EDUCATIONAL PLANNING PROCESS IN NIGERIA SINCE 1960

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A THESIS SUBMITTED TO THE POSTGRADUATE SCHOOL, AHMADU BELLO UNIVERSITY IN PARTIAL FULFILMENT OF THE REQUIREMENTS FOR THE DEGREE OF DOCTOR OF PHILOSOPHY IN EDUCATIONAL PLANNING AND ADMINISTRATION.

DEPARTMENT OF EDUCATION

FACULTY OF EDUCATION

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ZARIA

DECEMBER, 1992

D E C L A R A T I O N

I declare that this thesis is a record of my research work. It has not been presented partially or wholly anywhere in any previous application for a higher degree. All quotations and sources of information have been acknowledged by means of references.

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C E R T I F I C A T I O N

This thesis, entitled "Educational Planning Process in Nigeria since 1960" by R.B. AYANNIYI (MRS), meets the regulations governing the award of the degree of Doctor of Philosophy (Educational Planning and Administration) of Ahmadu Bello University, and is approved for its contribution to knowledge and literary presentation.

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D E D I C A T I O N

To

My husband, Dr. A.B. Ayanniyi, for the unique support and a classic demonstration of love for progress in my academic pursuit throughout the period of my candidature

and

My loving children - OMOLOLA, AYANNIKE and GBENGA for their understanding during countless hours of absence from home. I wish them abundant success in life.

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ROSEMOND 'BISI AYANNIYI (MRS)

A C K N O W L E D G E M E N T

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A B S T R A C T

This study was an investigation into the Education Planning process in Nigeria, focusing on the Planning, Research, and Statistics Department of the Federal Ministry of Education. The instrument for data collection was the questionnaire and the study tested nine hypotheses. The major findings were:

that there was crucial problem of lack ,of adequate and accurate statistical data, which were vital for planning purposes

there was a gap between planners and policy makers in the formulation and implementation of plans;

there were many socio-political and economic constraints affecting educational planning;

there was no in-built evaluation system in the plans to assist in detecting deviations in plans; and

there was low level of public enlightenment and less involvement of relevant interest and pressure groups.

On the basis of these findings, recommendations were made to improve the situation.

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LIST OF ABBREVIATIONS USED IN THE STUDY

ABBREVIATION	MEANING
df	Degree of freedom
F.C.T.	Federal Capital Territory
F.M.E.	Federal Ministry of Education
G.N.P.	Gross National Product
I.I.E.P.	International Instute for Educational Planning
M.B.O.	Management by Objective
M.O.F.	Ministry of Finance
N.A.E.A.P.	Nigerian Association for Educational Administration and Planning
N.C.C.E.	National Commission for Colleges of Education
N.E.R.C.	National Educational Research Council
N.U.C.	National Universities Commission
N.U.T.	Nigerian Union of Teachers
P.E.R.T.	Programme Evaluation Review Technique
P.P.B.S.	Planning Programming Budgeting System
P.R.S.D.	Planning Research and Statistics Department
P.T.A.	Parents Teachers Association

U.N.E.S.C.O.	United Nations Education Scientific and Cultural Organisation
U.P.E.	Universal Primary Education

D E F I N I T I O N OF T E R M S

Planning: Establishing order of priority among different categories of capital investment, respecting the necessary consistency between the efforts made in the different sectors, and on this basis concentrating on those achievements which are desirable.

Pre-Planning: Preliminary steps laying the groundwork for a comprehensive planning process, includes obtaining a commitment from decision makers, creating a climate of receptivity and awareness of the activities which will take place within the community and "Planning to Plan".

Participatory Planning: The involvement in the planning process of all groups and individuals (or representatives) affected by the educational policy.

Comprehensive Planning: A complete planning process, which includes the following components: pre-planning; goal development; needs assessment; problem analysis; generation of alternative solution; selection of alternatives; implementation; and evaluation.

Long Range Planning: Planning which looks beyond the immediate problems of the next five years. The specific length of time considered is arbitrary.

Middle Range Planning: Planning which covers a span of about 2-5 years into the future.

Educational Planner: A person who participates in the application of planning technology to the solution of educational problems and whose job assignment is concerned wholly or in large part with educational planning.

Model: A structure of symbols and operating rules which is used to match a set of relevant points in an existing structure of process.

Constraints: Obstacles or barriers (real world boundaries) that already exist which may jeopardize or deter the successful accomplishment of the mission of its specified performance requirements.

Implement: To carry out: fulfil, especially to provide a definite procedure to ensure fulfilment of a plan.

Budgeting: The process of translating planning and programming decisions into specific projected financial plans for short periods of time usually for one year. A precise statement of the distribution of fiscal resources.

Feedback: The information which describes the functioning of a system and when there are multifunctions such is used as the basis for revision or modification of the system.

Effectiveness: The performance of output received from an approach or programme. It is a qualitative measure which can be used to evaluate the level of performance in relation to some standard set of criteria or end objectives.

C H A P T E R 1

I N T R O D U C T I O N

1.1 Introduction to the Problem

This study investigates educational planning process in Nigeria, highlighting factors affecting it and the problems it faces. An historical examination of the planning of education is also explored. In developing countries today, public education has become the "growth industry". Next to defence, education is the single largest enterprise in most nations' political economy (Fajana 1982). Unlike defence, however, it is an activity that in many ways and at one time or another directly involves every citizen. The society regards education as a means to an end not an end in itself.

Among politicians in African countries today, there is an immense faith in the power of education to transform the society. It is in this context that most African countries, soon after independence, set up various educational programmes with planning units in their ministries of education, to enhance the development of their nations. The level of budgetary allocations to education in African countries is particularly high, often above 30 per cent of the total annual budget. For instance, in Nigeria, 13.5% of the total investment of two billion Naira in the Second National Development Plan (1970-74) was allocated to education while a sum of N2,500 million in

the Third National Development Plan (1975-80) was devoted to education. Hence such an important sector cannot be left out of the national plans without serious dislocation occuring in the planning system. In addition, the vast investment calls for good educational planning for an emerging nation like Nigeria.

In realization of the great importance of planning, UNESCO from its inception had acknowledged the need for educational planning. During the past ten years, it has given the subject increasing attention, promoting its study by organizing a series of regional conferences, bringing together in most cases both Ministers of Education and Economic Development. It was in this connection that Nigeria set up educational planning units at the Federal and State levels.

Under the colonial regime, there were national institutions and, at least on paper, national development plans. According to Clark, as quoted in UNESCO (1969), these early plans were essentially a disjointed set of individual projects, grouped together under departmental headings which reflected the administrative structure of the Colonial Government rather than any co-ordinated sectoral division of the economy. Similarly, the text of the National Development Plan (196268) as cited in UNESCO (1969:262) added that:

> These were not "plans" in the true sense of the word. More accurately they constituted a series of projects which had not been co-ordinated or related to any overall economic targets. Many of the individual schemes proposed no more than an expansion of existing normal departmental activities and in large measure the schemes aimed at building up the social as much as the economic services.

Thus federal activity in any type of planning is a recent phenomenon. With independence, the main apparatus which has been built up was the formulation of the National Development Plan, beginning from 1962-68. The Federal Ministry of Education initially did not carry out national planning of education in Nigeria, neither was it concerned with the planning of educational development in the federal territory of Lagos. It only concerned itself with representing Nigerian education abroad. The role of the Federal Ministry of Education in the planning of Nigerian education has been limited by many factors and especially by the constitutional division of responsibilities for education to the separate regions. Each region planned depending on the situation, and that explained the introduction of the Universal Primary Education (U.P.E.) in the Western and the Eastern regions in the 1950s.

A large amount of money has been voted for education at the various stages of the development plans, but despite all this emphasis, it seems probable that planning itself, whether for economic development or for educational advancement, faced some problems.

According to Adesina (1981), planning of education in Nigeria have had several problems many of which, he contended, are in the areas of improper conceptualization of educational plans, inadequate information systems, pausity of data, politicization of knowledge, policy conflicts between levels of government and agencies within the levels, and lastly the inability of the plan to accomodate the

rapidly changing financial picture of the country.

Similarly, Fafunwa (1987) highlights the problems of U.P.E. as follows: "First, statistics were inadequate, while it was envisaged that some eight million pupils would enrol for the scheme, the figure ballooned to 12 million. The situation was compounded by a shortage of infrastructure and teaching personnel".

All these assertions point to the fact that planning per se is probably confronted with many problems in Nigeria. This study is therefore directed at the problems of educational planning and an investigation of the existing eduational planning systems in an attempt to: identify, describe and analyse the organizational factors affecting planning in Nigeria, and to suggest a set of planning criteria which could assist educational planners at the Federal and State levels to develop more accurate and efficient plans for educational development in the country.

1.2. Statement of the Problem

The opinions of educationists and other policy makers have shown that the educational planning process has not been going on well. This study therefore examined the planning processes of education in Nigeria, determining and identifying the activities, nature of planning, and examining the quality of people involved in it. An examination of the relationship between the planning unit and related bodies is made including the planning units of the States.

The study specifically examined the following elements:

1. The significant factors in determining planning machinery, like personnel and statistics available to planners.
2. The role of the planning unit and the responsibilities given to them.
3. The educational qualification of the personnel involved in planning.
4. The relationship between the national and the State planning units.
5. The relationship between the educational planning unit and other related bodies, such as the Economic Development Unit, Educational Research Council and Ministry of Finance.
6. The existing methods of planning and finally the weaknesses of the present method, if any.

1.3 Research Questions

1. What has been the trend of educational planning in Nigeria since independence?
2. Who are the educational planners?
3. What qualifications do they have?
4. What are the duties and responsibilities of an educational planner?
5. What is the role of state governments in educational planning?
6. How far do the planners at the Federal Ministry liaise with the States or other related bodies such as the Ministry of Finance and the Manpower Board?
7. What are the problems which planning faces in Nigeria?

1.4 Significance of the Study

The findings on the process of educational planning are expected to be of an immense value to the educational system in Nigeria. A study of this nature should help the government to improve their planning procedure, so that educational plans will become more efficient and effective. It would assist in generating knowledge and information to be utilized at Macro levels of planning and also at the state and local levels. This would also be a relevant addition on the subject of educational planning in Nigeria.

In addition, the policy makers would also use such relevant information in designing a procedure to overcome or neutralise the socio-economic and political constraints as they affect educational planning. It would also benefit educational authorities by assisting them to determine the areas of need. Finally, the study, it is hoped, would assist researchers in looking at other aspects of educational planning, for the upliftment of the educational system.

1.5 Basic Assumptions

In this study, it is assumed that:

1. Lack of proper training affects educational plans.
2. Lack of adequate and accurate data affects planning.
3. Socio-economic and political environments of the country affect the educational plans.
4. The quality of the plans affects the entire development of the country.

educational planning have been raised in the researcl questions and some hypotheses stated to find out if there is any relationship between educational planning, the use of some facilities and other related bodies, and groups.

CHAPTER 2

REVIEW OF RELATED LITERATURE

2.1 Introduction

In this study, the review of literature centred on the issue of determining how educational programmes are planned in Nigeria. The review examines the concept of planning, explaining its importance to educational development: the various approaches to planning are discussed and analysed, its relationship with implementation of plans are also examined, the current trend of educational planning in Nigeria, highlighting its process and related issues, and problems in educational planning, are discussed. The purpose of this review is to assist the researcher to gain further insight into the views and opinions of other authors on the issue of planning of education.

2.2 Theoretical Framework

The attainment of independence in most developing countries brought with it new visions as to how to run their own affairs and to generate manpower for the development of their countries. Education was therefore seen as the solver of national development problems . Since the advent of formal education in Nigeria, a substantial amount of money has been invested in education. This trend of investment in education has in the past few decades been one of the largest, compared to other sectors of the national

economy. Obviously, this enormous investment calls for effective planning of the education sector.

Although several efforts have been made at utilizing modern methods of planning education, these have met with major obstacles, such as inadequate and unreliable data and insufficient planning tools. This study therefore focussed on planning obstacles in a bid to identify and describe the conceptualization of planning and the working relationship of the educational planning unit in the Federal Ministry of Education and other relevant bodies such as the Manpower Board, the Economic Planning and the Ministry of Finance. In addition, the relationship with the sampled states of the Federation would also be looked into.

2.3 The Concept of Planning

Planning means many things to many people. Generally, planning entails the identification of goals and objectives of an organization and working out ways and means of achieving them. According to Davidoff and Reinei (1962), Planning is described as: a process for determining appropriate future actions through a process of choices.

Banfield (1959) as cited in Ovwigho (1991), describes planning as the process by which one selects a course of action for the attainment of his ends. Similarly, Gulick (1939) sees planning as: "the working out in broad outline the things that need to be done and the methods for doing them to accomplish the purpose set for the enterprise".

For Kaufman (1972), planning is a projection of what

is to be accomplished to reach valid and valued goals. In addition, Newman (1963) submits that planning entails the process of determining in advance what is to be done, including classification of goals, establishment of policies, mapping out of programmes and defining the specific methods of procedure. The purpose of catloguing the above definitions is to illustrate the diversity of thought addressed to the problem of precisely defining the concept of planning. Ovwigho (1991) also contended that planning is by no means a well developed science discipline, and argued that there has not yet emerged a comprehensive body of knowledge concerning the making and implementation of sets of interdependent sequential and systematically related decisions. Consequently, the student must often study the discrete planning processes of various disciplines such as urban planning, business administration, public administration, and educational administration to device a notion of the general laws which may comprise a general theory of planning.

