TEACHER EDUCATION IN NIGERIAPolicy Formulation

The main purpose of this chapter is to examine how educational policies are formulated today and to consider the major problem areas. The process of policy formulation, its content and impact will be discussed, along with such areas as fiscal resources, enrolment and expenditure, their inter-relationship and impact.

Before Nigerian independence, educational policy formulation was the main responsibility of the colonial government. The process varied in different periods. For instance, in the period of Lord Lugard, recommendations of educational policies were forwarded to the Secretary of State for the colonies for approval before implementation. During the period of Sir Hugh Clifford, the recommendations on educational policy formulation were passed to the Secretary of State who, in turn, passed the recommendations to the appointed committee. As earlier mentioned in chapter 4, the duty of the committee was to advise the Secretary of State on any matter of Native Education in the British Colonies and Protectorates in Tropical Africa. On this basis, the Committee was to study the recommendation on educational policies. The committee would at

this stage, advise the Secretary of State for the colonies. The Secretary of State finally approved the recommendations on educational policies and passed them to the colonies for implementation. Generally, the educational policy formulation before independence was controlled by the British government which also approved the policies and their implementation which was carried out by the Colonial Leaders.

After independence, the process of educational policies formulation, its approval and implementation became the responsibilities of Nigerians.

In the planning procedure the process can be divided into five stages. The first stage involves consultation between politicians and the National Economic Council which is in a position to advise on the resources available. The politicians then plan their educational ideology and draw up their educational programmes in the form of directives.

The second stage consists of the preparation of plans by the senior civil servants of the Ministries of Education during which the general aims as stated in the directives are expressed in less political terms and the resources to be made available to fulfill the stated objectives are agreed upon. The various state educational proposals together with the proposals for the federal territory are combined with the

federal educational proposals to constitute the National Plan.

In the third stage, approval is given to the plan either by the government or by a body designated for the purpose. This forms the picture of how an educational reform proposal is begun at the initiative of the ruling political party. The proposal is collectively approved by both Government and Opposition and it is expressed in legislative action.

On the approval of the plan, it enters its fourth stage which is the process of implementation. At this stage, it becomes very crucial in that it may or may not accurately reflect the original proposals, and during the process, the inversion of the originally stated priorities may occur. It is during this stage that the plan may go through various revisions. Conditions may be different from those anticipated because the plan was developed from inaccurate statistics, lack of finances, lack of trained personnel to ensure plan effectiveness, and exposure to political alterations.

The fifth and final stage involves a review of the progress achieved and problems encountered in striving to fulfil the targets of the plan. This became the process of educational policy formulation before the military government. After the military take over of the Nigerian government, the

process of policy formulation took a different shape. All matters of policy recommendation are discussed by both the civilians in the senior civil servants and members of military personnel and passed to the Supreme Military Council for approval. Implementation of all policies are enforced by the military administrators of each state.

The process of the centralization of education in Nigeria took a different turn. It is important to note at this point that the centralization of education was initiated because of the Universal Primary Education (UPE) scheme.

In the process, the Federal Military Government summoned a seminar of distinguished educational experts under the chairmanship of Chief S. O. Adebó¹ who deliberated all the aspects of the National Policy on Education. The experts included representatives of Christian and Islamic religious organizations, the Universities, National Universities Commission, interested external agencies, Ministries and organizations in private and public sectors who were interested in the end-products of education for purposes of employment, women's organization and representatives of Nigerian Union of

¹ Adebó, S.O. was the former Permanent Representative of United Nations and the Current Chairman of the National University Commission.

Teachers (N.U.T). Quite a good part of the present document on the centralization of education is based on the recommendations of the Seminar. The recommendations were modified in their passage through the various organs of Government which examined the recommendations.

These various organs of the Government who also commented, helped to review and update the seminar recommendations, include the National Council for Education, the Joint Consultative Committee on Education, the National Education Research Council, and Federal Ministry of Education. The recommendations for the centralization of education in Nigeria were passed to the government for approval. Before its final approval by the Supreme Military Council, the government set up a National Education Policy Implementation Task Force (NEPITF) which translated the Policy into a workable blueprint that would guide the bodies whose duty it is to implement educational policy. The NEPITF would also develop a monitoring system of the progress of the planned educational evolution to ensure that infrastructures were prepared and bottlenecks removed in time to facilitate the effective smooth implementation of the policy of the centralization of education.

| Let us examine why the Federal Military Government decided to centralize education generally and teacher education in particular.

A number of events led to the centralization of education in Nigeria. Nigerians have realized that their country is underdeveloped because of illiteracy, low levels of technology, and the past system of governance. Nigerians are now very anxious to improve their standard and quality of life and, not less important, to assert themselves in their own right in the world. These ambitions are summed up under the concept of modernization and development. Therefore, education of the right kind and dimension is seen as the main key to development. Hence the Federal Military Government, in her policy to eradicate illiteracy and ignorance, to improve and increase efficiency and industry respectively, has introduced the UPE scheme and intensified adult education programmes based on the centralization of education in Nigeria.

Intended Objectives to be Achieved by the Federal Government

The purpose of the centralization of education in Nigeria is, in a nutshell, geared towards self-realization, better human relations, individual and national efficiency, effective citizenship, national consciousness, national unity, as well as towards social, cultural, economic, political, scientific and technological progress. To be more precise, the national educational aims and objectives to which the centralization of education are linked are, therefore,

- (1) To produce specialized types of personnel, highly qualified teachers, which requires having the right kind of teachers available in sufficient numbers.
- (2) To inculcate national consciousness and enhance a sense of national unity and common purpose in education and at the same time provide the common ground rules and goals which make effective inter-state cooperation feasible.
- (3) To inculcate the right type of values and attitudes for the survival of the individual and the Nigeria society.
- (4) To reduce to a minimum the type of waste which comes through inefficiency and to prevent duplication of facilities.
- (5) To provide for the efficient production of the wide variety of specialists which is required by the society.
- (6) To provide for the guidelines which will facilitate equal duration of the period at school and also to guard against diversified curriculum.

- (7) To provide for the training of the mind in the understanding of the world around.
- (8) To provide for the acquisition of appropriate skills, abilities and competences both mental and physical as equipment for the individual to live in and contribute to the development of his society.¹
- (9) Generally, it will provide for equality and adequacy and prevent inequality and inadequacy in the national educational system.²

The Content of the Policy

In the light of the above objectives, what then are the contents of the Federal Government policy on the centralization of education? In the centralization policy, there are various levels of educational production. In this study attention is concentrated on primary and teacher education. The contents of these are as follow:

Primary Education.

- (1) The inculcation of permanent literacy and numeracy, and the ability to communicate effectively.

¹ The above points are drawn from N.P.S.

² Ikejani O. (ed.) op.cit. Pp.58-60.

- (2) The laying of a sound basis for scientific and reflective thinking.
- (3) Citizenship education as a basis for effective participation in and contribution to the life of the society.
- (4) Character and moral training and the development of sound attitudes.
- (5) Developing in the child the ability to adapt to his changing environment.
- (6) Giving the child opportunity for developing manipulative skills that will enable him to function effectively in the society within the limits of his capacity.
- (7) Providing basic tools for further educational advancement, including preparation for trades and crafts of the locality.¹

The contents of these objectives form the basis of primary education in all the states of the Federation.

¹ Ibid., p.7.

Teacher Education; its purpose should be:

- (1) To produce highly motivated, conscientious and efficient classroom teachers for all levels of our education system.
- (2) To encourage further, the spirit of inquiry and creativity in teachers.
- (3) To help teachers to fit into the social life of the community and society at large and to enhance their commitment to national objectives.
- (4) To provide teachers with the intellectual and professional background adequate for their assignment and to make them adaptable to any changing situation not only in the life of their country, but in the wider world.
- (5) To enhance teachers commitment to the teaching profession.¹
- (6) All teachers in educational institutions from Pre-primary to the University to be professionally trained. Teacher education programmes to be

¹ Ibid., p.25.

structured to equip teachers for the effective performance of their duties.

- (7) To assist untrained teachers to Grade II through in-service courses.

The Extent to which the Objective have been met in the Primary Schools.

In the primary schools, the Government has prescribed a curriculum which involves the study of science, the study of social norms and values of the local community and the country as a whole through civics and social studies. The students are already being given health and physical education, moral and religious education, the encouragement of aesthetic, creative and musical activities and also the teaching of local crafts, domestic science and agriculture. Junior libraries are being provided for pupils in the primary schools. To improve the teaching of moral and religious education, Government has embarked on the training of teachers for subjects and suitable curriculum are produced through the various states Ministries of Education.

With regard to agriculture, Government has already launched a nation-wide programme of mass participation in and orientation towards food production. The Government is ensuring effective participation by providing farm implements,

fertilizers, seed and seedlings and the services of the extensions of staff of the various Ministries of Agriculture. The Government is now training and providing teachers and facilities for the study of local crafts and domestic science. Conscious effort is being made to teach the tenets of good citizenship at all levels of education and in every discipline. The teaching of the mother tongue at the initial stage of the primary school is now introduced and the English language is to be taught at a latter stage.