However, many researchers, notably Dror (1963), Anderson and Bowman (1964), Bereday and Lawney (1967) as quoted by Ovwigho (1991), suggests that planning definitions of more effective utility contains the following elements:

(i) process
(ii) goal achievement
(iii) future orientation
(iv) decision sets (or causes of action).

Viewed critically, one is prone to define planning as an intelligent preparation for action. A good educational programme does not happen, it must be carefull planned and continuously revised to cater for the current needs if it is to be effective.

On the other hand, educational planning is aimed at the development of the whole individual, from nursery to college stage, so that he may contribute to the betterment of the society.

Educational planning is a cohesive force that co-ordinates and directs the many different components of an educational system, and ensures that widely accepted long-term goals such as Universal Primary Education are approached more objectively. It therefore implies a realistic appraisal of the country's financial means, its human resources, and institutional structures and such other factors bearing upon the success of an educational plan.

In addition, educational planning has the difficult task of ensuring that education fits hamoniously into the pattern of change, that it is sufficiently progressive to produce the kind of social and technical leadership and qualified manpower required, while at the same time preserving the continuity and development of a society's cultural identity (Coombs 1970).

Coombs (1970) argued that educational planning must be rational, it must be a system. However, Correa (1969) looked at it in more mathematical parameters that, if we have to plan correctly, we need data. In the case of

Nigeria, it seems Correa's ideas may be difficult to employ and to make plans in the way he advocated. In another dimension, Coombs and Davor (1969) emphasized the need for information. However, what is needed is the quality of information, and this, of course, is in line with the views of Adams (1971).

Similarly, Orubuloye and Oyeneye (1983) contended that educational planning comprises the provision of information on the educational system that is useful for designing and evaluating appropriate policies and programmes relevant to the future development of education in the society.

Such information or data required by educational planners is of two types:

(i) statistics of the educational system such as pupils, teachers, buildings and equipment cost (both recurrent and capital) expenditure.

(ii) supplementary data for the calculation of forecasting and planning co-efficient within the educational system - demographic, economic and social data such as population of school age pupils, enrolment ratios, teacher-pupil ratios, tabulation of occupations by educational characteristics, proportion of the (G.N.P.) devoted to education and financial aid to students.

It is important to note that Orubuloye's ideas are significant to the Nigerian situation because the lack of proper statistics and information, according to Adesina (1981), has contributed to inadequate planning of education in the country.

In addition, Williams (1971) opined that planning of education, as in anything else, consists essentially of deciding in advance what you want to do, and how you are going to do it. While Anderson and Bowman (1967) defined educational planning as the process of preparing a set of decisions for future action, pertaining to education.

This view tends to explain why administrators plan the activities and time allocation of their staff, they plan day-to-day activities of meetings, appointments, and routine functions. Teachers and supervisors, it is observed, plan their classroom activities for the year and for the semester, often increasing lesson plann detailed for the week or even a day.

The Ministries of Education and Schools Boards must plan for budgeting and facility consideration, one or more years in the future. All of these examples represent forms of educational planning. To one degree or another, a large amount of planning activity is already taking place in our educational system.

2.4 Planning Theories

Just as individuals have to decide on what they would like to accomplish with their limited resources, so do nations, but national planning is a more complex affair. This is because many people are involved in the planning process. According to Ozigi and Canham (1979), "The resources are not always certain and often subject to fluctuations, the information required may not easily be available and the coordinating machinery may not work

efficiently". The authors contended that, despite shortcomings, all nations, big and small, developed or developing, try to do some planning with the resources at their disposal, with the ultimate aim of improving the quality of life of their citizens. In support of this, Makulu (1971) explained that the basic strategy of planning is "Sensitivity". Planners must always be sensitive to the needs and opinions of the country and be aware of the means available to implement the plans to be made, so as to ensure that no mystery surrounds the plan.

There are many theoretical ideas of educational planning. Most of these theories are applicable to different situations and environments. Notable among these theories are:

(i) Planning Programming and Budgeting System;

(ii) Performance Evaluation and Review Technique; and

(iii) Management by Objective.

In Nigeria, these theories seem difficult to operate and sometimes they are unworkable because the motivation of the people around do not reflect the use of these theories. This study would explain and analyse these theories to see their relevance or otherwise to the Nigerian educational system and its development, and also their implications for planning.

2.4.1 Planning Programming Budgeting System

It is an integrated system for providing public administrators and legislative bodies with reliable information for analysing the quality and quantity of an

on-going and proposed programme and for making decisions relating to these programmes and their financial support. Costs are analysed in terms of the achievement of objectives. According to Haden and King (1971), the first step in a Planning Programming Budgeting System is listing what the school system expects to do. The objectives must be stated in clear, precise and, as far as possible, measurable terms so that they can be used as bases for evaluating the effectiveness of educational activities. The school then proceeds to explore alternatives, for achieving its objectives, choosing the most promising and feasible approaches to analyse its programme, needs, and allocate resources necessary to carry out learning activities needed to achieve the goals.

According to Ovwigho (1991), the P.P.B.S. involves a cycle of planning that relates to:

(a) the establishment of the objectives or the goals of the institution;

(b) determination of the alternative programmes that could be used to attain these goals;

(c) the determination of the financial cost of each of the programmes;

(d) evaluating the results of the programmes; and

(e) objectives, and devising additional plans of improving the existing programmes so as to attain the revised objectives.

However, the problems of identifying goals in Nigeria are many, very often than not those who are charged with such

responsibilities are torn apart between loyalties to their ethnic groups and their political affiliations. For example, the siting of institutions is a very relevant one. So also the introduction of new programmes into the educational system.

It would be recalled that Nomadic Education gained prominence during the tenure of an Hausa-Fulani man as the Minister for Education. Bearing in mind that the Fulanis (nomads) are not the only disadvantaged ethnic group educationally, such opportunity should be given to the people of the riverine areas too. In addition, it can be seen that the (P.P.B.S.) demands a much more sophisticated environment which Nigeria does not have. Most of the educational institutions lack qualified analysts and adequately trained personnel who could design and implement or operate a successful (P.P.B.S.).

Closely related is the fact that planning in Nigeria is addressed by personalities and where this is so, plans change, depending on the personalities at any point in time. Another good example is the change in the school calendar. Within two years, the school calendar has changed twice. Apart from the above illustrations, the (P.P.B.S.) is seen to be built on the premise that the value of education should eventually be measured in terms of monetary output as a return for financial input. Most educational activities are designed to produce long-term results not measurable in their immediate stages. In support of the Planning Programming Budgeting System, Alicho and Jungherr as in

Musaazi (1991) contended that at the present time of dire economic situation of most African countries, it is important to justify public expenditure on education. However, it is important to bear in mind that success in the application of (P.P.B.S.) as with the old fashioned system in use is to a large measure affected by the availability of reliable and adequate data, and which seems to be the major problem with Nigeria.

Daku (1987) remarked that the bane of educational planning at the local, state and even national level seems to be the absence of adequate and accurate data. This, as contended by the author, affected the popular Universal Free Primary Education which was launched in 1976. It was believed to have failed largely because they were premised on faulty statistics.

The projections for the beginning of the U.P.E., as contained in Taiwo (1980:174) were as follows: Expected total number of pupils in primary one was 2.3 million. Total primary school enrolment in that year 1976 was to be 7.4 million, rising to 14.1 million by 1982. However, by 1977, just one year after the take off of the programme, the following picture, as recorded by Taiwo (1980:174) emerged: The figure of 2.3 million children expected in primary one rose to 3 million, that is an increase of 700,000 additional children which were not budgetted for in the plan.

From the above analysis of the (P.P.B.S.) theory, it is quite evident that the situations and environment of

Nigeria as a developing country would make this theory difficult if not impossible to be used as an approach to educational planning.

2.4.2 Performance Evaluation and Review Technique (P.E.R.T.)

Another theory in planning is the Performance Evaluation and Review Technique. This technique is used in the process of planning and controlling of complex projects and operations on a large scale in order to ensure the shortest possible time between the inception and the completion of the project and also to keep to the bearest minimum any delays and cost. This is a schedulling technique which combines "events" and "activities" systematically into a programme network structure. In educational planning, this theory could be applicable when the planner looks at total programmes of events, because the programmes are the components of one's educational plans.

P.E.R.T is planning conscious. According to Di-Ibor (1991), there are certain characteristics of (P.E.R.T.) which make it relevant to educational planning. Such characteristics are:

(i) it enables plans to be realistic in that;

(ii) it is time conscious, identifying for consideration

- (a) optimistic time which is an estimate of time required where expected conditions prevail
- (b) most likely time: an estimate of what is believed to be absolutely necessary for the job
- (c) pessimistic time: this is an estimate based on the assumption that any logically conceivable

bad luck other than a major disaster will be encountered.

Developing countries, Nigeria inclusive, often rely on the optimistic time because of the support of external aid for most of the educational plans. In addition, the element of "time" which is prominent in this theory is often not considered or fully explored in Nigeria. For example, the 6-3-3-4 system, stipulated in the National Policy of Education (1985, revised), took off at different times in the states of the Federation. The haphazard way in which the new policy took off in different states suggests that "time" series as emphasised in the (P.E.R.T.) cannot be easily explored in the case of planning education in Nigeria.

In another dimension Odiorne (1965) quoted in Musaazi (1991) described the theory of Management by Objective as: process whereby the superior and subordinate managers of an organization jointly identify its common goals, define each individual's major areas of responsibility in terms of results expected of him and use these measures as guides for operating the unit and assessing the contribution of its members".

The point however could be made that the (M.B.O.) can be made to work in Nigeria only if there is a change of attitude to work, and time ethics employed to create seriousness in achieving the goals of the educational system.

2.5 Characteristics of Educational Planning

The essential features of planning in general and of educational planning in particular can be identified as

follows:

Planning is concerned firstly with the future, with development starting with an understanding of the present. It goes on to consider the likely future condition. It embodies the skills of anticipating, influencing and controlling the nature and direction of change.

Secondly, planning deals with the consequence of active intervention, that is, with actions that will change the present into something better in the future, as no organization is free of change, effective planning ensures survival and growth. Planning helps an organization to gain a measure of control and influence over its destiny. In this way, planning is not just forecasting of prediction of the future. It involves taking such policy measures that will direct future development towards more desirable ends.

Thirdly, planning is closely linked not only with policy making but also with making decision. The purpose of planning is fundamentally two fold:

To determine appropriate goals and to prepare for adaptive and innovative changes. That is why planning and policy making are closely related. It is through planning that decisions are translated into systematic programmes of action for implementation. It is thus important to emphasize that the role of the professional planner is not to *make new policies but merely to interpret and to* concretise policies decided by the responsible political authority.

Planning is in fact a joint or corporate function that should involve all the different and sub-units of a ministry. In fact, planning is done most effectively by involving those who are to carry out the plans (Lyon, 1969).

Similarly, McFarland (1979) discussed the issue of the human factor in planning. It seems probable that the success of a plan can be affected by whether or not those who will be expected to participate in its implementation have been sufficiently involved in its preparation. In many cases, the success of a plan will therefore depend in no small measure on how much time and energy is spent on discovering the views and objectives of different groups who are likely to be affected by the plans.

2.6 Types of Planning

Throughout its life an organization goes through stages of planning periods. A planning period can be long or short. However, in any planning, long-term or short-term, emergencies arise as a result of unforeseen changes in time and economic order.

The Long-Term Plan is for a duration exceeding one year. It allows for contingency planning since when planning over one year, there are several uncertain variables that may change the course of a programme or change the entire nature of a programme. The National Development Plan period falls under this heading because the planning is for a period of five years or more. Because of the uncertain nature of the time element and of political, social, and economic stability, fixing a price or costing a programme becomes

rather absurd, for prices soon become prohibitive as a result of inflation. For example, in 1976, when the Universal Primary Education was to take off, the Federal Government allocated a total sum of N500 million for the programme. However, by 1977, just one year after the take off, instead of the N500 million earmarked initially for the project between 1974 and 1977, the Federal Government had actually spent a little over Nl.1 billion on primary education while the scheme was just one year old (Bello as cited in Ukeje et al 1988).

Short-Term Planning in its own case is a plan of action for a period of up to a year. It is considered short because the budget for the plan is within the normal budgetary period of one year. Short-Term plans are actually part of long-term planning. In other words, Long-Term plan can be implemented in sequential order on a short-term basis.

2.7 The History of Educational Planning

Many African nations, Nigeria inclusive, have made giant strides in expanding their educational system. Some of this expansion is at the primary level, in response to the 1961 Addis Ababa conference that set for the continent the target of achieving free and compulsory universal primary education by the year 1980. This trend certainly affected facilities at the secondary and tertiary levels of education and, given the limited financial resources, there was need to plan education so as to be able to cope with the problems which educational explosion has caused.

Although educational planning as such is not entirely a new activity, its current practice is definitely a peculiar feature of the twentieth century, a manifestation of the need for over-all planning to cope with the complex demands of economic, social, political and technological changes.

Although some modest attempts were made in educational planning between the Russian plan and the outbreak of World War II, educational planning as a specialised profession and discipline, with a growing body of theory and literature of its own, is even more recent. At the international level, the (I.I.E.P.) was rounded by UNESCO in Paris in 1963 which acted as stimulus to the establishment of educational planning as an academic discipline in many universities.

Educational planning in Nigeria began nearly two decades before the country's political independence. According to Adesina (1981), the early history of planning commonly dates back to 1942 when the colonial administration in Lagos drew up a ten-year educational plan for consideration by the Colonial Office in London. The proposals were modified and hence emerged the 1944 plan which in effect became Nigeria's educational plan. Soon it was realised that planning for ten years was an unrealistic exercise, because the data upon which the plans were based were changing at a fast rate and it was almost impossible to foresee the requirement of the country over such a long period. Thus planning in the 1940s could be seen as uncoordinated, rather scanty, and did not reflect on the nation's resources development as a whole.

This state of affairs continued even immediately after *independence*. A similar situation was witnessed in other developing countries, particularly in Africa. Kenya, for example, started its planning process of education as far back as the 1930s. In addition, the developing nations since the 1950s and the African countries in particular have given considerable evidence of intentions to use formal planning techniques for development purposes.

Adesina (1981) opined that qualitative goals have not been achieved and that the orders on priority implicit in verbal statements of the plans have been largely inverted *during the process of implementation*. Also *policy makers*, he contended, did not know how to use educational planning. They tended to call on planning units only when faced with a problem for which data was needed. The launching of the Universal Free Primary Education in the Western and Eastern Regions was the most significant educational development in the fifties. This represented the boldest attempts ever in the development of (U.P.E.) as a factor in the building of an enlightened society. The (U.P.E.) scheme became expensive and inefficient to the extent that 70 per cent (7 million) of the regional budget went to U.P.E., despite the poor quality of teaching Akinyemi, as quoted in Adesina et al (1983). Similarly, Ukeje (1966) and Adesina (1977 , also quoted in Akinyemi and Ajayi (1983), both agreed that the U.P.E. programmes in the two regions were improperly planned and hurriedly executed, thus leading to the waste of millions of Naira.

It is also important to note that, although the country's Ten-Year education plan in 1944 was unique in one sense, on the other hand, the plan failed to achieve the stated objectives simply because the goals were vaguely defined and lacked the effective execution of the plan Ikejiani (1964). It seems probable from the above explanations that even if educational planning has been in practice in Nigeria as far back as the 1940s, the planning carried out was not without its flaws.

In the 1950s, the government responded to the education needs of its people by embarking on the approach of linear expansion as a planning strategy. Help was sought from UNESCO experts and series of conferences were held. The result yielded a proposal of certain targets to be achieved by 1980. However, at the time Nigeria embarked on the plan, it was obvious that they were not matured enough to do the kind of education and manpower planning that the nation required. Eventually, few agencies, foundations and UNESCO came to their aid by sending competent advisers to fulfil the mounting demands of Nigeria for help in planning.

2.8 Factors Affecting Educational Planning

To start with, the educational planner in Africa, as elsewhere, has no power over the organization of the national economy, neither is he responsible for establishing broad educational aims and objectives, nor wholly responsible for the actual implementation of objectives once they are set. According to Musaazi (1991), the role of the planner comes in between that of the planner and administrator. His concern is mainly the technical formulation of

educational programmes systematically, according to priority, for implementation, for the realization of national educational objectives. The lack of proper comprehension of the respective roles of the politician, the educational administrator, and the planning technician in the systematic development of education have tended to affect educational planning in many countries. According to Adesina (1981), the constraints on the success of achieving the goals of the educational plans are politicization of knowledge, over-estimation of the resources which would be made available for implementation, under-estimation of the cost of implementing the plan, over-reliance upon and too much optimism about external assistance and dependence on inaccurate statistics for projecting enrolment and cost.

Due to the frequent political crisis during the post-independence years, most educational development plans could not achieve their objectives, the forceful and premature termination of government rendering educational policies and plans half-baked. In addition, Ruscoe (1969) contended that constraints on the success of educational planning arose from two basic factors: lack of clear national educational aims and policies and the failure to distinguish between the political and the technical aspects of educational decisions. Educational aims in many African countries are uncertain, because there is no coherent national philosophy, setting out the goals of society and the role of education in it. This absence of explicit statement of national aims or overall national ethics could

mean that educational planning in reality has come to be based on what is known as social demand approach.

Another area in political constraints is where there is lack of distinction made between the political and technical decisions, but both are in the hands of an individual or a small clique or group. They in turn ensure that many of the top appointments are political in nature even though these positions would require technical competence. Although there are no glaring instances of these in Africa, there are situations that come close to it, especially under military regimes with one-party structures. Where this occurs, then the development of the education system is hindered as many of the most competent and experienced personnel are forced to leave through frustration. Uganda under Idi Amin provided a good illustration.

Such fusion of political and technical decisions affects the educational planner in not only determining his area of competence but also the ways his work is to be used. This is best illustrated in the formulation of school expansion programmes. Under such circumstances, the location and siting of schools is not based on technical grounds but on political patronage. These practices could easily distort and frustrate planning attempts at equity and systematic approach to educational development.

Another constraint in planning is the one of population. Statistics in Nigeria are extremely difficult to obtain, and statistics are clearly very important to any meaningful

planning (Musaazi, 1982). The educational planner in such a situation may not know how many children there will be in each of the years of the planning period. He may also not know the number and kinds of jobs there are presently in the country. Therefore pausity of statistics and unreliability of those available are well known barriers to the educational planner and indeed in planning circles as a whole. Adesina (1981), Orubuloye and Oyeneye (1983), and Daku (1987) all accept the indispensability of adequate statistics for any meaningful planning.

In another perspective, finance could be seen as the most important part of an educational development plan. It should be noted that it is not the projection of a plan, and the output targets, not even its list of educational priorities are the only essential part of planning, but that it is that part which deals with human and fiscal resources showing what will be required to effect the planned expansion and change, and how the government proposes to raise the required money. In line with this view, Arthur (1967) is quoted in Adesina (1981) as saying that: "A plan without a large budget surplus will get nowhere whereas a large budget surplus can work wonders even without a plan".

Going by Nigerian experience, there seem to be two sources of serious financial constraints on the successful implementation of educational plans. According to Adesina (1981), under-estimation of the cost of education programmes and over estimation of anticipated financial resources to fund the programmes, over reliance and over optimism about external assistance. The ten-year educational plan and

administrative departments may suffer from the lack of firmly laid down criteria for recruitment - promotion and competence. The promotions of individuals may not reflect any high standard of competence, but rather largely such factors as ethnic affinity or political loyalty. The result is that the system becomes staffed by lethargic and unimaginative officers who concentrate largely on routines, but do not make any attempt at innovations. They may also become drunk with their new-found authority and power. Therefore, plans which call for the initiation of changes and development are most unwelcome and have little chances of success.

As observed by Spaulding, in Thompson (1981): Educators were hard to find in many educational planning offices. They were often handed a plan and told to implement it. But if planning is to achieve the desired goals and objectives, the planning units require people with the ability to carry out projects development in the educational services so as to realise the goals set by the planners. Thus, trained evaluators, statisticians, and programmers must be posted to such units. Musaazi (1986) supported this view when he argued that the mystique associated with the concept of planning and the degree of specialization associated with its techniques have been such that many educationists have tended to abandon responsibilities and to leave to the planning specialists, statisticians, economists and educational planners the task of gearing the educational system to national needs.

the plan for primary education expansion both reveal that real costs were seriously under-estimated. Furthermore, he contended that the problem of foreign aid is by no means unique to Nigeria because most African countries got their political independence with a new and more serious economic dependence. The one-time Federal Minister of Finance, late Chief Festus Okotie-Eboh, seems to confirm this view when he said: "It is an absolutely inescapable fact that if Nigeria is to move ahead with the speed all of us want to see, capital must be imported from overseas". The Ashby Commission concluded in a similar vein that, for a time, Nigerian education must become an international enterprise. Thus, the educational plan is a stupendous undertaking. It will cost large sums of money and the Nigerian people will have to forego other things they want so that every penny is invested in education. Even this will not be enough. Countries outside Nigeria have to be enlisted to help with men and money. Ruscoe (1969) argued further that educational plans for imnprovement and expansion are normally executed by the administrative division. This requires that the administrative system has the resources and capabilities to undertake the task successfully.

In a number of countries, there was little knowledge amongst administrators about the working of the planning unit and vice versa. This was so because in the 1960s, planning was then a fairly new subject, its characteristics and requirements were constantly quite unfamiliar to many administrators. It seems probable that some educational

administrative departments may suffer from the lack of firmly laid down criteria for recruitment - promotion and competence. The promotions of individuals may not reflect any high standard of competence, but rather largely such factors as ethnic affinity or political loyalty. The result is that the system becomes staffed by lethargic and unimaginative officers who concentrate largely on routines, but do not make any attempt at innovations. They may also become drunk with their new-found authority and power. Therefore, plans which call for the initiation of changes and development are most unwelcome and have little chances of success.

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2.9 Approaches to Educational Planning

Education as well as its policies and objectives are dynamic instruments and must continue to be so if they are to meet and satisfy the aspirations of the people they are meant to serve.

In the 1960s, education was associated with economic gain. However, developing countries, especially those in Africa, soon faced numerous problems in educational planning. For instance, there were imbalances within their educational system (primary, secondary, tertiary) and between regions, that is, between the urban and rural areas. There were also problems of diminishing resources and a rising social demand for education. Thus, in the mid-1970s, the development of educational planning in the developing world began to put emphasis on manpower and social demand approaches to education. There is widespread agreement today that no particular approach to educational planning is the best for all. It is widely agreed also that for nations, particularly those labelled "Third World", one sort of planning or the other is a sine qua non both in educational as well as in other areas of government activities.

The three main approaches to educational planning are termed: the social demand approach, the manpower forcasting approach, and the rate of return analysis approach. The first is the least complicated approach to educational planning. The social demand approach views education as a service that is demanded by the public, just like any

other goods and services. In this context, educational planning can be considered as the process of forecasting demand and providing sufficient places in schools and colleges so as to satisfy the demand. The social demand approach is in a sense the aggregate popular demand for education. This demand for education means that the number of students who will wish to enrol in the various levels and branches of the educational system must be known. Consequently, decisions have to be taken with respect to what is needed in the way of educational personnel and equipment. In societies where specified periods of schooling are compulsory, the main elements of uncertainty are demographic, age, density, and locality. But for the non-compulsory components of the system, it involves in addition a wider variety of uncertainties. Most countries in Africa are not in a position to provide as much education as may be demanded and therefore decision makers must seek to reconcile private demand with public demand.

Since political decisions have to take into account the need to satisfy the demands of the general public, simple projections of the demand for education become important in informing the decision makers of the implication that will follow (Musaazi 1986). The social demand approach, he contended, should show the planner the kind of resources that can be allocated to each level of education as long as certain trends continue and if private demand is to be satisfied. However, it does not show whether there is an alternative optimum allocation of resources. Therefore,

the social demand approach to educational planning tends to ignore the larger national problem of resource allocation, particularly in our developing countries where there is a dire need for an increased rate of economic growth and socio-political development (Musaazi 1982). When this approach is used, especially in developing countries, one can see a number of grave economic consequences. First, these countries have insufficient resources to be shared by other sectors of the economy. Secondly, ,the social demand approach does not pay attention to the character and pattern of manpower needed by the economy and can readily result in the production of too many skilled personnel in one area and not enough in another. Third, the social demand approach is inclined to over stimulate popular demand and to under estimate cost. However, it is important to note that estimates of "social demand" are indispensable for ascertaining whether the society's needs, ascertained on other grounds, can be fulfilled within the existing context of inducement and private cost.

The Manpower Forecasting Approach is the most preferred planning methodology for most countries. When defined in simple terms, the manpower approach emphasises three major specifications: specifications of the composition of manpower needs at some future date, specification of manpower availability and a specification which reconciles the former with the latter. The emphasis in this approach is forecasting and one does not need to be an economist to understand the serious dangers of predicting future events from past trends and present tendencies (Adesina 1981).

Similarly, Musaazi (1986) observed that the manpower approach involves the analysis of the skilled manpower requirements of the economy from which a calculation may be made of the quantities, kinds and levels of education needed to meet these requirements. In other words, there is an integration of educational and economic planning. If, for example, we know that by a particular target year, we are going to require a certain number of people in each of a number of strategic employment categories of the economy, and if we make certain assumptions about the length and kind of education required for each category, we can in theory set about adjusting the educational system to ensure that the people are available when needed. In essence,, therefore, Manpower requirement approach is the attempt to forecast the future demand for educated manpower. It is important to note that forecasts of manpower requirements are conditional forecasts, not accurate prediction of what will actually occur or happen (Musaazi 1982).

Moreover, forecast spells out the implications of an economic plan with respect to some characteristics of the labour force. Also the approach is concerned with manipulating the supply of initial entrants into employment through directing the flows of people into and out of schooling.

The manpower approach to educational planning enables us to determine to what extent the education system of a

country meets the needs of estimated trained personnel required for development. They serve also as a guide in the proper structuring of educational expenditure. In addition, manpower forecasting has been essentially concerned with the qualities of manpower needed and usually not with the cost of production. Where no cost benefit analysis is applied in situations where resources are scarce, it may well be that the heavy investment in education which may be called for may outweigh the economic benefits to be gained. Not only are the costs of education ignored as critical variables in the manpower requirement approach, but so also are the wages and salaries of educated people.