In Teacher Training

Efforts are being made to achieve and maintain the quality and the quantity of teaching staff in the existing institution at a higher level and to produce sufficient teachers and graduate teachers for the teacher training colleges. In this instance, admission into B.A. and M.Ed. programmes are increasing in all the Universities. Teacher education programmes are now structured to equip teachers for the effective performance of their duties such as books, craft materials, lab and agricultural tools and equipment. The following institutions are now offering the required training for teachers. They are:

- (1) Grade II teachers' colleges,
- (2) Advanced Teachers Colleges,

- (3) Colleges of Education
- (4) Institutes of Education
- (5) National Teachers Institute
- (6) Teachers Centres.

State Ministries of Education are already assisting untrained teachers to advance to Grade II within the shortest possible period through in-service courses.

As a prerequisite to the launching of the UPE scheme, a crash programme was introduced for the training of the requisite additional teachers. (see Chapter 6) The present curriculum for teachers in training is also found in chapter 6. Teachers education programmes are being expanded at the NCE and degree levels to cater for the requirements of vocational, technical and commercial education. More Advanced Teacher's Colleges have already been established to speed up teacher production because at present, the Government realises that the country depends largely on expatriate teachers in higher institutions. Already, the Federal Government has taken over the financial responsibilities for all Grade II Teacher Training Colleges in the Federation. (For Expenditure see page 127).

Apart from the above improvements as a result of the new policy, the centralization of education in general and

teacher education in particular is aimed to solve most of the country's education problems. And as such, the government hopes the following benefits will accrue from centralization.

- (1) In all levels of the country's educational system, highly motivated, conscientious and efficient classroom teachers will be produced.
- (2) Teachers will be encouraged to develop the spirit of enquiry and creativity.
- (3) It will make the teacher fit into the social life of the community as well as the society at large.
- (4) It will enhance teacher's commitment to national objectives.
- (5) Its products will be teachers with intellectual ability and professional background capable of high quality educational output.
- (6) It will produce teachers who will make themselves adaptable to any changing situation in the country.
- (7) Educational programmes will be developed and improved.
- (8) It will enhance the teaching profession and improve the competence of teachers.
- (9) There will be equal distribution of educational

facilities and the problem of acute shortage of teachers will be solved through the introduction of in-service training for untrained teachers and also by establishing more schools in the needy areas.

- (10) It will encourage education in the rural areas since enough teachers will be produced who can adapt to any environment.
- (11) Inter-state transfer of teachers will foster national unity.
- (12) It will help the State Ministries of education and local communities in adapting education to fit local needs which are complementary to national needs.
- (13) Centrally, the system leads to the standardization of educational policies and quality control which were not prevailing when there were various agencies with various educational motives.

Impact

Fiscal Resources

The programme for financing students announced by the Federal Military Government made tuition paid by undergraduates in the local universities a Federal responsibility. As for

teacher education at the Grade Two Teacher Training Colleges, Advanced Teachers Training Colleges, Colleges of Education and degree programmes of the Universities, students are to enjoy free tuition and boarding fees.¹ Each state would receive N2 million for more school places and facilities and busary awards would be paid to students in the Universities and the Advanced Teacher Training colleges. At the other levels of education, such as the secondary schools, tuition will be made free. For instance in 1979/1980 academic year, the Federal Government will pay N40 million for the nation's secondary school tuition bill.² Students in technical schools, trade centres and vocational schools without boarding facilities are to receive grants for annual maintenance allowance of N75.00 and those in the colleges of technology are to receive N150.00 each. The current expenditure by the Federal Government on primary education from 1974-77 for the purpose of the Universal Primary Education, was N270,720,490 and the capital expenditure during the same period, was N196,173,425. The recurrent expenditure on teacher education during the same period in respect of the U.P.E. Scheme was N271,756,428 and the capital expenditure on teacher education for U.P.E. in the same period was N264,548,444. On the whole, the Federal Government had spent more than N1 million on the UPE scheme between

¹ Nigeria Review Number 3. Student Financing Spelt Out (Lagos: Federal Ministry of Information Printing Division 1977), p.8.

² Daily Times of April 2, 1979, p.4.

1974 and 1977.¹

The question arises as to where the money comes from. As earlier mentioned in chapter two, Nigeria is a member of the oil producing nations; the oil sector of its economy provides three quarters of the Federal Government's revenue.² Apart from this, being a predominantly agricultural country, it derives a substantial revenue from this sector. Other sources of its fiscal resources are derived from company tax, mining rents and royalties and indirect taxes. About 71 per cent of Federal Government revenue comes from customs and excise duties and 6 per cent comes from direct taxation. These are divided between taxes on personal income (1.4 per cent) and taxes on company incomes (4.6 per cent).³ The fiscal resources are heavily dominated by customs duties, of which import duties constitute about 56 per cent, export duties and 8.4 per cent, and excise duties 5.9 per cent. Personal income tax is also imposed on every individual.⁴

Enrolment

This is based more on primary schools in order to analyze the increasing demand for education as well as the increasing demand for the supply of teachers. In addition to this,

¹ Education in Nigeria. (Lagos: Federal Ministry of Information Printing Division, 1978) p.12.

² Africa South of Sahara 1977-78 (London: Europa Publication Ltd. 1977) p.659.

³ Nigeria Handbook 1977. (Lagos: Federal Ministry of Information) Pp.86-87.

⁴ Ibid.

this section will assess unequal distribution of the demand.

It is important to review at this point, those factors that contributed to poor enrolment in Nigeria schools at the initial stage of its educational development. The factors could be attributed to -

- (1) Religious influence which prevented the missionaries from establishing schools in Northern Nigeria for the spreading of Western education. Instead, Koranic schools were built where Arabic and Vernacular became the main subjects in the scheme.
- (2) The payment of fees introduced in all the schools never allowed children of poor parents to enrol in the primary schools.
- (3) Schools were not equally distributed to minimise the distance from one area to the other.
- (4) While education became a regional responsibility in the 50s, some regions introduced the Universal Free Primary education scheme which led to the increasing demand for education in those regions, while others with fee-paying system were increasing at a very slow pace.

In table VIII, the Northern Regional primary school's total

enrolment in 1957 was 205769. By 1965, this figure was more than double at a total of 492510 pupils. This region is regarded as the most populated¹ area in Nigeria with about 29,808,659 inhabitants. In the Eastern region, the total enrolment in the primary school by 1957 was 1,209,167 and by 1963 the enrolment increased up to 1,278,706. From the table, we could see that in 1960 they increased to 1,430,514 as a result of the introduction of free primary education. The decrease in 1963 was as a result of the reintroduction of the payment of fees from classes 3 to 6. The population of this area was 12,394,462. In the West, 1957 enrolment in primary school was 658,720 which increased up to 737,148 by 1967. Its population was 10,265,846 while Lagos with a population of 665,246 had a total enrolment of 50,182 by 1957 with an increase of up to 107,552 by 1963. From this analysis, we could deduce that though the population of the Northern region was greater, there was less demand for education.

TABLE VIII

PRIMARY EDUCATION - PUPILS ENROLMENT

Region	Year	No. of Pupils
North	1957	205,769
	1960	282,848
	1963	410,706
	1965	492,510
East	1957	1,209,167
	1960	1,430,514
	1963	1,278,706
	1965	- - -
West	1957	658,720
	1960	742,876
	1963	729,547
	1965	737,148
Lagos	1957	50,182
	1960	74,468
	1963	107,552
	1965	---

Sources: Wheeler, A.C.R. The Organization of Educational Planning in Nigeria. (Louvain: UNESCO International Institute for Educational Planning, 1968) p.15.

Referring to table VIII in Chapter 5, the figures show that the number of teacher training colleges in the Northern region was comparatively few with a total of 54 training institutions in 1963 as compared with 115 in the Eastern, 92 in the Western regions and 5 in the Federal Capital. This is an indication of unequal distribution of teacher training colleges.

In order to ensure the success of the U.P.E. scheme, and to enhance equal distribution of teacher training institutions, the Federal Government approved 230 teacher training colleges and the building of an additional 74 institutions in the 19 states.¹ This was to meet the demand for the projected figure for Primary one enrolment for 1976 which was 2.3 million. "But actual first year enrolment rose to 3 million on launching of over 8 million pupils."² An increase in enrolment is essentially an increase in the demand for educational services.

Expenditure:

Ever before 1975, serious problems were being faced in financing education. The difficulties inherent in the educational cost/benefit studies and the difficulties in

¹ Education in Nigeria op.cit., p.10.

² Ibid.

quantitatively estimating expected benefits made a cost/benefit exercise for Nigeria of questionable value. On the other hand, consideration was given to certain education programmes as being more worthy of investment than others, in terms of their respective contributions to human resource development and utilization.

Historically, educational policy was determined primarily at the regional level. There were problems created by the size and shape of educational development in each region. The constitutional powers of the regional governments were not clearly defined, making national projections difficult. At the national level another problem was faced in projecting the cost of education in the country because of the lack of data relating to variations in recurrent unit cost among the regions, particularly lack of data concerning the rate of growth of such unit costs. At the primary level for example, total primary recurrent cost was increasing significantly from one year to the other whilst total enrolment was also increasing. It was the increase in per pupil recurrent unit costs, therefore, which was primarily responsible for the growth of total recurrent cost. These problems mentioned above made the preparation of cost projection difficult.