The Cost-Benefit Analysis involves some technicalities and its methodologies are often complex. Most decision makers, particularly those in developing countries, are reluctant to go as far as calculating a rate of return for planning purposes. Yet, it is the developing countries with limited financial resources that can least afford wastage, particularly in educational expenditure. The rate of return or cost-benefit analysis primarily views education as an investment in human resources development and then asks the question: "how do the relative benefits from educational investment compare with returns from other uses of resources?". The cost-benefit analysis is useful to the educational planner in the sense that it provides information about the links between education and the labour market, and about the economic consequence of alternative education policies.

In cost-benefit analysis, therefore, we have to examine

the cost of education to the economy and to the individual. We also have to evaluate education as a form of social as well as private investment (Musaazi (1986).

The major criticism of the cost-benefit analysis approach centres round its non-sensitivity to the non-economic benefit of education. While its biggest asset is that it asks the type of questions that a rational individual asks himself when deciding to spend his money or embarking on any finance-consuming investment. He wants to know the best way to spend his money to achieve maximum result and benefits especially when his desires exceed his means.

The cost-benefit analysis approach ignores the non-economic benefits of education, such as the satisfaction of attending school and the likelihoood of being better equipped to appreciate life. Secondly, it does not take into account the effects of how ability, motivation and family status are correlated with schooling, in spite of the technicalities involved in its mode, a properly developed and monitored cost-benefit approach will not only provide a rational basis upon which educational decisions are made but would also provide educational planners with a solid guidance when drawing up plans.

From the foregoing, it seems probable to say that the mystique associated with planning and the degrees of specialization associated with its techniques have been such that many educationists have been inclined to abdicate responsibilities and to leave to the specialists, including, of course, the educational planning specialists, the task

of gearing the education system to national needs. That explains why, at the fifth Commonwealth education conference, a warning was given by the British delegation that the three approaches should be seen as complimentary and that "planners ignore any one of the three factors only at their peril" (Thompson 1981).

2.10 The National Development Plans and Educational Planning in Nigeria

In most of the national development plans, education is often given some prominence. Education appears significantly because of its contribution to other sectors for the development of the nation. The belief that education improves the stock of human knowledge and skill is as old as formal education, even the economist's concept of education as an investment in human capital had been one of the long traditions. According to Ajayi and Nwuzor (1989) cited in Nwagwu (1989), the independent works of Schultz (1961), and Denison (1964), raised the role which education plays in national development, nearly to an economic axiom. Similarly, the work of Harbison and Myers (1964) on "Strategies of Human Resources Development", found very high correlation between enrolment in secondary and tertiary institutions, and G.N.P. per capita was considered an important index in determining the level of a country's development. In Nigeria, the Ashby Report on education expansion continued in the 1960s, espcially at the secondary and tertiary levels. Abernethy, cited in Ajayi and Nwuzor (1989) made some penetrating and valuable assessment of the effects of the rapid educational expansion on the

development by the middle of the 1960s. Below are the observations of Abernethy: "With regard to political capacity, Abernethy argued that Universal Primary Education and related programmes ... in fact contributed to the decline in southern Nigeria's political capacity in the 1960-65 period" (Abernethy, 1969:234). The author also pointed out the effect of lack of resources to expand secondary education, in proportion to the expansion at the primary level. He remarked that this had "On balance" a disintegrating effect on the country as a whole. As a follow up, the government of Nigeria set up a high-powered commission under the chairmanship of Sir Eric Ashby in 1960. The commission was to investigate into the country's manpower needs in the field of post-secondary and higher education between 1960-1980. The commission's recommendations were on the basis of the submission earlier made by Harbison. For instance, based on the suggestions by Harbison that Nigeria would require 500 professional engineers in a year, the Ashby Commission came out with a hypothesis that at least 5 to 6 technicians would be required for every professional engineer. As a result, the Commission suggested that 2,500 technicians should be produced per annum. It also recommended that, by 1980, at least 7,500 students would have been enrolled in universities. The Federal Government however raised the target from 7,500 to 10,000 by 1976 and stated that at least 75 per cent of the students should be offering courses in the sciences. It is also observable that Ashby projected a population figure of 50

million by 1980, and this has been used as a basis for subsequent planning of manpower in Nigeria.

Ovwigho (1991) however remarked that the enrolment targets set by Harbison and Ashby have for long been over-shot in the country's educational system., particularly in the secondary and tertiary levels of education in Nigeria. Ashby's recommendation led to the establishment of the National Manpower Board in 1962, to ensure that adequate data for manpower planning could be obtained and to review manpower development efforts throughout the country. Thus urshered in the first National Developmentn Plan (1962-68). According to Adesina (1987): Education became more politicised and the general statement presented in the plan on education, pleaded for an education programme designed to increase as rapidly and as economically as possible the high level manpower which is indispensable to accelerated development.

The Second National Development Plan (1970) focused on the reconstruction and reconciliation of the damages caused by the national crisis in 1966. Educationally the plan focussed on the problem of educational gap and the usual question of the middle level educational expansion as well as in the increase in enrolment of university students in the sciences, engineering and technology. This was easily attended to with the establishment of universities, polytechnics and Colleges of Science.

The Third National Development Plan came into existence

between 1975-80. It was the most comprehensive of all, since planning began in Nigeria. In terms of education, its most outstanding features are the Federal commitment to Universal Primary Education for which an amount of N500 million was earmarked during the 1975-80, as capital expenditure. The plan also stipulated the number of years to be spent on primary education. At the secondary level, the plan contains proposals for the expansion of secondary schools and the introduction of Secondary Technical Schools. For the universities, the proposal contained in the plan the establishment of four additional universities and the strengthening of the existing ones. According to Adesina (1981), two major conclusions are derivable from Nigeria's planning experience, because the priorities of plans were largely inverted or manipulated during the process of implementation. The author contended that Nigeria's experience has shown that: "Planning for its own sake is not a miracle drug for the ailments of a nation's educational system". That is to say, although the 6-3-3-4 policy was planned, the implementation aspect has not been adequate.

The Fourth National Development Plan, covering the period 1981-85, has several distinct features. First, this plan marked the beginning of the third decade of Nigeria's existence as an independent state. Secondly, it was the first plan to be formulated by a civilian administration, under a new constitution based on the Presidential system of government. Thirdly, it was the largest in size since planning began, with a projected capital expenditure of about N82 billion.

The fourth plan had a major task of improving standards through increased production of teachers and improvement of learning and teaching conditions. The plan observed that "the massive expansion of education at all levels during the third plan has produced mixed results. While in some cases it helped to solve or relieve some existing problems in other cases it exacerbated them and in fact created new ones" (The Fourth National Development Plan, 255-256).

Critically viewed, one might conclude that one of the main developments in the post-independence period in Africa is the widespread belief by government and people that education is a key factor in the process of economic and social change. Education is seen not only as a means of understanding, controlling and developing the natural environment but also as a tool for the enhancement of life and the enrichment of the human spirit. In order to do this efficiently and effectively, educational planning has to come to be accepted as one of the essential elements of overall comprehensive socio-economic planning. Similarly, the notion of development has come to be bound up with education and with planning since no sound development can occur in the absence of a proper planning system and an equally sound education system. Hence the case for the fundamental reasons are advanced to justify the inclusion of eduation in National Development Planning. These are: the role of education in production; in human resources development and the proportion of national resources devoted to education. The relationship between education and

production as contended by Musaazi (1991) is that education generates knowledge, transmits it, and enables its application to the task of national development.

Similarly, Solow (1959) as quoted in Musaazi (1991) sees technical progress forming as high as 90% in production and he contended that education provides not only knowledge, skills and the incentives needed by a modern productive economy, but also the necessary technology. In addition, education is included in national planning because the educational system of any country is a big industry, involving large numbers of personnel, building programme, and the use of material resources. As a result, in most countries a large proportion of the Gross National Product (G.N.P.) goes on education. The necessary funds are derived from government and private sources as budgetary allocations, fees, community and individual contributions. Hence the need to plan education and the disbursement of such funds, because if it is left out, there might be serious dislocation in the planning system,

2.11 The Planning Process

The planning process is one by which we ask and attempt to answer the questions: Where are we? Where do we want to go? What are some realistic ways of getting there? Which is the best route? What are the risks and likely side effects? When the plan is under way, we still may ask: How far have we come? Are we still on our course? Do we still want to go to the same place? What changes

are required?

All these are crucial questions which need to be examined by the planner. Before the actual work of drawing up an eduation plan begins, the administrative machinery must of course be in operational condition. The point of departure for educational planners must be the past history and the present reality of the country's education and training services and other related factors (UNESCO 1964).

The first step, therefore, will be to survey the educational situations and needs, which calls for well organised statistical services to provide essential and reliable data. Once the extent and nature of the action is known an atmosphere of confidence is created that filters through the country's policy making bodies. Realistic diagnosis of a problem and of the resources available to deal with it usually stimulate action by all concerned. In more than one case, this process has produced additional financial support because it has created an awareness of the urgency and dramatic proportion of the problem.

2.12 Planning Process in Nigeria

In Nigeria, the planning process can be devided into five stages. The first involves the issuing of directives by a high political authority like the National Economic Council. The directives for educational planning come mostly from politicians - the planning policies and goals being directly linked to the ideology and programmes of the ruling political party. 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 resources to be made available to fulfil stated objectives are agreed. In the third stage, approval is given to the plan either by the government or the body designated for that purpose, so that an educational proposal begun at the initiative of the ruling political party is collectively approved by both Government and Opposition, the approval being commonly expressed in legislative action. Once approved, the plans enter the fourth stage, the process of implementation. This is the most crucial stage, one which may or may not accurately reflect the original proposal and during which inversions of the originally stated priorities may occur. It is during this stage that the plan may be plagued with many reverses. Conditions different from those anticipated, because the plan was developed from inaccurate statistics, lack of finances, lack of trained personnel to ensure plan effectiveness. The final stage involves a review of the progress achieved and problems encountered in striving to fulfil the targets of the plan. These leave much to be desired. Government progress reports often fail to note the failure of the plan implementation to achieve target or do they adequately document the proposal considered for re-phasing the implementation of the planned change (Adesina 1981). The survey, according to the (UNESCO) study, should be as comprehensive as possible and cover both qualitative and quantitative aspects as well as

financing and administration.

Once it is completed, the next step is to establish priorities and possible alternative solutions to allow for changing circumstances and resources. Particular attention, it is contended, must be given to costing and financing the human resources potential for education and the country's over-all needs for qualified manpower.

2.13 The Relationship Between Planning and Implementation

In discussions on educational planning, the issue of implementation of plan is too often either mistakenly treated as being synonymous with planning or totally ignored. But planning and implementation are the two sides of a coin. "Theoretically, the development of a plan is a technical process, while the implementation is essentially an administrative process but the dividing lines between the two responsibilities are blurred" (Okeke, 1988:59) cited by Ukeje et al (1988). According to Fadipe J. cited in Ukeje et al (1988), all other government decisions have always been one of the crucial issues that dictate the degree of efficiency and effectiveness of public projects or tasks.

In most cases, beautiful documents have been produced but the problem of implementation has always rendered these more or less useless. For instance, the 1977 National Policy on Education in Nigeria (revised 1985) has been described as a sound policy produced by the Federal Government of Nigeria. It ought to have taken off in 1982 but was not actually implemented in all the states until recently.

The author contended that educational planners should not close their eyes to these issues. Educational decisions and policies should be given special attention because continuous planning without implementation may turn "planning" into an intellectual exercise without any concrete achievement. Implementation, the author further contended, is a crucial issue we should all address ourselves to both in Nigeria and also in other developing countries of Africa.

It is astonishing how little attention has been paid to the connection between planning and implementation. According to Hambleton (1978): Library shelves were weighed down with books about planning and policy making which pay little or no attention to the problems of actually getting things done. Planning practice, he argued, is not better for large amount of energy is spent preparing plans of all kinds with little or no thought given to the complex chains of reciprocal interaction required to implement public policy. There is lip service in planning theory and planning education to the importance of policy execution and review but there is little or no understanding of what this involves. Worse than that, the idea that implementation is a separate activity which happens after plans are formulated still seems to be widely accepted. In Nigeria, even when reasonable plans were drawn, they had to survive the rigours and political temptations during the process of implementation. That is why Adesina (1981) contended that: Implementation is the Achille's heels in Nigeria's educational planning efforts. Education plans are often

confronted with difficulties at the point of formal adoption and it is precisely at this juncture that the weight of public opinion can and should be brought to bear. Public opinion is an intangible but important element that educational planners must take into account, and every effort should be made to awaken public interest and support of the nation's educational goals.

A plan that is to succeed in a democratic society needs to be understood not only by those who will participate directly but also by those who are to benefit from it. Most probably every step of the plan's development should be accompanied by a campaign, explaining its aims so that each sector of the public is identified withthe goals, and recognises its civic responsibility to contribute to the success of the plan.

The educational process, it is contended, does not end the moment the plan is adopted. On the contrary the authors of the plan must closely watch its execution. There should be periodic evaluation of the various phases and parts of the plan for two major reasons: First of all, because planning calls for periodic adjustment to new circumstance and only the day-to-day experiences can establish feasible and realistic solutions. Second, because planning involves a constant search for new and better techniques for subsequent plans that must be drafted in the light of the preceeding plans.

It is perhaps best to conclude by saying what educational planning is not. It is not a miracle drug to

cure all ills of an ailing educational system. UNESCO (1970) argues that: it is not a standardized formular to be imposed on all situations regardless of that vast difference nor is it an exercise in planning for its own sake.

Educational planning is, on the other hand, the application to education itself of what real educators seek to instill in students: a rational scientific approach to problems. Such an approach involves identifying objectives and available resources, examining the implications of alternative courses of action and choosing wisely among them, developing the best means of systematically implementing the choice thus made.

In this perspective, educational planning is much more than the drafting of a blue-print. It is a continuing process.

2.14 Relevance of the Review of Literature

The review of literature for this study has highlited the conceptualization of planning as it relates to education, analysing the relevant theories in planning the methods of approaches that could be employed and the relationship between planning and implementation. This review has assisted the researcher in clarifying the basic problems that have been identified in planning of Education in Nigeria and also to give an insight into possible solutions to such problems.

2.15 Summary

From the review of literature, it is evident that no

single course of information can supply an adequate base for effective planning. There are quite a number of information sources which can be used by policy makers and planners of every kind. First,, the utilization of experience is extremely important and the collection of data on past and present experience is often a useful aspect of planning. This experience does not get transformed automatically into futuristic proposals. Information about past experience or the present consists of statistics, illustrative case histories, and information about how earlier policies worked out.

Experience can, for example, be in the form of demographic statistics, useful to forecast population trends on the basis of current net reproduction rates. Planning cannot be done adequately without experience, yet the experience alone is not going to provide the key to the future. Secondly, research and inventions are important factors in any planning. Finding out about what lies ahead concerns the application of known data and inventions to circumstances in which they have not yet been applied. Models may be used to be tested through a research design or the application of as yet untested knowledge. Without a prior experience based on actual field testing, Planning and administration are always based on a mixture of scientific and normative considerations. Thirdly, planning requires insight and intuition. Management responsibility involves the application of personal judgement to alternative options which were partly derived from experience, research

and inventions. Planners who wish to maximise the validity of their choices need a good feedback system. Insight is the way individual planners make an impact on the total planning process. When planners lack the self-confidence needed to use their personal judgement, they will be handicapped in their planning.

In planning education, such basic data as enrolment by level and sex, rates of progress and annual repetition of course units and aggregate cost, manpower requirement forecasts, building and equipment needs, are essential. Yet, important though these are, they are not by themselves enough. The complete education plan must take into account another group of issues which are the facts of life for an administrator, that is, the pattern of pressure groups, the organizational structure or education, the salary structure, any combination of a host of other complicated features which might force reluctant rejection of a plan unless that plan indicates necessary changes in those features. Planning and Administration cannot be separated. "Educational Planning without Administration is empty, but administration without planning is blind" (UNESCO).

Planning should not be the monopoly of an office. It must permeate the entire administrative and educational process. The isolation of planners has, at times, caused them to attach undue importance to aspects with which they are the most familiar, that is quantitative one, with the result that the arithmetic of plans has too often been equated with the whole of planning. Moreover, the idea

that there is a moment when the plan is complete once for all and its implementation begins is an extremely dangerous one. A finished and unflexible plan is contrary to the very spirit of planning which is adaptation to change.

C H A P T E R 3

RESEARCH DESIGN, METHODS AND PROCEDURES

3.1 Introduction

This chapter discusses the method that was used to gather the data for this study. The population for the study and the process of sample selection has been explained. The method of data analysis is also explained.

3.2 Population and Sample Procedure

The study has its focus on the planning of education in Nigeria with specific reference to the Federal Ministry of Education (F.M.E.) and the Planning Research and Statistics Unit. In addition, the planning unit of some states of the Federation such as Akwa Ibom, Anambra, Bauchi, Gongola, Kaduna, Kano, Kwara, Oyo and Sokoto, as well as the Federal Capital Territory (F.C.T.) Abuja were equally examined. All the key officials in the planning Research and Statistics unit of the Federal Ministry of Education such as the Director and his Assistants were interviewed.

The procedure of Random-Sampling was used to identify the States used for the study. Under this technique, the researcher used the "hat draw" or "fish bowl" method in which names of the states of the Federation and the Federal Capital Territory, Abuja, were placed in a bowl and then shuffled thoroughly until the desired number of states were drawn. This method was found to be useful and had limited chances of bias. Van Dalen et al (1966) state that: "To prevent the investigator from biasing the results by

exercising direct control over the choice of units, some mechanical device is employed to draw the sample the name of all units may be placed in a "fish bowl" or on cards and shuffled thoroughly before the desired number of slips is drawn". This view also found expression in Adetoro (1986) when he explained that the Random-Sampling method allows every member in the population an equal opportunity of being selected. In this way, the sample of the States were selected with each of them having an equal chance of being selected. This ensured adequate and satisfactory representation of the states of the Federation, including the Federal Capital Territory (F.C.T.).

3.3 Instrumentation

To collect data for the study, the researcher used questionnaires.

The questionnaire is a device for gathering answers to questions by using a form which respondents fill by themselves. The questionnaire are structured to facilitate comprehensive data collection. The impersonal nature of a questionnaire ensures some uniformity from one measurement situation to another. In the same way, Dalen (1966) and Seltzir et al (1974) agreed that questionnaires have administrative and psychological advantages of assessing a large number of individuals at minimum cost and the possibility of confidentiality which makes the respondents' responses objective.

In this study, three different questionnaires were designed. They are titled:

(i) Questionnaire for officials of the Planning Research and Statistics Unit of the Federal Ministry of Education

(ii) Questionnaire for State heads of units of Educational Planning

(iii) Guided interview for the Director of Planning Research and Statistics, Federal Ministry of Education.

The first questionnaire (Appendix A) is an instrument with 23 items. The first three items sought information about the sections, ,their designation and the qualification of the officers. The fourth, fifth, sixth, seventh and eigth items on the instrument solicited information on the time of attaining the highest qualification, the inclusion of planning courses in the training, an indication of which variable was most useful, for example, learning on the job and qualification, the period of time when the officers planned was asked for and finally the number of years the respondents have been in the planning unit. Other items on the questionnaire relate to the information on the relevant qualification for planners, the essential facilities needed, the skills and strategy, the duties and responsibilities of an educational planner and the various criteria used in educational planning. Lastly, the items sought information on the relationship between planning and socio-economic and political spheres of the country.

The second set of questionnaire (Appendix B) for state heads of planning units in the Ministries of Education contained fourteen items. The first six items were on the designation of the officials, their qualification, the year of their highest qualification, the period of time they have been in the planning unit, the types of plan they adopt, and the period of time they plan. The remaining items sought information on the relationship between the state planning unit and some related bodies within and outside the state, their relationship with the Federal Ministry of Education (F.M.E.), the degree at which their needs are met, their duties and responsibilities and the effect of their relationship with the Federal Ministry of Education (F.M.E.).

The third questionnaire (Appendix C) had nineteen items. It was designed for the Director of Planning of the Federal Ministry of Education (F.M.E.). The items solicited information about the length of time the director had spent in the unit, his experience, duties and responsibilities, whether he has undergone any training in planning, the period of time they plan, their relationship with States, their evaluation procedures, if any, and his influence on the plans being made.

The questionnaire A and B contained some categorical "Yes" or "No" type of responses as well as close-ended questions. The five Likert scale was commonly used to rank the order of the responses. While the third questionnaire (Appendix C) also had more of the open-ended questions and other isolated specific questions. According to Van Dalen

(1966), isolating specific questions to be answered under open form, tends to "Objectify, intensify, and standardise the observations that respondents make".

The researcher also studied some documents and files to support and validate oral information.

3.4 Validation

The instrument for the study was given to lecturers in Education Department and the Educational Administration and Planning section of the Faculty of Education, Ahmadu Bello University, for their comments. Such useful comments were used to validate the instrument. The improved instrument in form of questionnaires was then used and administered to the officials at both the state and Federal levels.

3.5 Pilot Study

Having reached a decision on the topic for this research, the investigator thought of how best to tackle the problem. The supervisor suggested a visit to the Planning Research and Statistics Department of the Federal Ministry of Education, Lagos. With an introductory letter from the supervisor, the researcher journeyed to Lagos. The Director was a former lecturer in the Faculty of Education. He did render very useful assistance for the take off of the exercise. The researcher did not take undue advantage of that, but still sought audience with the other officials of the planning department. The researcher had earlier planned granting an interview to the Director alone but later realised that the other officials of the Planning

Department could be more relevant to the study since their views and opinions were likely to boost the findings of the research. The researcher then familiarised herself with these officials which made it meaningful to interact with them and their comments helped to frame and reframe some of the items on the questionnaire.

According to Carter and Douglas (1954) cited in Ayanniyi (1988:228), certain types of information can be secured by direct contact with people as for example in the cases of intimate facts of opinions. In addition, Evans (1968:118) writes that "personal contact is likely to produce better results and when possible an interview should be arranged at which the purpose of the research can be explained and questions about it answered". The Director was very pleased with the researcher and he remarked that it was the first time a research was to be conducted in the department since he assumed office in 1988. The Director took keen interest in the research and thus made available useful and relevant information. More importantly the outcome of the pilot study indicated that there was need to separate the questionnaire, one for the Director and the other for the officials of the Planning Research and Statistics Department. The pilot study was not subjected to further analysis because the sample size was rather small.

3.6 Administration

The questionnaires were administered directly by the researcher to the Directors of planning at the State and Federal levels.

3.7 Level of Significance

The hypotheses for this study was tested at 0.05 level of significance. This level is chosen because strict control of lower levels of significance was not needed being a survey research. A stricter level of significance may introduce a type one error and control to the result. The chi-square statistic was used to analyse the data.

3.8 Summary

This investigation is aimed at focusing on the planning of education in Nigeria. In order to collect information to this effect, the questionnaire as an instrument was used. Three major questionnaires were designed, one for the officials of the Planning, Research and Statistics Department in the Federal Ministry of Education. Second was for state heads of planning units in the ten selected states of the Federation, and the third was for the Director of the Planning Unit in the Federal Ministry of Education.

The data so collected was converted to frequencies and percentages. Further analysis was carried out by applying the statistical tool of chi-square (x^2) and probability estimates to test the hypothesis at the 0.05 level of significance. The instruments of data collection were personally administered by the investigator.

C H A P T E R 4

PRESENTATION AND ANALYSIS OF DATA

4.1 Introduction

In this chapter, section i deals with the historical analysis of the trend of educational planning in Nigeria. Section ii deals with the analysis and discussion of data as it relates to the hypotheses.

4.2 SECTION i: Historical analysis of the trend of educational planning in Nigeria

In this section an examination is made of the various efforts that were made in order to establish a planned system of education that was supposed to bring about the achievements of national goals. This part of the chapter traces in a historical perspective the role of educational planning in the development effort of Nigeria since 1960. The major themes analysed include the National development plans, the Ashby Report, the U.P.E. and the National Policy on Education Development in its totality can be defined as a process of improving on the social relation, education production, consumption and well being of people. Thus development is more than growth in national income expressed in terms of the steady rise of G.N.P. per capital. In a similar manner, development is not just the expansion of pupil-enrolment in schools. Development involves the establishment of optimum efficiency of institutions, basic facilities, and essential industries which would make economic growth possible. In addition, the economist's

concept of education as an investment in human capital makes education a vital tool in effecting national development. It is from this perspective that the importance of education has been emphasised throughout Nigeria's national development plans. However, the National development plans, while advocating for development, were practically silent on the need to plan education professionally. The plans talked of increases in enrolments, putting up new schools and teacher taining colleges. In this regard, there has been remarkable expansion, improvement and structural changes in the education system. The Ministries of Planning and Economic Development comprised of mostly economists and all those with planning skills, who stressed the importance for planning. However, this planning was not well conceptualized and coordinated, yet the need was felt.

Efforts at increasing educational opportunities have existed even before independence. These efforts were demonstrated in the Universal Primary Education projects which were introduced by the regional governments of the West and the East. The need for Western education was strongly felt in the Western and Eastern Regions of Nigeria, the educational experiments that were experienced in 1955 and 1957 were enthusiastically carried out by the regional governments concerned. The experiments had appreciable degree of success, however, these regions did not adopt systematic educational planning systems, that could assist in visualising the needs of the future and sustenance of the programmes. The Banjo Commission (1961) which was set

up by the Western Regional Government looked into many issues as they related to the education system, for example, falling standards of education, too large classes and lack of continuity in staffing. In order to address this situation, the Commission's Report recommended gradual elimination of untrained teachers from the school; and the promotion of efficient teachers to the highest professional grade. In addition, the Commission stressed the need to retain the six year Universal Free Primary Education Scheme, by the regional government. Similarly the Eastern Regional Government made efforts at improving the system of education in terms of the traditional course offerings. The Dike Commission (1962) which undertook this improvement work made several recommendations. Both Banjo and Dike's recommendations tended to look at educationn from what was inherited from the colonial government. Effort was not made to examine the content of education from the cultural point of view of Nigerians. Hence while the recommendations sounded good, but they did not adequately address the issue of relevance and a deep reflection on the values of the people.

At independence, manpower needs were considered of greater significance because of the enthusiasm to replace the Europeans as well as to consolidate national development in all sectors of the economy. But this required a planned educational system that would be able to produce the needed manpower for development. This meant a planned curriculum of study, a determination of the kind of education the

country was to receive and an overall estimation of the resource base to match the anticipated developments. These issues seemed not to be given much thought. Consequently, the first educational report designed for independent Nigeria started on a wrong step. This was so because planning was not given much emphasis. The report in question is the Ashby Report.