Despite these problems, let us review how the federal government was coping with the financial burdens and distribution.

The competition for available resources was very high among the various regions and the Federal Government was faced with a number of competing requirements for funds all of which had high priorities.

The importance attached to education was clearly reflected in the tremendous increase in funds devoted to it since 1952. As shown in Table IX Nigeria spent an estimated £9.7 million for education in 1952.¹ By 1962, total expenditure increased to an estimated £41.7 million. The growth of educational expansion within this period could be attributed to two factors:

- (1) a significant expansion in the capacity of the system, particularly at the primary level and
- (2) rapid increases in unit costs at all educational levels.

In addition to domestically raised funds, external assistance further increased the amount spent on education. In 1962 for example, direct expenditure by external agencies was estimated at £3.45 million.²

¹ Callaway, A. and Musone, A. Financing of Education in Nigeria (Louvain: United Nations Educational, Scientific and Cultural Organization, 1968) p.23.

² Nigerian Human Resource Development & Utilization-Education and World Affairs (Committee on Education and Human Resource Development Nigeria Project Task Force, 1967), p.89

TABLE IX

EDUCATIONAL EXPENDITURE FROM INTERNAL SOURCES AS
 COMPARED WITH GROSS DOMESTIC PRODUCT 1952-62 (IN
 / MILLION)

	1952	1954	1956	1958	1960	1962
1. GDP (at factor cost) Educational Expenditure from inter- nal sources	614.5	774.2	870.6	900.0	1,040.2	1,179.5
2. Recurrent & Capital	9.7	14.2	20.4	25.8	34.5	41.7
3. Recurrent only	7.1	10.6	16.2	20.5	29.7	35.0
4. Capital only	2.6	3.6	4.2	5.3	4.8	6.7
5. Percentages: (2) over (1)	1.58	1.83	2.34	2.87	3.32	3.54

Since the regional governments were constitutionally responsible for providing most of the country's educational services, their shares in the educational burden were heaviest. For example, 1964/65, the Federal Government accounted for only about 20 per cent of the total government recurrent expenditure for education while the regions accounted for 80 per cent.¹ This system of sharing educational burden between the Federal Government and the states continued up to 1974 when a new policy for revenue allocation was introduced by the Federal Government.

The new revenue allocation system was introduced to increase the amount of revenue available to the states and a reduction of the derivation principle of revenue allocation. It was added that most of the additional revenue would come to the states through the 'Distributable Pool' which would be apportioned to states in equal shares and on the basis of each state's population.² As a result of the system, the Federal co-ordination of taxes including the produce sales tax and personal income tax, which were formerly state controlled, were abolished. Through the changes in Nigeria's fiscal system, education became more of Federal responsibility of which teacher education is a part. In the budget speech in

¹ Ibid., p.90.

² Daily Times of April 2, 1979. p.16

1979/80 by the Head of State Lt. General Obasanjo, it was declared that "the state governments are now entitled to share in all revenues accruing to the Federal Military Government."¹ Modification was given in the system whereby 60 per cent of the revenue will now go to the Federal Government, 30 per cent to the state governments and 10 per cent to the local governments.

In this system, there is a great increase in the Federal Government spending on education which should be attributed to the following factors.

- (1) Increase in the cost of educational services provided for the teacher supply;
- (2) The direct response to an increase in the number of eligible children enrolling for the UPE scheme;
- (3) Cost increase because of the building of more schools and the supply of equipment, relative to the increased quantity demanded.²

The Inter-relationship of the Four Areas

For the purpose of understanding the implications of the four areas described so far in this chapter, their inter-relationship as well as their individual proportions must be

¹ Ibid.

² Nigeria Herald, December 21, 1978, p.13.

appreciated. The reason is that the problems are causally related and can be resolved only by policies which attack more than one area at a time.

An example is the problem of increase in enrolment which leads to increase in expenditure to meet the demand and thereby increase the intensity of the problem of fiscal resources. In Nigeria, the problem of fiscal resources cannot be solved in its present educational context without prior approval by the Federal Government which provides the necessary finance for all the projects. The fact remains that the states which are financially deficient find it difficult to make the funds available for the projects. Because of these financial difficulties in some of the states, the Federal Government had to adopt the new system of revenue allocation to alleviate the burden. This system reduces the inequalities in fiscal resources available and promotes equal distribution of available fiscal resources. The effective measure of this system does not only apply to educational development and teacher supply; it is equally applicable to other arms of the government.

The four areas discussed in this chapter could be divided into two categories, namely: problems of organization and problems of pressure. The first category includes the policy formulation and the fiscal resources. These two areas reflect the fundamental principles upon which the provision of public

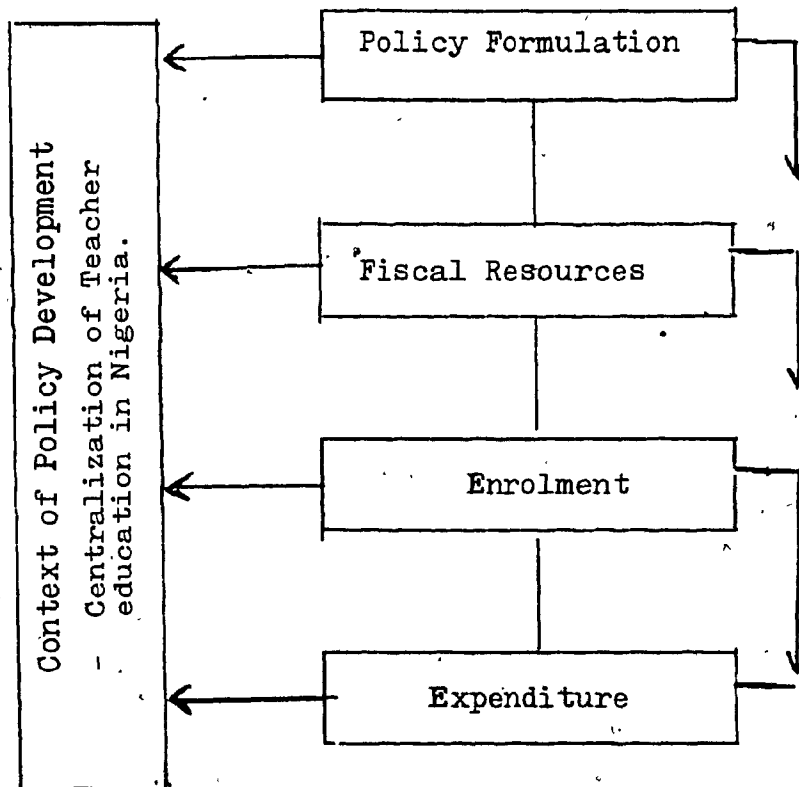
education and the supply of teachers have been based in the country. They became problem areas because the state governments were not quite capable of responding adequately to the unique pressure of the demand for education as a result of the introduction of UPE which led to increasing the supply of teachers to meet the demand for the scheme.

This unique pressure therefore comprises the second category of problems which include the pressure of increasing enrolment and increasing expenditure. The increasing enrolment and expenditure are termed problems because of the heavy strains they placed on the organizational components of the educational system. The state governments were therefore faced with situations in which the provision of teachers became a problem because of their inability to cope adequately with this demand and that demand for education as a result of the UPE scheme became a problem because of the pressure created for the state governments to satisfy them.

The only solution to the problems was the centralization of education (including teacher education) by the Federal Government; this was effected through an education policy statement which high-lighted provision of equal educational opportunities for all citizens of the nation at the primary, secondary and tertiary levels:

Figure 3

The Interrelationships of all the four areas.
Showing the framework for the analysis.



"The Federal Ministry of Education is responsible for executing the country's educational programme at the national level. For this purpose the Ministry is organised into four Divisions:

- i) the Primary and Secondary Education Division, under which are the Primary Education section and the Vocational and Non-Formal Education section.
- ii) the Higher Education Division with the Universities section, the Technical Education Section, and the Educational Service section

- iii) the Inspectorate Division and
- iv) the Policy, Administration and Management Division, under which are the Administration section, the Planning section and the Building Unit." (1)

Measures undertaken for the Centralization of Teacher Education

The question arises whether the centralization of teacher education would supply the required quantity of teachers which the country needed for the UPE scheme? The Federal Government had developed some strategies to ensure that its commitments and new initiatives are met for the success of the program. The Federal Government sought to make the task of producing and retraining teachers at all levels its own responsibility while the states act as executive agents. In order to produce enough teachers for the UPE scheme, the Federal Government approved an emergency teacher training program which started in 1974. The purpose was to produce 163,000 additional teachers estimated for the scheme. Four different categories of school leavers were admitted to the training institutions, for the purpose of obtaining a large number of teachers. The programme consists of:

- (1) One year course for holders of the West African School Certificate.

¹ Education in Nigeria op.cit. p.9.