The Ashby Report

In 1959, a commission headed by Sir Eric Ashby, a Briton, was appointed. Three Nigerians served on the commission: Professor K.O. Dike, Sir Shettima Kashim and Dr. S. D. Onabamiro. In 1960, Sir Eric Ashby produced a report of his commission. "Investment in Education". The commission was appointed by the Federal Government to conduct an investigation into Nigeria's needs in the field of post-secondary School Certificate and Higher Education over the next twenty years (1960-1980). Its terms of reference were later widened to other levels of educational systems. The commission submitted its report on the eve of Nigeria's independence, and although the report was important, some defects in the report were identified by stating that:

> The defects of the Ashby Report serve to pinpoint the difficultires of present-day educational planning. Harbison's manpower projections the basis of Ashby's commission were inaccurate, they were based on poor statistics and an inadequate survey of existing skills: they bore little relation to the subsequent manner and areas of growth of the Nigeria economy: and they were produced before the Nigerian 1962-68 Development Plan, outlined areas where the Federal and regional governments should concentrate their investments ... Though the commission paid lip service to the role of intermediate skills, its recommendations led to the closing down of the best existing institutions - the colleges of arts, science and technology - that

> were producing these skills ... The report was important primarily because it was a symbol of the determination to expand education systematically so as to underwrite social and economic progress (Cowan et al, 1965, quoted in Ayanniyi, 1988).

As expressed in the views above, much of the concern was in the growth of the economy. While the experts advocated increase of schools, the report did not address itself to planning of education rationally. There was no explicit information as to what the education was geared to, who wants the education and how the education will be acquired. In fact there was no directives as to how to plan education. The basic objective of planning in Nigeria has been to accelerate the rate of economic growth and the rate at which the level of living of the population can be raised. This was further reflected in the various development plans that were subsequently introduced.

The first National Development Plan (1962-68) consisted of capital expenditure plans of the government: day to day expenditure for development particularly in the important fields of education. The plan aimed at a growth rate of at least 4 per cent compound per annum, as against 3.9 per cent per annum achieved in the preceding ten years before independence. Among the many objectives and targets of this plan was: to develop as rapidly as possible, opportunities in education and to improve access for all citizens to this opportunity. This included the training of a greatly increased number of doctors, provison of increased number of places for university students, the provision of primary education for a rapidly increasing proportion of children of school age. Viewed critically

one could conclude that this plan was more concerned with numbers, trying to give education to every citizen, they were not interested in the process of planning this type of education.

In the Second National Development Plan of 1970-74, the education sector attracted more emphasis and its priority rating improved to a position second only to transport. Out of the gross public sector investment of about N2.000 billion, education accounted for N77.8 million or 15.5 per cent. Greater attention was paid to the consolidation and improvement in the quality of education at the various levels: to the extent that in some cases these improvements meant the raising of fees as well as merger, and in some cases outright closure of sub-standard institutions. The immediate impact was a reduction in the number of schools and enrolment.

The second National Development Plan, claimed that national planning should be aimed at the transformation of the whole society, for example, it states that it "recognises explicitly the possibilities of using planning as a deliberate weapon of social change, by correcting defects in existing social relations in various spheres of production, distribution and exchange". The National Objectives of the plan were described as being to establish Nigeria firmly as:

i) a united, strong and self-reliant nation;

ii) a great and dynamic society;

iii) a just and egalitarian society;

iv) a land bright and full of opportunities for all citizens and

v) a free and democratic society.

(The Second National Development Plan 1970-74:32).

The government in the second National Development Plan seemed to accept its responsibilities to reduce the educational gap between the different states and between urban and rural areas, and to increase the supply of high and intermediate level personnel. However, while the intentions for education were pronounced one does not see a deliberate effort to plan the educational sector to bring about the achievement of the stated goals. It is true, many schools were built, and increased financial resources were put in education, but there was no systematic planning of all these developments.

The Third National Developmentn Plan (1975-80) was more massive than its predecessors. It seems to have grown enormously during its drafting. It is relevant to point out that the second plan period was extended by a year and the five years of the Third Plan period therefore began in April 1975. The Third Plan period itself was extended by nine months, and the Fourth Plan period was to commence in January, 1981. As a result of the rise in oil prices, the third plan projected total investment of no less than N42 billion. This rise in oil prices had two important implications for educational planning which were reflected in the objectives of the Third National Development Plan, such as:

i) To expand facilities for education aimed at equalising individual access to education throughout the country;

ii) To reform the content of general education to make it more responsive to the socio-economic needs of the country;

iii) To consolidate and develop the nation's system of higher education in response to the economy's manpower needs;

iv) To streamline and strengthen the machinery for educational development in the country;

v) To rationalize the financing of education with a view to making the educational system more adequate and efficient; and

vi) To make an impact in the area of technological education so as to meet the growing needs of the economy.

These objectives have important policy implications for the various levels of education.

In terms of capital investment, the Federal Government dominated primary education during the Third Plan period; as a programme aimed at ensuring that children of school age were given the opportunity of receiving full primary education which is both quantitatively and qualitatively uniform throughout the country.

The move to introduce the Universal Primary Education on a national scale was another landmark during the post-independence era. As earlier pointed out, the concept was not new, one therefore expected that the shortcomings of similar efforts in the 1950s should have been considered and necessary safety valve provided.

The U.P.E. was started on a national scale in 1976, but when announcement was made in 1974 at Sokoto by the then head of state, neither the Federal Ministry of Education nor the State Ministries of Education was confided in. It was a surprise package. The officials had later to set in motion the necessary administrative machinery to gather data from the states. When the data got to the centre, most were rejected because they were considered to have been inflated much more than the projected figures. Hence the approved finance for the take off fell far short of actual requirements. An estimated 2.3 million pupils based on assumption of 100 per cent enrolment was to be enrolled in primary class 1 in 1976-77. With the take off of the U.P.E., sheds and tree shadows became classrooms, frustrating the attempt to national emergence, a reflection of inadequate planning of projects and programmes. The attendant boom in school population led to crisis of everything: classrooms, classroom equipments, teaching materials and above all teachers. Universal education at whatever level, if well planned, can never eliminate quality, if the authentic data, the teachers, and the funds have equally been brought to consideration. The introduction of the U.P.E. in 1976 can be regarded as a bold and dynamic effort poorly planned and executed.

The Federal Government also in the Third National Development Plan, established a plan implementation committee in each state and at the Federal level. As a further aid to the propagation of plan consciousness in every executing agency, planning units were established in every Ministry

and statutory corporation where one does not exist. In addition, the Third National Development Plan also introduced the National Policy on Education in 1977 which became fully implemented in 1982. Several people have made observations that if Nigeria's education system is to meet her national needs it must be planned. To achieve this, the national system of education 6-3-3-4 evolved. The background to this national policy was the curriculum conference of 1969, where the views of experts were sought to erase the dissatisfaction in the education programme. In spite of what was anticipated in the National Development Plans and the Ashby Report, this conference was still set up and the deliberations resulted in the 1977 National Policy on Education. The national objectives enunciated in the Second and Third National Development Plans were still found valid and became part of the education ideology which was defined in the policy on education.

In September 1982, the 6-3-3-4 system was launched. The U.P.E. class one of 1976 proceeded to the secondary school. It became obvious that no preparation had been made along the line of successful implementation. The existing technical schools were still without facilities while the new Junior Secondary Schools have nothing to distinguish them from the Grammar Secondary School. In spite of the role they were to play, it was in realisation of this that the National Education Policy Implementation Task Force, a body whose duty it was to implement the new educational system, was formed. The body was expected to develop monitoring system of the progress of the planned

educational evolution, to ensure that infrastructures are prepared and bottlenecks removed in time to facilitate the implementation of the new policy.

The objectives of the new policy are as follows:

i) The inculcation of national consciousness and national unity;

ii) the inculcation of the right type of values and attitudes for the survival of the individual and the Nigerian society;

iii) the training of the mind in the understanding of the world around; and

iv) the acquisition of appropriate skills, abilities and competence both mental and physical as equipment for the individual to live in and contribute to the development of his society.

All these laudable objectives as stated in the National Policy on Education require some sort of planning and a Planning Unit where these objectives would be adequately coordinated. However, by 1977 when the National Policy was introduced, the Planning Units in Nigeria had very limited scope than what it has now. The National Policy did not address the issue of planning in all its stated objectives. How can the various stages of the 6-3-3-4 system of education be implemented if not planned for?

Nigeria has been allocating every year a significant portion of its national resources to education to help bring about desired changes in the economy and the society at large. But a close examination of the education system reveals that the growth of education has not brought about

those desired changes in economics, social and political developments in Nigeria. There are many reasons for this failure of the educational system to produce the desired results some of which are lack of effective educational planning, and all the infrastructures needed for planning. Planning itself, however, has its problems, even though it increasingly appears as the indispensable instrument for the solution to rational, least costly and most reliable system of education. Nigeria has experienced many problems affecting educational planning. Efforts should be made in tackling these problems, such as the methodology in planning, the provision of adequate statistics and the methods of forecasting manpower needs. All these should be backed up with trained specialist hence the training and retraining of workers who would utilise the machinery for planning, for an effective educational system.

4.3 SECTION II: PRESENTATION AND ANALYSIS OF EACH OF THE HYPOTHESES

In this section, the hypotheses stated in Chapter One of this study are treated separately and analysed. The responses are presented in tables with the statistical values of the hypotheses corresponding to the items. The Chi-Square test is used for the analysis of the data.

Hypothesis one states that: In the opinions of educational planners, qualifications do not significantly affect their performance.

TABLE 4.1: Responses on differences in opinions regarding Planning, Qualification and Learning on the Job

RESPONSES	FREQUENCY	PERCENTAGE
Learning on the job	31	81.6
Qualification	2	5.3
Both	5	13.2
TOTAL	38	100

X^2 = 28.22419 on 18df. P = .0587

KEY:

X^2 = Chi-Square

df = Degree of freedom

P = Probability of value

As can be observed from table 4.1, the calculated (X^2) Chi-Square is 28.22419 while the critical X^2 = 28.869 at df = 18 and at 0.05 significant level. By comparison, critical X^2 is greater than calculated X^2. This means that there is no significant association between the variables of learning on the job, qualification and performance. Hence, the hypothesis is accepted. This is so because the respondents thirtyone out of the total thirty-eight indicated that they learnt on the job. This also explains the reason why an analysis of the staff members indicated very many of them with differing degrees ranging from B.A., B.Ed., B.Sc., M.Sc., and so on. Most of them confirmed that they

had planning courses but not a qualification in planning. But it is important to note that these individuals need some additional training to whatever they would have learnt on the job, as expressed in a UNESCO (1970:189) report which states that:

> Training of the educational staff is important, because they have specific tasks, staffing plans, forecasting of manpower needs, expressed in terms of evaluation, calculation of costs, use of computer, drawing of educational maps, objective evaluation, preparation of survey, organisation of information and consultation and so on. These tasks call for special training of an essentially practical nature.

From the above analysis, it is obvious that learning on the job is not quite adequate. Efforts should be made to train and retain them so that they can effectively cope with the increasingly complex task of planning.

Hypothesis two states that: There is no significant difference in the opinions of educational planners as to the usefulness of statistical data (Statistical data).

TABLE 4.2: Responses on Planning and the Use of Statistical Data

RESPONSES	FREQUENCY	PERCENTAGE
Strongly agree	31	81.6
Agree	7	18.4
TOTAL	38	100

X^2 = 12.65465 on df = 3 P = .0054

From table 4.2, the calculated X^2 is 12.65465 while the critical X^2 is 7.815 at df = 3 and 0.05 significant

level. By comparison, calculated X^2 is greater than critical X^2, hence there is a significant association between planning and the use of statistical data. Thus the hypothesis is rejected. This result tends to stress the relevance of statistics in any meaningful plan. Among the many problems associated with educational planning, statistics is certainly one of the most important. "It has been argued that education statistics are tools which can help us to monitor current developments within the education sector, as well as to understand how this complex sector works in order to be able to plan for the future" (Fredrikson) as quoted in Umaru (1985:81).

In addition, it could be argued that the education sector produces the nation's manpower needs. In order to monitor and evaluate these needs, a substantial amount of statistics is required. Similarly, in planning the education system, data is required to assist in projecting and forecasting the required number of children of school age and determine the drop-out levels. Educational planning provides a basis for analysing the current educational situation and the formulation of national educational policies and programmes for the future educational development of a nation. For the educational planning to achieve these objectives, planners must have at all times comprehensive set of reliable and adequate statistics.

In a nation like Nigeria, the comparative function of statistics cannot be over-emphasized. The statistics shall permit comparisons of educational development. Evaluation of the educational system in terms of availability

of personnel and physical facilities is possible only through the use of accurate and reliable statistics. Similarly, Aghenta cited in Adesina and Ogunsaju (1984) remarked that: "Good plans are made on correct facts, hence in planning education correct data are necessary".

Hypothesis three states that: There is no significant difference in the opinions of educational planners and the use of the computer.

TABLE 4.3: Responses on Planning and the Use of the Computer

RESPONSES	FREQUENCY	PERCENTAGE
Strongly agree	22	57.9
Agree	13	34.2
Undecided	1	2.6
Disagree	2	5.3
TOTAL	38	100

X^2 = 24.72892 on df. P = .0033

The result from table 4.3 indicates that the calculated X^2 is 24.72892 while the critical X^2 value = 16.919 at df = 9, at 0.05 significant level. This means that calculated X^2 is greater than the critical X^2, hence there is a significant association between planning and the use of the computer. The hypothesis is thus rejected. This significant association indicates the relevance of the computer as a planning tool. This, of course, is not surprising. It is obvious that in the last few years, the use of the computer has been strongly stressed, with the

current explosion in education and consequent increase in the demand for education, the enormous enrolment figures need accurate and reliable computer machines to get them calculated, if such figures are to assist planners in future projections and plan implementation.