- (2) Two-year course for those who attempted West African School Certificate (but failed)
- (3) Three-year for holders of Modern III or S.75 Certificate (recognized secondary class IV certificate)
- (4) Five year course for holders of the primary school leaving certificate.¹

These courses lead to Grade II teacher's qualification which becomes the basic qualification for teaching at the primary level. To raise the quality of education, the curriculum for teacher education was reviewed and provision made for the recruitment of some 8000 teachers.²

For the production of secondary schools teachers, the Federal Government planned to increase the number of the Advanced Teacher Training Colleges in all the states. With these plans, it was hoped that the programme would alleviate the problem of teacher supply to the rural areas where there is always acute shortage of teachers.

Implementation

The implementation of the scheme becomes a joint responsibility of the Federal and State Governments based on the

¹ Adesina, S. Planning & Educational Development in Nigeria. (Lagos: Education Industries Nigeria Ltd. 1977) p.145.

² Ibid.

following three principles:

- (1) It becomes the responsibility of the Federal Government to lay down policy guidelines for the Universal Primary Education scheme.
- (2) In addition, the Federal Government also makes funds available for both capital and recurrent expenditure for the implementation of the scheme.
- (3) The State Governments and the local authorities including their various agents execute the scheme.¹

PROBLEMS OF CENTRALIZATION

The various strategies devised reflect the Federal Government's good intentions in awareness of the task ahead and determination to succeed. However, the machinery for implementing the strategies is not only inadequate but has already begun to show strains which point to under-fulfilment of goals and targets. There are already charges of corruption in the award of contracts. It was alleged that there were large scale of irregularities in the awarded contracts. Costs of contracts awarded were inflated. In Rivers State for instance the contractors demanded 150 per cent increase in the original cost which was turned down by the State Ministry of Education. In Bendel State ₦3 million worth of books were

¹ Education in Nigeria, op.cit. p.12.

reported not supplied to schools although the payment was made. Also in Lagos State, mysterious disbursement of N30 million allocated to UPE projects was a subject before an inquiry pannel¹. In the Northern States, the traditional life is influencing non registration of children for the UPE. For instance in Kano State some parents were said to have withdrawn their children from schools because they suspected the scheme which purveyed Western Civilization to conflict with their religion. Moreover, the parents argued that the scheme would rob them of farm labour because the school calender conflicts with the farming season.¹

Some Indicators of the Impact of the New Policy on Teacher Education

Already, some impact of the new policy is being felt thus. As stated in Chapter 6, under the crash teacher training programme, a total number of 115,792 Grade II had so far been trained for the UPE. The largest number of 12,000 teachers was produced by Imo state and the lowest number of 2,000 was produced by Gongola State. The quality of teacher education is already being improved because a greater number of untrained teachers are now being produced through inservice training. Because of expanded work teacher force, more

¹ Nigerian Observer, November 29, 1978. p.5.

educated citizen are being produced through adult education.
The nation's economy is being developed at a rapid rate
because of a greater encouragement in technical education.

CHAPTER VI

THE EFFECT OF THE CENTRALIZATION OF
TEACHER EDUCATION IN NIGERIA

In the preceding chapters, efforts have been made to analyze the policies and practices of teacher education in Nigeria with particular reference to its recent centralization. This chapter will examine the impact and influence of this centralization of teacher education by using the following criteria to measure the effectiveness of this new approach to teacher education in Nigeria:

- (1) Relative spending before and after centralization;
- (2) The Curriculum for Teachers in Training before and after Centralization.
- (3) The Quality of Education before and after Centralization;
- (4) The Morale of Teachers before and after Centralization;
- (5) Teachers Professionalism before and after Centralization.

1. Relative Spending before and after centralization.

The training of teachers had been the joint responsibility of both the voluntary agencies and the government. The government became a senior partner in that, apart from setting

up its own teacher colleges, it assisted voluntary agencies through the grants-in-aid system. The system of grants-in-aid was based on enrolment. This was the period before centralization. In 1962, for example, the total expenditure for the training of teachers was almost £3.5 million. Out of this amount, 93.0 per-cent was financed from public sources. In Lagos, public financing was 98.9 per-cent and that of the Northern Region was close to 98.9 per-cent. In the East, it was 88.6 per-cent while in the West, the percentage was 90.1. Government grants which were the main source of financing the assisted sector rose from £1.64 million in 1955 to £2.24 million in 1962. See Table X.

TABLE X

Total recurrent expenditure and some related factors, 1955-62.

	Northern region	Eastern region	Western region	Lagos	Total
Total expenditure 1962 (£ thousand)	1151.8	912.5	1222.7	138.5	3425.5
Financing from public Sources (Percentage)					
1955	68.5	88.1	80.5	100.0	83.8
1962	98.9	88.6	90.1	100.0	93.0
Government recurrent grants (£ thousand)					
1955	81.0	231.2	330.1		642.3
1962	595.3	699.3	926.4	52.2	2243.2

Sources: Educational Development in Africa op.cit. p.140.

After centralization the system of grant-in-aid was abolished. The voluntary agencies' teacher training colleges were completely phased out. All teacher training institutions became Federal government institutions. Extensive measures were taken to produce adequate numbers of teachers for the UPE scheme. Within the period of the UPE scheme 1974-77, (see Chapter IV) the recurrent expenditure on teacher education was ₦271,756,428 and the capital expenditure on teacher education for the UPE was ₦265,548,444.¹ The current and capital expenditure between 1974 and 1977 totalled ₦537,304,972. From 1952-1962 both the recurrent and capital expenditure amounted to ₦6,841,500. When compared, it can be observed that the expenditure during the period after centralization was greater than that before centralization by ₦530,463,472. This is as a result of a greater demand for teacher supply which the different state governments could not have been able to meet due to their limited financial resources.

2. The Curriculum for Teachers in Training before and after Centralization

Since the training of Grade III teachers was discontinued, this section of the chapter will be based on the curriculum for Grade II teachers-in-training. In Chapter IV, mention was made of the lack of uniformity in teacher education in all the states particularly in the area of curriculum. For example,

¹ Education in Nigeria op.cit. p.12.

in the Northern States, where a five-year system was adopted for the training of Grade II teachers, the curriculum was based on English, Mathematics, Physical and Health Education, History, Geography, Religions Instruction, Principles of Education, Teaching Practice and Elective Practical subjects which include Music, Metalwork, Arts and Crafts, Library Organization, woodwork, Arabic Studies, General Science, Vernacular Studies, Domestic Science and Rural Science.¹

In Lagos, the Western and Mid-Western States, although there were three different courses such as the two-year returned course for Grade III, the two-year course for West African School Certificate or General Certificate of Education 'O' level and the three-year pilot scheme, for those with Modern III certificate, the curriculum was based on three compulsory Federal subjects,¹ which included English Language, Arithmetic and Principles of Education. In addition, there were Regional subjects which included Religious Knowledge, Music, Art, Domestic Science, Agriculture, Needlework, English Literature, Elementary Mathematics, Geography and History.²

In the Eastern region apart from the three Federal subjects, the curriculum was based on Practical Teaching and

¹ Federal Ministry of Education regulation makes certain subjects compulsory in all states for the award of grade II certificate. These include English, Art, and Principles of Education.

² Martena, S. and Inez, S. Op.cit. p.591.

Practical Physical Training and Games, Physical and Health Education, English Literature, History, Geography, Mathematics all which were compulsory and the following optional subjects; Practical Rural Science, Practical Domestic Sciences, Handicrafts, Drawing and Painting, Needle work and Dressmaking, Music, Advanced English, Advanced History or Advanced History (Islamic) Advanced Geography, Mathematics or Advanced Mathematics, Religious Knowledge (Catholic, Protestant or Muslim). Theory of Domestic Science Applied Biology or Theory of Rural Science or Nature Study, an approved African Language, Arabic and Advanced physical and Health Education.¹

The launching of the UPE had brought in some innovations in the training of teachers. In the crash program introduced by the Federal Government to train additional Grade II teachers, a West African School Certificate holder is to spend one year for the programme, two years for West African School Certificate failed,² three years for holders of Modern III and government class four, and five years for candidates with the First School Leaving Certificate.³ The new curriculum for Teachers' Colleges

¹ Eastern Nigeria, Ministry of Education, Teachers' Examination Syllabuses. (Enugu: Government Printing Press, 1965. Pp.2-3.

² In other words, a student who failed in the West African School Certificate examination is to spend two years in teacher training college before sitting for the grade II certificate examination.

³ Federal Republic of Nigeria National Policy on Education (Lagos: Federal Ministry of Information Printing Division, 1977) p.25.

is to provide a uniform level of education for all teachers' in training and the curriculum is based on the general course outline drawn up by the Federal Ministry of Education and which is binding to all states. The course outline includes:

- a) General studies (basic academic subjects)
- b) Foundation studies (Principles and practice of education)
- c) Studies related to the student's intended field of teaching (eg. English, History, Mathematics, Physics, etc).
- d) Teaching Practice.

The General Studies for those preparing to teach in the primary schools is made up of the following subjects:

- a) Social studies
- b) Mathematics
- c) Language
- d) Science
- e) Cultural and Creative arts
- f) Health and Physical education
- g) Religious and Moral Education.¹

The difference between the curriculum introduced before centralization and the new curriculum for the training of teachers is

¹ Ibid., p.26.

that while the states adopted their individual curriculum for the training of teachers before centralization to suit their own purpose and political ideologies, the new curriculum is to be adopted universally in all the Grade II teacher training institutions. Before the introduction of the new curriculum, there had been much criticism of the existing curriculum. It was alleged that the curriculum was too literary and theoretical, and that the instructional materials were not quite relevant to the Nigerian-child. This was because, it encouraged rote learning and alienated the child from his cultural milieu. The National Policy on Education gave consideration to these criticisms and introduced a new national curriculum which includes:

"the inculcation of literacy and numeracy, the study of Science, the study of the Social norms and values of the local community and of the country as a whole through civics and social studies, the giving of health and physical education, moral and religious education, the encouragement of aesthetic, creative and musical activities, the teaching of local crafts and domestic science and agriculture"(1)

in the primary school. The government ensures that programmes of pre-service teacher education in the teacher training colleges, and of in-service training in the National Teachers Institute and the Institutes of Education, will incorporate training in assessing the child's knowledge of his environment.

¹ Adesina, S. op.cit. p.216.

The primary education curriculum influences the teacher education curriculum in Grade II teacher training colleges where more of science subjects, the teaching of arts and crafts, and also music are introduced. The teacher education programmes at the higher institutions such as the NCE and the University, Colleges of education are expanded to include vocational, technical, and commercial education.¹

3. The Quality of Education before and after Centralization

In the art of teaching, the teacher, the child and the subject are the essential points. Though it is not simple to assess the quality of education in any nation, raising the quality of teacher education should have an impact on the quality of schooling. Before the centralization of teacher education, in 1974, there were about 130,000 primary school teachers in Nigeria, out of which 53% were untrained and 80% unqualified.² Moreover, in the primary school teaching force, there had been some instability owing to Grade II teachers aspiring to National Certificate of Education and degree programmes for higher qualifications and better conditions to service and school authorities resorted to employing untrained

¹National Policy on Education op.cit. p.26.

²Education In Nigeria, op.cit. p.14.

teachers to keep the school going. This greater number of schools would presumably lower the quality of primary education in the country.

To improve the quality of education in Nigeria, after consultations between the Nigerian educational advisers and the UNESCO experts, the National Teacher Institute was established in 1974 by the Federal Government to up-grade teachers.

Meanwhile, it was estimated during the planning period that the existing primary school teaching force would need to be trebled both by training and recruitment, of additional 235,000 teachers by 1980. It was also estimated that the figure would rise to 290,000 by 1982 in order to cope with the expected increase in the primary school enrolment. At the initial stage, an emergency teacher training program was launched to produce about 97,000 teachers by 1976. This figure includes the normal out-turn of 53,000 trained teachers from teacher training colleges and crash-training courses.¹

Under the crash teacher training programme a total number of 115,792 Grade II teachers had so far been trained for the UPE scheme which started 1974. Out of this number the Imo State produced the largest number of teachers on the 1977/78 academic year. The total number produced in Imo State was 12,000² the

¹ Ibid.

² New Nigerian of Thursday 12, December, 1978, p.13.

lowest number produced by Gongola State was 2,000¹ in the same period. Because of the greater number of untrained teachers, the Federal Government took remedial measures to raise the educational level of untrained teachers who were unable to attend the teacher training colleges.

The National Teachers Institute, at this stage contemplated a program whereby teacher education could be organized in such a way that the students could study at their own pace at a distance without having to depend on teachers. By this system, a nation-wide programme with a study centre in each state was organized to provide a centrally-administered continuing education for the teachers. The non-graduate teachers will eventually be up-graded through this program, while graduate teachers will be encouraged to acquire higher qualifications through a system whereby government bursaries will be awarded to deserving graduate teachers and such teachers will be granted sabbatical leave for one year.

In-service training is also introduced for the untrained. This is always organized during long vacation in different centres by the Ministry of Education. In this program for example, 80 auxiliary teachers in Ondo State qualified for the award of Grade II teachers certificate after a two year intensive training in the 1977/78 academic year.² With the provision

¹ Nigerian Herald Thursday December 21, 1978, p.13.

² Daily Sketch: of Thursday, August 24, 1978, p.8.

of such programmes which were not made available for the upgrading of teachers before the centralization of education, the standard and quality of education have been raised.

4. The Morale of Teachers before and after centralization

In this section of the paper it is of importance to focuss our attention on the Nigerian Union of Teachers (N.U.T) which is the main body fostering the morale of teachers in Nigeria. The organization came into being in 1930 when there were some anomalies in teachers services. While the Government prescribed the same syllabus for the preparation of teachers in all teachers' college, different rates of salaries and conditions of service were approved for teachers in government schools as compared to those employed by the voluntary agencies. As a result of the grant-in-aid system for the financing of voluntary agency schools, the missions had not sufficient funds to pay the salaries of teachers at the government rate.¹ In addition to this, the government teachers were entitled to pension right and gratuities like the civil servants. Such incentives were not granted to teachers in the voluntary agencies' schools. The N.U.T. took militant action from this period and forced the issue on the Government. In the preceding years before the centralization of education in Nigeria,

¹ Solaru, T.T. op.cit. p.78.

teachers were not given the chance of participating in the issues that affected their welfare. For instance, in 1936 the government reassessed its allocation of revenue to Mission schools. The product of the reassessment was a short payment of 14.5 percent in grants-in-aid for the period of 1936 to 1938.¹ At this stage of depression, these teachers who numbered 10,000 by 1939, "were obliged to accept a 15 percent salary reduction."² In the early 1940's the government resorted to another cut in teachers' salaries. This finally caused the resignation of a great number of teachers in the voluntary agency schools and a number of them took to other occupations. With the registration of the NUT in 1941, the organization intensified its effort and came up with a body of objectives as follows:

- (1) To study, promote and improve conditions affecting the teaching profession.
- (2) Create a better understanding among the teachers in Nigeria.
- (3) Be an organ through which the opinion of teachers on matters directly or indirectly affecting the teaching profession could be channelled to the government.²

Due to the efforts made by the Union, in 1964 the

¹ Coleman, James S. Nigeria: Background to Nationalism, (Los Angeles: University of California Press, 1958) p.127.

² Fafunwa, A. Babs, History of Education in Nigeria. (London: George Allen & Unwin Ltd. 1974) Pp.159-60.

Government established the National Joint Negotiating Council for Teachers (NJNCT) to consider the gradings, renumerations and condition of Teachers and to make recommendations.¹ On this basis, in 1965, the Federal Government allowed the regional governments to determine individually the areas in which teachers could participate in decision making. Such decisions concerning school curriculum, school year, class size and teachers conditions of service, from which teachers had been excluded, were given consideration.

With the recommendation of the NJNCT the participation of teachers in political activities and government policies affecting teachers was suppressed. Further agitation of the Union led to the setting up of the Asabia Committee in 1965 by the Federal Government for another recommendation. The Committee ignored teachers' participation in educational policies and approved the following differential scale for teachers.

"Grade III (fail): £156-£243 Federal; £141-£204
(North £122-£195 (West and Mid-West)

Grade II: £231-£497 (Federal); £240-£482 (North);
£240-£477 (East); £210-£497 (West); £210-£482
(Mid-West)

¹ Ibid., p. 228.

Grade I: £355-£762 (Lagos); £367-£855 (North);
£349-£759 (East) £355-£762 (West and Midwest)

N.C.E.: £641-£1,116 (Lagos); £621-£1,116 (North);
£621-£1,116 (East, West, and Mid-West)". (1)

Although the Federal government made efforts to nationalize the salary scales of teachers, the decentralization of teacher education made it impossible to stabilize the national salary scales for teachers. As of now, in the terms and conditions of service approved by the Federal Ministry of Establishments, Graduate teachers with pre or post graduate professional teaching qualification will enter the teaching service in the unified grade structure at Grade Level² 08-step 4 and these are eligible for promotion to Grade Level 09. NCE holder on Grade level 07, Grade II with Associateship Certificate in Education on Grade Level 06 while Grade II will enter on Grade Level 05.³

Headmasters (special grade) in Primary schools are up graded from Grade Level 09 to Grade Level 10, while headmaster Grade One moves from Grade Level 08 to Grade Level 09 and headmaster grade two and Assistant headmaster grade one also

¹ Ibid., p.229.

² Grade Levels mention in the paper are the new salary structure introduced in Nigeria.

³ Nigerian Tribune, Thursday, November 30, 1978, p.12.

moves from Grade level 07 to grade level 08. Under the new conditions of service for teachers, provision is made for graduate teachers to reach Grade Level 15 as school principals (Special Grade).¹ In addition, facilities like Car loan, leave bonus, car, housing and disturbance allowances have been approved for teachers to up-grade them to the same level of the public service.² The Federal government has introduced measures through which teachers are now allowed to participate more in the production and assessment of educational materials and teaching aids, the planning and development of curriculum, school buildings and furniture, and evaluation of technical innovation and new techniques.³

5. Teachers Professionalism before and after Centralization

In recent years, the professional status of teachers has attracted widespread attention and concern particularly in connection with the trends in the negotiation for good conditions and terms of service. The question of teaching as a profession has been a controversial topic. While some authors argue that teaching is a profession, others do not

¹ Nigerian Tribune, Saturday December 2, 1978, p.1.