Similarly, it is becoming more obvious that with the introduction of the semester programme in institutions of higher learning, the computer is a necessary tool to assist in the recording of grades and scores.

Hypothesis four states that: There is no significant difference in opinions of educational planners and the relevance of qualified personnel.

TABLE 4.4: Responses on Educational Planning and Qualified Personnel

RESPONSES	FREQUENCY	PERCENTAGE
Strongly agree	28	73.7
Agree	10	26.3
TOTAL	38	100

X^2 = 6.81879 on 3 df. P = .0779

The calculated X^2 value is 6.81879 while the critical X^2 value is 7.815 at df = 3 and = 0.05 significant level. This hypothesis is accepted because the critical X^2 is greater than the calculated X^2 value of 6.81879. Hence there is no significant relationship between planning and the use of skilled personnel. The above findings could be best explained based on the historical background of the setting up of planning units in most developing

countries. According to UNESCO (1970:191) report which states that:

> Most developing countries started planning their education on a zero level. Foreign experts were called in. adhoc regional seminars were organized under the auspices of UNESCO, QECD, after which the regional centres for planning and administration were founded and finally the (IIEP) which organized courses lasting from two to ten months.

It is obvious now that the regional centres, the (IIEP) and several universities have since begun to move in the direction of training. It is however suggested that more academicians be attracted to the education and research aspect of educational planning, so that educational planning will enjoy full status in higher education and establish itself as a scientific discipline.

Similarly, if skilled personnel in the discipline of educational planning are in the planning units, they will be able to perform the task and duties fully as they are expected.

Hypothesis five states that: There is no significant difference in the opinions of educational planners regarding cooperation with Ministry of Finance.

TABLE 4.5: Responses on the differences in the opinions of educational Planners regarding planning units and Ministry of Finance

RESPONSES	FREQUENCY	PERCENTAGE
Strongly agree	29	52.6
Agree	9	47.4
TOTAL	38	100

X^2 = 4.37429 on 1 df. P = .0365

From table 4.5, the calculated X^2 value is 4.377429 while the critical X^2 = 3.841 at df = 1 and = 0.05 significant level. This means that the calculated X^2 = 4.37429 is greater than the critical X^2 = 3.841. Therefore the hypothesis is rejected and this means that there is a significant association between the planning unit and the Ministry of Finance. This is obvious from the responses of the 29 responses who strongly agreed and the remaining 9 respondents who also agreed. This points to the fact that planning needs to be backed up with a strong financial base if the programmes and policies are not to remain on paper. The Nigerian experience tends to confirm these views. Over the years, the various National Development Plans have allocated huge sums of money to education as evidenced below.

First National Development Plan. Education was allocated 469.79 million or 10.3 per cent of the total planned expenditure. Second National Development Plan. Education rose to 13.5 per cent. Third National Development Plan. Education expenditure got 12 per cent of the total with particular attention paid to the (UPE) in 1976. The Fourth National Development Plan offered 9.3 per cent of the total planned expenditure to education and in 1986, Education got N1.09 billion or 10 per cent of the year's budget of N10.93 billion.

In addition, this relationship with the Ministry of Finance will assist planners in making estimates and costing of projects.

Hypothesis six states that: There is no significant difference in the opinions of educational planners on

cooperation existing between the planning unit and the Ministry of Economic Planning.

TABLE 4.6: Responses on differences in the opinions of educational planners regarding Planning Unit and Ministry of Economic Planning

RESPONSES	FREQUENCY	PERCENTAGE
Strongly agree	21	55.3
Agree	15	39.3
Undecided	2	5.3
TOTAL	38	100

X^2 = 6.80686 on 2 df. P = .0333

Table 4.6 indicates that the calculated X^2 = 6.8068 while the critical X^2 value = 5.991 at df = 2. & = 0.05 significant level. By comparison, the calculated X^2 is greater than the critical X^2. This means that there is a significant association between the Educational Planning unit and the Federal Ministry of Economic Planning. Hence the hypothesis is rejected. This observation is not surprising since it is obvious that most educational plans emanate from economic plans. Such relationship between economics and education has been stressed by Akangbou as cited in Ukeje et al (1988) that:

> A positive relationship exists between the economy and education. This relationship is bi-directional in that the growth of the economy leads to the growth of the educational sector, just as the product of the educational system contributes to the growth of the economy.

In addition, education is seen as a key factor in the process of economic and social changes and if these changes are to materialise, there must be such an association between

educational planning unit and the Ministry of Economic Planning.

Hypothesis seven states that: There is no significant difference in the opinions of educational planners on the cooperation existing between educational planning unit and the Manpower Board.

TABLE 4.7: Responses on the differences in opinions of educational planners regarding the Planning unit and the Manpower Board

RESPONSES	FREQUENCY	PERCENTAGE
Strongly agree	20	52.6
Agree	17	44.7
Disagree	1	2.6
TOTAL	38	100

X^2 = 11.99182. 2 df. P = .0025

From Table 4.7, the calculated X^2 = 11.99182 while the critical X^2 = 5.991 at df = 2 & at 0.05 significant level. By comparision, the calculated values of X^2 = 11.99182 which is greater than the critical X^2. Thus there is a significant association between planning and the Manpower Board. Hence the hypothesis is rejected.

It is important to note that training was often matched to the forecast of manpower needs. The International Labour Organisation (ILO) conducted a work in this field. Their questionnaire indicate that 65 education plans out of the total of 76 were drawn up after an investigation of manpower needs, carried out in most cases for the first time between

1964-1967 (UNESCO, 1970).

The forecasting of manpower needs which the Manpower Board does leads to an awareness of the highest importance of the existing disequilibrium between training and employment possibilities. This the planning unit needs if effective plans are to be generated for the development of the country.

Similarly, the recommendations for the creation of additional universities in the early sixties was a result of the need for more manpower. This led to the expansion of higher education as the basis for university expansion. From two universities in 1960, Nigeria had five by the end of the first plan in 1968 and from six in 1970, universities grew to thirteen in 1976 and twenty-three in 1983. At the moment, Nigeria has well over 30 universities in the country.

The Manpower Board provides investment direction while the education sector provides the manpower needed for meaningful and effective plans.

Hypothesis eight states that: There is no significant difference in the opinions of educational planners regarding the importance of the cultural elements of the people (disadvantaged states, quota system) in educational planning.

TABLE 4.8: Responses on the differences in the opinions of educational planners and understanding cultural values

RESPONSES	FREQUENCY	PERCENTAGE
Strongly agree	5	13.2
Agree	17	44.7
Undecided	8	21.1
Disagree	7	18.4
Strongly disagree	1	2.6
TOTAL	38	100

X^2 = 17.22374 on df = 16. P = .3713

In table 4.8, the calculated X^2 value = 17.22374 while the X^2 critical value = 26.296 at df = 16 & at 0.05 significant level. This means that the critical X^2 is greater than the calculated X^2 value. Hence there is no significant relationship between educational planning unit and the cultural elements of the people. Thus the hypothesis is accepted. Although the finding is not statistically significant, it is important to recognise that the educational sector cannot be considered in isolation from the society that sponsors it. In Nigeria, planning of education seems not to have considered this view. At independence in 1960, Nigeria inherited a colonial educational policy rooted in the westminister educational tradition, thereby making such a system alien to the cultural values and needs of Nigeria.

Similarly, the Banjo Commission (1961) which was set up by the Western Regional Government look into many issues as they related to the education system, for example, falling standards of education, too large classes and lack of continuity in staffing. In order to address this situation, the Commission's Report recommended gradual elimination of untrained teachers from the school; and the promotion of efficient teachers to the highest professional grade. In addition, the commission stressed the need to retain the six year Universal Free Primary Education Scheme, by the regional government. Similarly the Eastern Regional Government made efforts at improving the system of education in terms of the traditional course offerings. The Dike Commission (1962) which under took this improvement work made several recommendations. Both Banjo and Dike's recommendations tended to look at education from what was inherited from the colonial government. Effort was not made to examine the content of education from the cultural point of view of Nigerians. Hence while the recommendations sounded good, they did not adequately address the issue of relevance and a deep reflection on the values of the people.

Hypothesis nine states that: There is no significant difference in the opinions of educational planners regarding the cooperation between the planning unit of the Federal Ministry of Education and the State Planning units.

TABLE 4.9: Responses on the opinions of educational planners regarding the cooperation between Federal Planning Unit and the State Planning Units

RESPONSES	FREQUENCY	PERCENTAGE
Strongly agree	7	70
Agree	2	20
Disagree	1	10
TOTAL	10	100

X^2 = 5.10204 on 4 df. P = 2770 where N = 10

From table 4.9, the total number of respondents were the ten states which were randomly selected. The calculated X^2 value = 5.10204 while the critical X^2 value = 9.488 at df = 4 and 0.05 significant level. By comparison, the critical X^2 is greater than calculated X^2 value. Thus there is no significant relationship between the Federal Planning Units and the States. Hence the hypothesis is accepted. It may well be then that each state carries out its plans and tries as much as possible to make it fit into the national plans. The states are not completely integrated into the Federal Plan, and this confirms the view of the Director that they call on the states when need be.

4.4 Summary

It is interesting to note that educational plans are duly carried out in Nigeria, with objectives and philosophies well stated, ,but evidence from this study suggests that the plans usually witnessed some basic problems which

periodically render such plans seemingly unworkable. This research reveals that the most recurring of such problems are the lack of adequate data and statistics, inadequate planning tools such as computers, lack of strong working relationship with bodies such as the manpower Board and also gross inadequacy of resources. The influence and relevance of these facilities was looked into in this study, and the result indicated that, the lack of accurate and adequate data and statistics hampers to a large extent, the planning and implementation process of educational plans. On the issue of planning tools, the study noted that even where these tools are available, they are not adequate and no enough personnel to handle them.

The researcher also sought information on the relevance or otherwise of some groups of people, the community, the political environment and administrators, and other relevant bodies. The results explained the implications of some political policies on education, such policies like the quota system and "educational disadvantaged states" which tend to have negative implications on the educational system as evidenced in this study. In addition, the study also stressed the fact that in order to achieve the goals and objectives of the education programme and to prevent any possible misplacement of emphasis by either the community, or the school, planning for education has to be a cooperative effort involving various groups of people, such as teachers, administrators and professional bodies. All these groups of people as revealed in the study have to be involved in

the determination of needs, formulation of policies, setting of objectives, provision of financial resources and evaluation of plans.

CHAPTER 5

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.1 Summary

The research was conducted on the planning of education in Nigeria. The study focussed on the Planning, Research and Statistics Department of the Federal Ministry of Education. Such planning units in some selected states of the Federation were also studied.

In order to effectively carry out the study, the researcher designed three types of questionnaires labelled A.B.C. The first questionnaire was for the officials of the planning unit in the Federal Ministry of Education. Of the 43 officials in the unit, 38 responded to the questionnaire. The questionnaire consisted of various items such as the education of the planners, the technical requirements in planning education, the duties and responsibilities of planners and the relationship of the Planning Research and Statistics Department of the Federal Ministry of Education with other related units such as Manpower Board and the Ministry of Finance.

The second questionnaire (Appendix B) was designed for the Heads of the Planning Units (Directors) in the selected states of the Federation. On the whole, ten states were randomly selected including Abuja, the Federal Capital Territory. For these ten, questions were asked on their qualifications, duties and responsibilities, their relationships with other related units, and more importantly,

the Planning Research and Statistics Department of the Federal Ministry of Education. The researcher also designed a questionnaire for the Director of (PRSD) in the Federal Ministry of Education. Some documents and file to support and validate oral information were also used.

5.2 Conclusions

In the light of the findings of this study, the following conclusions were made:

1. There is manpower imbalances experienced in the Nigerian educational system. These are indicative of the lack of adaptation of an educational system to the needs of the Nigerian society, which can be blamed on improper planning or mal-implementation.
2. There is lack of adequate data and statistics. This as observed is very crucial because educational plans can only be functional if they involve sufficient data collection, its classification and analysis.
3. Inadequate sophisticated planning tools such as calculating machines, computers and other materials essential for effective planning.
4. Political instability in the country also disrupts the process of planning and the implementation of educational programmes.
5. Political policies on education such as quota system, stateism, and "educational disadvantaged states" tend to have negative implication on the system of education, as evidenced in the study.

6. Inadequate resources, often renders most education plans to mere paper formulations. This is accompanied with other financial constraints such as over estimation of the cost of projects and their under estimation.
7. There is *no specific planning "model" in operation*. The planners use a combination of social demand, manpower and sometimes cost-benefit approaches.
8. The success of education plans is seen as a cooperative effort in which various groups of people such as teachers, parents, professional bodies, and community members have to be involved.
9. There is no room for plan evaluation in the entire system of educational planning.