² " " Thursday, November 30, 1978. p.3.

³ Federal Republic of Nigeria National Policy on Education, op.cit. p.28.

consider it as such especially when they compare it with other established professions like law and medicine. Those authors who are less severe on teaching describe it, at best, as a semi-profession. (Etzioni 1969) There are others who for obvious reasons are of the opinion that "teaching should be regarded primarily above all things as not merely a job, or even a profession, but in addition as a vocation."¹ The variety of opinions about teaching as a profession could be attributed to the gradual development of the process of education and how individuals assess the teaching profession.

To start with, it is noteworthy that the term 'profession' has been used loosely, and its meaning has become too amorphous to be circumscribed. The problem created by its definition has bearing on the question of status not only in society as a whole, but also within the occupational groupings.

In the field of education the term "profession" rests heavily on a body of systematized knowledge organized in terms of distinctive problems of practice."² The practice of a profession in this sense depends upon a body of knowledge which can be passed on to succeeding generations of students.

¹Barnard, H.C. An Introduction to Teaching (London: University of London Press Ltd. 1952) p.17.

²Blackington, III F.H. & Patternson, S.R. School, Society and the Professional Educator (Montreal: Hold, Reinhard & Winston Inc., 1968) p.185.

Characterisation of a profession will help us to decide whether the Nigerian teachers had earlier achieved a professional status before centralization. Stinnett summarised the characteristics of a profession thus:

- "(1) A profession involves activities essentially intellectual
- (2) A profession commands a body of specialized knowledge
- (3) A profession requires extended professional (as contrasted with solely general) preparation.
- (4) A profession demands continuous in service growth.
- (5) A profession affords a life career and permanent membership.
- (6) A profession sets up its own standards.
- (7) A profession exalts service above personal gain.
- (8) A profession has a strong, closely knit professional organization.¹

In Nigeira, before education was centralized, there was a general belief that anybody with at least primary six school leaving certificate could teach. As a result primary six certificate holders were freely employed. Such teachers' were not better than the pupils they were employed to teach in the primary schools. With this calibre of teachers, the teaching profession in Nigeria was then regarded as a low status

¹ Stinnett, T.M. Professional Problems of Teachers: (New York: The MacMillan Company, 1968) pp. 54-55.

occupation. With the NUT becoming very militant the status of teachers in Nigeria began to grow. For example in 1964 as a result of deadlock reached during teachers' negotiation with the government a nation-wide strike which marred the nation's fourth independence anniversary celebrations, was called by the NUT. The outcome of this strike was to raise teachers' status to one of social significance. Teachers have continued to enjoy this high status ever since. Due to the activities of the NUT which was out to seek professional recognition of teachers, between 1962 and 1976, the Federal Government had set up five higher commissions to look into the problems of teachers and their conditions of service. Such Commissions included the Morgan Commission 1963, Adefarasin 1964, Asabia 1965, Adebo 1970 and Udoji 1975¹. The result of each of the commissions raised the status of teachers and made them emerge as respected members of the society but yet the teachers were not accorded a professional recognition by the Federal Government because; (1) the NUT was not behaving as a professional body but like a trade union; (2) there was no positive code of ethics; (3) a classification system within the group was not introduced; as in the medical profession which consists of specialist doctors, pharmacists, nurses and medical auxiliaries; (4) the government was not consulting them frequently before new educational policies

¹ Adesina, Segun. Planning & Educational Development in Nigeria, (Lagos: Educational Industries Nigeria Ltd. 1977) p.159.

were formulated.

After the centralization of teacher education, the Federal Government stated in the National Policy on Education that

"Teaching, like other professions, will be legally and publicly recognised as a profession. Nigeria is already a signatory to the International Labour Organizations/UNESCO's 1966 recommendation on the status of teachers. Government will set up a Teacher's Council among whose function will be Accreditation, Certification, Registration, Discipline and Regulations governing the profession of teaching. Those teachers already admitted into the profession without the requisite qualification will be given a period of time within which to qualify for admission or leave the profession.(1)

A number of other items to raise the professional status of teachers in Nigeria include a National Register of Teachers which is being compiled and which will be maintained by the Teacher's Council. It is now nationally recognized that the minimum qualification for entering the teaching profession is Grade II teachers' certificate. The selection and training of teachers will be limited to candidates whose minimum qualification is West African School Certificate. Arrangements are currently on hand to ensure that in the near future, the minimum qualification for entering into the teaching

¹ Federal Republic of Nigeria National Policy on Education op.cit., p.28.

profession in Nigeria will be the National Certificate of Education.¹ Series of new programmes and courses have been planned by the Federal Ministry of Education with the co-operation of State Ministries of Education and higher educational institutions to enable teachers to up-grade themselves from one level to the other. Promotion opportunities are now created at every educational level for the purpose of professional growth at each level.

¹Ibid., p.26.

CONCLUSION

From this analysis it has been pointed out that the foundation of Nigerian education as it is known today was laid by the Missionaries. In spite of the shortcomings of their educational policies there is no doubt that they mapped out the course of Nigerian education until the government thought it part of its responsibility to participate in the education of Nigerian youth. It has also been pointed out that the missionaries were not without a vision of what the educational needs of Nigerians were but it took them sometime before they diverted their attention to teacher education. They realized the need to relate education to local needs; hence agriculture and crafts were included in the school curriculum. Their educational policies yielded fruits in the number of eminent educated Nigerians they produced and who in later years led their fellow Nigerians into independence.

The efforts of the missionaries were supplemented by the educational policies of colonial governors like Lord Lugard and Sir Richard. The diversification of the educational system for example was introduced by Richard's constitution of 1947 and the constitutional conference of 1953-1954. These brought about some innovation in the country's educational development. The Western Region introduced free primary

education in 1955 which led to the increasing demand for education and also increasing demand for teachers and more schools. All children of school age had access to education. The Eastern Region took the same step in 1957 and thus the eradication of illiteracy began in Nigeria. The regional government's take over of all schools initiated by Eastern Region and followed by Mid-Western Region eventually led to the centralization of education including teacher education. These could be regarded as advantages derived from this diversification of the system. On the other hand, it was disadvantageous because it generated ethnic and tribal consciousness and disintegration among the regions in education. The national mobility of teachers was restricted. Discrimination in the admission of students into teacher training colleges was glaring. The ilusive ideas of academic superiority from one region to the other were gradually taking shape, because of the diversification in the curriculum and the length of period of training.

The Federal Government has assumed that if teacher education is centralized in Nigeria, the standard and quality of the corps of teachers will be raised, and the demand for a supply of adequate teachers will be met. The assumption is that this will lead consequently to the successful implementation of the UPE scheme mandate which is the basis for the

new educational expansion in this country. This statement becomes a fact in the process of this analysis because at present, the federal government has introduced some measures to improve the quality of teachers, such as the expansion of teacher education in higher institutions to produce more qualified teachers for the advanced teacher training colleges and teachers certificate Grade II Colleges. In-service training has been introduced to up grade untrained teachers in the field. The Federal government has already taken over the financial responsibilities for all Grade II teacher's colleges and the National Teachers Institutes are already established in each state to co-ordinate distance learning. The Institute has already began the organization of in-service training for untrained teachers.

Other measures have already been introduced to improve the quality of teachers. For instance, promotion opportunities are already created at every educational level which allow for professional growth. The salaries of teacher are greatly improved to ensure that they measure with their counterparts in the civil service.

In order to ensure the success of the UPE scheme the federal government approved the building of 74 additional teacher training colleges and altogether in the 19 states,

there are 230 teacher training colleges equally distributed and approved by the Federal Government for the training of Grade II teachers for the UPE Scheme. During the launching of the scheme, 37,000 additional classrooms had been completed by various states for the intake of primary school pupils and more classrooms are being erected for the purpose.

As earlier stated, the recurrent expenditure by the Federal Government on primary education from 1974-77 in respect of the UPE is N270,720,490 and the capital expenditure during the period is N196,173,425. The recurrent expenditure on teacher education for the UPE in the same period is N271,756,428 while the capital expenditure is N264,548,444. Already, the Federal Government has spent over a N1 billion on the UPE scheme between 1974-77. If the centralization of education in general and teacher education in particular was to be the responsibility of state governments the possibility of meeting the demand is doubtful because some state governments are not rich enough to meet the demand.

With particular reference to the recruitment and training of Grade II teachers, the One-Year programme for West African School Certificate should be reviewed. Before the centralization of teacher education (to train adequate teachers for the UPE), a school certificate holder was being trained for

two years for Grade II teachers' certificate. Because of the need for more teachers for the UPE scheme, the duration of training has been reduced to one year. I am of the opinion that if we want to lay a good foundation for the educational system of the country, a year's training after the school certificate will not be adequate enough to provide high quality teachers for the beginners in the primary schools. The government should not only look for quantity but the quality of teachers capable of giving the UPE a good and solid beginning. It is suggested that the reinstatement of the two-year course after the school certificate be initiated until the country has developed to the stage when the N.C.E. or first university degree will be the minimum qualification for teachers in the primary schools.

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APPENDIX I

CATEGORIES AND PROGRAMS FOR THE TRAINING
OF TEACHERS

An important consideration in the development of any educational system is the education of teachers. Their education should be basically related to every phase of development in both industrialized and developing countries for the fact that anywhere one turns, be it in the economic, political or social sphere of activities, one is faced with the ever recurring problem of trained manpower needs. We should therefore realise that no adequate training can take place without competent teachers to handle the education of the youth.

To prepare competent teachers for the quality of education which Nigeria required for the nation's development, at the initial stage of the nation's educational development, courses were either two-year or four-year duration programme. The two-year course which was introduced by the Government in 1936 prepared the candidates for the award of 'Elementary teacher certificate.' Its introduction was an emergency measure designed to meet the over all demand for education. This two-year teacher education was mainly organized by the government. The four-year course which became the responsibility of the Missionaries prepared the candidate for the award of 'Higher Elementary Certificate.'

Categories of Teachers:

At various levels of teacher education, teachers used to be trained in institutions established and maintained by the Governments and voluntary Agencies such as Provincial government and missionaries' teacher training colleges. Before Nigeria attained Independence in 1960, primary school leavers were absorbed direct into the teaching profession as "pupil teachers" or admitted into a one-year course which led to a qualification known as Preliminary Training College Certificate (PTC). Holders of this certificate either took up teaching appointment or passed on to further training. However, it is of importance to analyze at this point the various levels of teachers with respect to their qualifications. The following constitutes the major categories of teachers.

1. Graduate teachers;
2. Certificated teachers;
3. Vocational teachers;
4. Uncertificated teachers;
5. Vernacular teachers; and
6. Probationary teachers.¹

¹ Eastern Nigeria, Ministry of Education, Education Handbook 1964, Official Document No.20 of 1964 (Enugu: Government Printing Corporation, 1964), p.53.

Graduate Teachers

A graduate teacher must be a degree holder of a university, recognized by the Federal Ministry of Education. The degree holder may have a teaching qualification. The professional training of University graduates in education is provided by any of the Nigerian universities with a Faculty of Education. The degrees awarded by these faculties are Bachelor of Arts in Education, (BA) Bachelor of Education; (B.Ed) and Bachelor of Science in Education (B.Sc.Education). In awarding any of these degrees, the candidate passes through either an academic degree in a given subject in addition to one-year "post graduate" certificate in pedagogy or a three-year degree course on two teaching subjects.¹

Certificated Teachers

Certificated teachers are the following grades of teachers.

- (1) Grade III or elementary teachers: This grade of teachers are certificated to teach in elementary schools up to and including Elementary IV.
- (2) Grade II or Higher Elementary Teachers: These are certificated to teach up to and including elementary VIII of a primary school. They could also teach up to Class II in Secondary Schools.

¹ Fafunwa, A. Babu. Teacher Education in Nigeria, op.cit.p.20.

- (3) National Certificate of Education (NCE): This grade of teachers are trained to teach in all classes of elementary and in the lower segment of the secondary school. In the secondary school, they may teach only the subjects within the areas of their specialization.
- (4) Grade I Teachers: These are teachers who by their long experience in teaching are allowed to teach in the lower arms of the secondary school. They can teach up to class two in a secondary school. They are mostly appointed headmasters of primary schools.
- (5) Teachers With Diploma Certificates: These include teachers with the Associate Diploma in Education, Diploma in Adult Education and the Yaba Diploma in Education.
- (6) Auxiliary Teachers: These are teachers with no teaching qualification but they hold the General Certificate of Education with two or three subjects at advanced level or the Higher School Certificate which is equivalent to CEGEP in Canada.
- (7) Vocational and Probationary Teachers: The grades of teachers known as Vocational teachers possess technical qualifications which the Ministry of Education considers

adequate for the teaching of certain trades and crafts while the probationary teachers are vernacular teachers. These grades of teachers are holders of first school leaving certificate or its equivalent.

Training Programs and Courses:

The duration, content and admission requirements of teacher-education in Nigeria depend on the level at which the individuals are expected to teach and the state in which the training is taking place. Teacher education varies at all levels particularly in Northern and Southern States. The following discussion will reflect these variations:

(1) Teacher's Certificate Grade III: Institutions offering the course were Grade III teacher Training Colleges. Entry requirement was the same in the South and North. It was on the basis of first school leaving certificate. In the South, the period of training was two years while in the North, it was three years.

(2) Teacher's Certificate Grade II: The course leading to the award of this certificate is offered in Grade II teacher training colleges. Admission to training colleges is based on three criteria.

- (a) Grade III certificate plus teaching experience. Such a candidate will spend a period of two years. This is applicable to the Southern and Northern Nigeria.
- (b) First Leaving School Certificate. Candidates with this qualification are to spend four years for the award of Grade II Certificate while those in the North are to spend five years for the same qualification.
- (c) West African School Certificate: Holders of this certificate are to spend two years in both North and South. Recently, alteration was made which gave a school certificate holder a period of one year for Grade II teachers certificate award.

For the completion of the course three principal subjects are centrally examined; they are English Language, Arithmetical Process, Principles and Practice of Education. Other subjects vary. The analysis of these subjects will follow in the curriculum section of chapter six.

In both the North and South, candidates are expected to satisfy the Inspectorate section of the State Ministry of Education during the last year of the course in practical teaching test and physical training. Student teachers normally do

their teaching practice in some schools located in the area of the training institution. Some institutions have special school's attached to them for this purpose as well as for demonstration lessons. The teaching practice is always supervised by the teachers of the institution for grading purposes. In conducting the practical teaching test in the final examination, the work involved is shared between the Inspectorate staff of the Ministry of Education and the Senior Education Officers. Selected principals of Grade II teacher training colleges also assist in the supervision. The duration of the teaching practice varies from one institution to the other.

Candidates are also required to pass an examination set during the last year of the course by the Principals of the teacher training institutions in consultation with the state ministry of education. Such examination is based upon the state or regional subjects and varies from one state to the other. This aspect of varying some academic subjects and practical work from one institution to the other and from one state to the other contributes to the different standards of teacher education among the state. This is one of the problems the centralization of teacher education is about to solve in order to have a uniform curriculum that will insure to some degree, an appropriate number of teachers trained to acceptable

standards for Nigerian schools and for the success of the Universal Primary Education.

Teachers' Certificate Grade I

In this category, certificates are issued to teachers who hold Grade II or Higher Elementary Certificates and have had at least five years of satisfactory teaching experience after obtaining such certificates. In addition to this, the teachers must have completed and reached certain standard in a special academic course approved by the Ministry of Education for the purpose. The teachers have to pass a practical test in teaching the subject in the school in which they are employed. Such special courses are available in rural science training centres. Such as the rural science training centres at Umahia and Asaba in Southern Nigeria. The teachers have to pass at least two of the subjects listed below in Higher School Certificate or the Advanced Level General Certificate of Education. The subjects are: English Literature, pure mathematics, geography, physics, history, chemistry, religious knowledge and biology.¹

¹ Fafunwa, A. Babs, Teacher Education In Nigeria, op.cit page 21.

The Nigerian National Certificate of Education:

In implementing the Ashby¹ recommendation by the Federal Government, the Advanced Teachers' Training Colleges were established in each region in 1962 and the Certificate was first awarded in 1965. Successful students who complete the course have sub-(university) graduate status and teach in the lower secondary schools and teacher training colleges. The entry requirement is the West African School Certificate, teachers' certificate Grade II and its equivalent. The subjects offered for the course of study include Education, with teaching practice; two teaching subjects taken from Mathematics, Physics, History, Geography, English Language and one or two auxiliary subjects which include Art, Music, Home Economics, Agriculture, Audio-Visual Aids and any of the local languages. Each institution has a close relation with the Institute of Education of a University. For example, the Advance teacher training college at Owerri is affiliated to the Institute of Education of the University of Nigeria Nsukka and the Advanced teacher training college at Akoka is affiliated to University of Lagos. Each University provides its Advanced Teacher Training college with a members of its Board of Examiners.

¹ 'The Ashby Commission was appointed in April 1959' to conduct an investigation into Nigeria's needs in the field of postschool certificate and Higher Education' Nduka, O. Western Education and the Nigeria Cultural Background (Ibadan: Oxford University Press, 1964) p.113.

In most of the Nigerian Universities, the Department of Vocational Teacher Education is established to offer a three-year diploma programme leading to the Nigeria Certificate of Education in Industrial Technical Education. The course is designed to prepare teachers for the teaching of industrial subjects at the secondary school level. Entry requirements are based on at least Teachers' Certificate Grade II, the West African School Certificate and the General Certificate of Education (Ordinary Level) with Mathematics or Physics. Grade II teachers' Certificate holders with Mathematics and experience in teaching crafts are also eligible.

Diploma Certificates in Education:

Among these categories of teachers are holders of Associateship Diploma in Education and Diploma Certificate in Adult Education offered in various Universities in Nigeria. Holders of teachers' certificate Grade II with Ordinary Level G.C.E. are eligible for admission.

The most recently established Diploma Course in Education is the Headmasters' Institute in Bendel State which is mainly to up-grade the Headmasters of primary schools. The course is designed to improve efficiency in school administration. Entry requirement is based on long experience in teaching in primary school as a Grade II teacher and with

experience as a headmaster of a primary school. Acceptance is also strongly based upon the recommendation of the Ministry of Education of each state. The course is offered for a period of one year and the subjects studied include mainly school management, Advanced Education courses, English and the teaching of science subjects. On successful completion of the course, candidates are graded as National Certificate of Education equivalent.

The B.A., B.Ed. and B.Sc. in Education:

All the faculties of Education in Nigerian Universities offer professional courses leading to the award of the above degrees as recommended by the Commission on Post-School Certificate and Higher Education.¹ These courses are designed in Nigeria to replace the ordinary Bachelor's degree plus a year diploma in education certificate held by graduate teachers. The course aims at producing teachers, administrators and other professional personnel in the field of education. In the program, it was recommended that 7000 graduate teachers should be produced between 1960 and 1970 as seen in the table below. The commission stated that -

¹ The report of the Commission on Post-School Certificate and Higher Education in Nigeria, (Lagos: The Federal Government Printer, 1960) p.23.

'In order to assist in the preparation of graduate teachers we recommend the introduction of Arts degree in Education, B.A. (ed), in all Nigeria Universities; the degree course would consist of four subjects in the first year, and three in each of the second and third years, with some pedagogical instruction.(1)''

TABLE XI

THE 1970 TARGET FOR GRADUATE AND NON-GRADUATE
GRADE I TEACHERS (2)

Categories	Graduate	Grade I
Teacher Training Colleges	1,750	1,750
Secondary Grammar Schools	3,750	3,750
Technical Institutes	200	200
Teachers of Agriculture	0	250
Sixth Forms	400	0
Grade I Training Programmes	400	0
Supervising Teachers	500	500
Grade I Teachers for Primary Schools	0	11,650
	7,000	18,100

¹ Ibid., p.45.

² Ibid., p.85.

For the entry requirements, a student must possess at least one of the following qualifications:

- (1) General Certificate of education with a pass in five subjects out of which two have been passed at advanced level or a pass in four subjects with three at advanced level. An applicant with four or more subjects at advanced level does not require additional pass at ordinary level.
- (2) The West African School Certificate pass in Division one or two is required to pass an entrance examination conducted by the University.
- (3) The General Certificate of Education at Ordinary Level in six subjects including English Language and Mathematics or an approved science subject.
- (4) Graduates from other Universities recognized by the senate.

The duration of course is three years as seen in the structure below for holders of General Certificate of Education (Advanced Level) and the Higher School Certificate and also for a degree holder. While others undergo a qualifying year.

Figure 4

1st Year:	Art or Science Subject	Arts or Science Subject	Education	Practical Teaching during vacation
2nd Year:	Arts or Science Subject		Arts or Science Subject.	Practical Teaching during vacation
3rd Year:	Arts or Science Subject		Education	Practical Teaching during vacation

1st Year: The student enrolls for two teaching subjects and Education. He spends one month for teaching practice during long vacation.

2nd Year: The students enrolls for two teaching subjects of the first year and again spends one month for teaching practice during long vacation.

3rd Year: The student takes one teaching subject out of those he took in second year. In addition to this Education course is taken in place of a teaching subject. He does his final teaching practice for one month during long vacation.¹

¹ Sasnett, M. and Sepmeyer, I. Education System of Africa. (Los Angeles: University of California Press, 1966) p. 567.

The above description of training courses and programmes shows the need for improvement in the standard of education of teachers at lower levels, and the need to effect some changes in the content of teacher education. As already mentioned eliminating the teachers Grade III Certificate courses was a wise policy of the government because these categories of teachers underwent only a two-year course where they were given inadequate education for the teaching of the primary school children. Their academic knowledge was a little better than the children they taught. For a Nigerian teacher to cope with the rapid changes in the society and in the world at large he has to be well trained for his job. He must be willing to read for more information and seek more knowledge on his own initiative. This is the kind of teacher that Nigeria needs. Such a teacher is adequately trained for at least a period of four to five years before he obtains a Grade II certificate.

The most conspicuous aspect lacking in Grade II teachers' certificate course at the initial stage is the absence of science subjects. Changes are being made to include these subjects in the curriculum now that there is declared aim of the Federal Government to place a high value on science education in the primary schools.

The educational process through which the teachers' certificate Grade I is being obtained should be reviewed by the Federal government. These categories of teachers make their way for the achievement of this status through self determination by reading for advanced level subjects. Such private studies often lead them to neglect their responsibilities as teachers. Now that the Federal government has taken the responsibility for teacher education, institutions of the same level with Headmasters institute in Bendel State should be established in all the states for the supply of these categories of teachers. On successful completion of the course, those who are willing to further their education will be eligible for a University admission. Such a course will also upgrade Grade II Certificate teachers, bolster their morale and maintain their efficiency in the teaching profession.

The provision for a B.A. Education Course in Nigeria meets the recommendation of the Robbins Committee in England which noted that -

"The training colleges of England and Wales and Colleges of Education in Scotland alike feels themselves to be only doubtfully recognized as part of the system of higher education and yet to have attained a standard of work and characteristics ethos that justify their claim to appropriate place in it.(1)

¹ Deut, H.C. The Training of Teachers in England and Wales 1800-1975. (London: Benham Press, 1977). Pp.143-144.

This is quite similar to Nigeria situation where an elementary or Higher Elementary school teacher feels inferior before a graduate teacher. In England, to remedy this, the Robbins Committee recommended that a four year course leading to the award of a 'degree as well as a certificate' be given by the University with which the college was associated. In Nigeria universities specialized studies in two related disciplines is the requirement for the training of teachers in the university faculties or department of education.

In both United States and England, usefulness of such specialization for all teachers irrespective of the class of children they will teach is considered. In Conant recommendation of 1963 to various American States on their educational system, he emphasized the adoption of the Bachelor's degree or its equivalent as the minimum training for teachers of elementary schools as well as secondary school level.¹

¹ Conant, J.B. The Education of American Teachers. (New York: McGraw-Hill Book Company, 1963) Chapters 7 and 8.

APPENDIX II

TEACHER TRAINING EDUCATION: NUMBER OF SCHOOLS:
 NUMBER OF TEACHERS AND PUPILS. 1961-67

Year	No of Schools	Teachers	Pupils
NORTH			
1961	44	342	4,668
1962	52	430	6,320
1963	54	492	7,773
1964	54	504	9,027
1965	55	670	10,936
1966	61	707	12,687
1967	56	727	13,634
EAST			
1961	143	772	11,987
1962	133	766	11,160
1963	145	713	10,685
1964	105	670	9,846
1965	78	596	9,054
1966	75	588	9,093
1967	-	-	-

APPENDIX II (Cont'd)

Year	No. of Schools	Teachers	Pupils
MID-WEST			
1964	21	146	3,114
1965	20	212	4,371
1966	17	193	3,714
1967	12	131	2,055
WEST			
1961	104	787	12,306
1962	97	790	12,954
1963	92	775	12,985
1964	72	511	8,120
1965	37	349	5,529
1966	35	266	3,924
1967	31	266	3,816
LAGOS			
1961	4	37	563
1962	5	71	736
1963	5	72	896
1964	5	79	947
1965	5	98	1,036
1966	5	83	1,075
1967	5	94	990

Source: Federal Ministry of Education. Lagos, 1965 and 1967.

APPENDIX III

TEACHER TRAINING EDUCATION:
CONTROLLING AUTHORITY. 1961-67

Year	Government Schools	Local Authority Schools	Aided Schools	Unaided Schools
		NORTH		
1961	18	-	25	1
1962	22	-	25	1
1963	25	-	28	1
1964	25	-	28	1
1965	25	3	26	1
1966	29	3	27	-
1967	26	3	25	1
		EAST		
1961	4	12	114	13
1962	4	12	117	-
1963	5	11	99	-
1964	4	11	101	-
1965	4	10	64	-
1966	4	7	64	-
1967	-	-	-	-
		MID-WEST		
1964	1	6	14	-
1965	1	6	12	1
1966	1	5	10	1
1967	1	4	7	-

APPENDIX III (Cont'd)

Year	Government Schools	Local Authority Schools	Aided Schools	Unaided Schools
		WEST		
1961	5	28	71	-
1962	5	27	65	-
1863	6	28	58	-
1964	6	22	44	-
1965	6	6	25	-
1966	4	6	25	-
1967	4	6	21	-
		LAGOS		
1961	1	-	3	-
1962	2	-	3	-
1963	2	-	3	-
1964	2	-	3	-
1965	2	-	3	-
1966	2	-	3	-
1967	2	-	3	-

Source: Federal Ministry of Education, Lagos, 1965 and 1967.