5.3 Recommendations

On the basis of the above conclusions, the following *recommendations were made*:

1. Government should intensify more effots on the gathering of statistical data, bearing in mind the indispensability of data for any meaningful planning.
2. Educational planners must be objective, clear and specific about the educational goals and objectives. Planners have to differentiate between short-term and long-term plans and must not rush into plans. for the planners to do the above, the following should be provided:
   a) Planners must be given full authority to generate plans along with the politicians;

b) Tools must be provided (computers, typewriters and other materials);

3. Educational planners should hold regular consultations with policy makers.
4. It is also recommended that the Federal Government should set up a formal machinery to evaluate the pace of progress and detect deviations in plans, for instance, unrealistic targets, inadequate financial provision and improper phasing. Since the practice of rolling plans is adopted, each year's evaluation should indicate revision for the future.
5. The Federal Government should make provision for a "Data Bank" at the state level. Since educational planning deals with people, planners should work with reliable and accurate data and be able to relate educational plans to other national plans, hence the usefulness of the data bank.
6. Educational planners should be skillful in the act of negotiation, persuasion, and selling their plans to the politicians. They should try to influence decision making in educational planning.
7. Government should solicit for input from various key groups of people while making education plans. Such groups of people should include the following: trade unions, professional bodies, parents, community and teachers.
8. Government should mount further research at all levels of the educational system (primary, secondary and tertiary) in educational planning. This will help

to assist in highlighting the problems and finding solutions to them, and suggesting a systematic method for educational planning.

9. Government should intensify efforts on the take off of an Institute for Educational Planning in Nigeria. This Institute will train educational planners in the various methods of carrying out researches in educational planning, collection of data and its utilization, and plan evaluation and implementation.
10. Further research is needed to study the nature and process of planning in the various states of the Federation.

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A P P E N D I X A

QUESTIONNAIRE FOR OFFICIALS OF THE PLANNING, RESEARCH AND STATISTICS UNIT IN THE FEDERAL MINISTRY OF EDUCATION

Please provide the information required or tick (/) in the appropriate boxes.

This questionnaire has been designed to find and gather information about how education is being planned in Nigeria. The researcher will appreciate if you could offer your assistance by completing this questionnaire.

Thank you for the anticipated cooperation.

Yours faithfully,

R. B. Ayanniyi (Mrs.)
Department of Education
Ahmadu Bello University
Zaria.

1. Department/Section/Unit (Please fill in)

_____

_____

_____

2. Designation: _____

3. Qualification:

B.A. (Hons) _____

B.Sc. _____

B.L.S. _____

M.A. _____

M.Ed. _____

M.P.A. _____

M.Sc. _____

Ph.D. _____

Ed.D. _____

4. When was the highest qualification obtained?

(Please tick as appropriate).

1 year ago _____

_____

2 years ago _____

_____

3 years ago _____

_____

4 years ago _____

_____

5 years ago _____

_____

6 years ago _____

_____

7 years ago _____

_____

8 years ago _____

_____

9 years ago _____

_____

5. Did you have courses in planning in the training you underwent for your qualification?

YES _____ NO _____

6. Which do you find most useful:

a) Learning on the job _____

b) Qualaifications _____

c) Both _____

7. What period of time do you plan?

1 year _____

_____

2 years _____

_____

3 years _____

_____

4 years _____

_____

5 years _____

_____

6 years _____

7 years _____

_____

8 years _____

_____

9 years _____

_____

10 years _____

_____

8. For how long have you been in the planning unit?

a) under 5 years _____

_____

b) 5-10 years _____

_____

c) 11-15 years _____

_____

d) 16-20 years _____

_____

e) 20 years and above _____

_____

9. Planning should be essential part of a training programme for an educational planner. (Please tick (/) as appropriate.

Strongly agree _____

Agree _____

Undecided _____

Disagree _____

Strongly disagree _____

10. The most significant qualification for successful educational planners are (is):

    a) Any university degree in social sciences

    b) Any university degree plus teaching qualifications and teaching experience of three years and above.

    c) A degree in Economics

    d) Professional Educator plus training in Education Planning.

    e) General Teacher Education plus deep understanding of the Educational System and bargain with policy makers.

    Strongly agree _____

    Agree _____

    Undecided _____

    Disagree _____

    Strongly disagree _____

11. For meaningful and accurate planning the following facilities are very essential:

    a) Computer

    b) Typewriters

    c) Statistical data

    d) Personnel

    Strongly agree _____

    Agree _____

    Undecided _____

    Disagree _____

    Strongly disagree _____

12. Academic qualifications are not necessarily a guarantee for successful planning except with the following:
Please tick (/) as appropriate.

a) Experience and influence of the planner.

b) Ability to negotiate with policy makers.

c) Understanding of cultural values.

d) Ethics, religious affiliation of the personalities involved in the key educational planning position

e) The degree to which the planners understand and appreciate the political ideology of the country and how it affects educational system.

f) Ability to manage the educational system.

Strongly agree _____

Agree _____

Undecided _____

Disagree _____

Strongly disagree _____

13. The most significant duties and responsibilities of an educational planner are:

a) To state educational objectives

b) To make choices out of various strategies and policies

c) To establish guidelines that will assist technicians in the arithmetical formulation of the plan.

d) To determine the targets to be achieved

e) To work with the administrators harmoniously in the implementation of the plan.

f) To participate with the administrators in evaluating the performance of the plans.

Strongly agree _____

Agree _____

Undecided _____

Disagree _____

Strongly disagree _____

14. The academic background of the planner determines the output of the plan.

Strongly agree _____

Agree _____

Undecided _____

Disagree _____

Strongly disagree _____

15. Good educational planning should be in congruence with the appropriate type of manpower produced in terms of quality and quanity.

a) Quality

Strongly agree _____

Agree _____

Undecided _____

Disagree _____

Strongly disagree _____

b) Quantity

Strongly agree _____

Agree _____

Undecided _____

Disagree _____

Strongly disagree _____

a) Statistical data

b) Finance

c) Personnel (skilled)

d) Inadequate planning tools (e.g. computers)

19. Successful National Educational Planning must establish strong working relationship with the following bodies:

a) Ministry of Finance

b) Ministry of Economic Planning

c) The National Educational Research Council

d) The Primary Education Commission

e) The National Commission for Colleges of Education

f) The National Universities Commission

g) The Manpower Board

Strongly agree _____

Agree _____

Undecided _____

Disagree _____

Strongly disagree _____

20. Does your unit relate with any of these bodies in the process of planning?

YES _____ NO _____ (Please tick)

a) Ministry of Finance _____

_____

b) Ministry of Economic Planning _____

_____

c) The National Education Research Council _____

_____

d) The Primary Education Commission _____

_____

e) The National Commission for Colleges of Education

_____

_____

f) The National Universities Commission _____

_____

g) The Manpower Board _____

_____

21. Effective National plans could be accomplished if the planners liaise with all the states of the Federation taking cognisance of their needs. (Please tick).

a) Strongly agree _____

b) Agree _____

c) Undecided _____

d) Disagree _____

e) Strongly disagree _____

22. Implementation of Educational plans should involve the following groups:

a) Parents

b) Teachers

c) Community leaders

d) Students

e) Principals

Strongly agree _____

Agree _____

Undecided _____

Disagree _____

Strongly disagree _____

22. The following "bodies" are very significant in giving information vital to educational planning.

a) Parents Teachers Association (P.T.A.)

b) Nigerian Union of Teachers (N.U.T.)

c) National Association of Secondary School Principals

d) National Educational Research Council

e) Curriculum Experts

f) Community leaders

g) National Association of Educational Administrators and Planning

h) National Universities Commission

Strongly agree _____

Agree _____

Undecided _____

Disagree _____

Strongly Disagree _____

A P P E N D I X B

QUESTIONNAIRE FOR STATE HEADS OF UNITS OF EDUCATIONAL PLANNING

Please provide the information required or tick (/) in the appropriate boxes.

This questionnaire has been designed to find and gather information about how education is being planned in your state and the relationship if any between your planning unit and the Federal Ministry of Education planning unit. The researcher will appreciate if you could offer your assistance by completing this questionnaire.

Thank you for the anticipated co-operation.

Yours sincerely,

R. B. Ayanniyi
Department of Education
Ahmadu Bello University
Zaria.

1. Designation: _____

2. Qualification: B.A. (Hons) Ed.

B.Sc.

B.Ed.

B.L.S.

M.A.

M.Ed.

M.P.A.

M.Sc.

Dip. Ed.

Ph.D.

3. When was the highest qualification obtained.

1 year ago _____

_____

2 years ago _____

_____

3 years ago _____

_____

4 years ago _____

_____

5 years ago _____

_____

6 years ago _____

_____

7 years ago _____

_____

8 years ago _____

_____

9 years ago _____

_____

10 years ago _____

_____

4. For how long have you been in the planning unit?

Under 5 years _____

_____

5-10 years _____

_____

11-15 years _____

_____

16-20 years _____

_____

20 years and above _____

_____

5. What types of plan do you adopt?

Short term plan _____

_____

Long term plan _____

_____

All of the above _____

_____

6. For what period of time do you plan?

1 year _____

_____

2 years _____

_____

3 years _____

_____

4 years _____

_____

5 years _____

_____

6 years _____

_____

7 years _____

_____

8 years _____

_____

9 years _____

_____

10 years _____

_____

7. Successful State educational planning must establish strong working relationship with the following bodies:

a) Ministry of Finance

b) Ministry of Economic Planning

c) National Primary Education Commission

d) National Educational Research Council

e) National Commission for Colleges of Education

f) National Universities Commission

g) Federal Ministry of Education

Strongly agree _____

Agree _____

Undecided _____

Disagree _____

Strongly disagree _____

8. State educational planning units usually liaise with the Federal Ministry of Education. Please tick (/) appropriately.

a) Very often _____

b) Often _____

c) Rare _____

d) Very rarely _____

9. Are your educational needs as planned by your unit reflected in the National Education plans?

YES _____

NO _____

10. How edequately are your needs as planned by your unit in the state reflected in the National Educational plans?

a) Very adequately _____

b) Inadequately _____

c) Vaguely _____

d) Totally left out _____

11. Your role as a planner involves the following. Please rank in order of importance.

    a) Collection of statistics

    b) Award of contracts

    c) Clarifying state educational objectives

    d) Proper allocation of funds to schools

    e) School mapping

    Very important _____

    Important _____

    Moderately important _____

    Unimportant _____

12. Do you make submissions to the Federal Ministry of Education?

    YES _____

    _____

    NO _____

    _____

13. How often do you make submission of your education plans to the Federal Ministry of Education?

    a) Quarterly _____

    _____

    b) (x) months _____

    _____

    c) Annually _____

    _____

    d) Any other period _____

    _____

14. Your educational planning submissions can bring about changes in the national plans of education.

Strongly agree _____

_____

Agree _____

_____

Disagree _____

_____

Undecided _____

_____

A P P E N D I X C

INTERVIEW GUIDE FOR THE DIRECTOR OF PLANNING, RESEARCH AND STATISTICS DEPARTMENT IN THE FEDERAL MINISTRY OF EDUCATION

1. For how long have you been in the planning sector?

   Please fill in: _____

   _____

   _____

2. Have you worked in any other unit before? (Please tick as appropriate).

   YES _____

   _____

   NO _____

   _____

3. If Yes, where? Please fill in.

   _____

   _____

   _____

4. What duty do you discharge? (Please state briefly).

   _____

   _____

   _____

5. Are you performing the task and duties relevant to your qualification? (Please tick as appropriate).

   YES _____

   _____

   NO _____

   _____

6. If "NO", why? (Please state briefly). _____

_____

_____

_____

7. Have you undergone any course or programme in planning since you assumed duty? (Please tick appropriately).

YES _____

_____

NO _____

_____

8. For what length of time do you plan? (Please state).

_____

_____

_____

9. Do you include the states in your planning activities? (Please tick).

YES _____

_____

NO _____

_____

10. Do you liaise with the states to follow up your plans?

YES _____

_____

NO _____

_____

11. How often do you liaise with the states to follow up your plans? (Please state).

_____

_____

_____

12. Do you evaluate your plans? (Tick as appropriate).

YES _____

_____

NO _____

_____

13. If Yes, how often do you evaluate?

_____

_____

14. Are you satisfied with the way the planning has been evaluated?

YES _____

_____

NO _____

_____

15. If "NO", suggest ways and means of evaluating.

_____

_____

_____

16. Who sets the objectives in planning of education?

_____

_____

17. Are the planners involved in the setting?

_____

18. Can you change the objectives?

_____

_____

19. What influence do you have?

_____

_____

Thank you.

A P P E N D I X D

AN ANALYSIS BY THE RESEARCHER OF THE INTERVIEW GRANTED BY THE DIRECTOR OF PLANNING, RESEARCH AND STATISTICS OF THE FEDERAL MINISTRY OF EDUCATION

A questionnaire was designed for this interview, the questionnaire consisted of nineteen items, which sought information on many relevant issues on planning of education in Nigeria. The process characteristics, duties and responsibilities of the Director and the process of evaluation/implementation was looked into.

In responding to the questions, the respondent indicated that he had been in the planning unit for almost two and half years, that he had worked in an educational institution before this new assignment as Director. The respondent explained that among his many duties and responsibilities, he supervises the Department of Planning, Research and Statistics, he initiates plans, and monitors projects of the Federal Ministry of Education. This of course is quite remarkable, bearing in mind that plans are not actually complete on paper until they are spelt out into workable projects and subsequently implemented.

That the Director performs all the above is quite relevant to the findings of this research. The respondent also indicated that he is partially performing the duties relevant to his qualification. This also needs to be looked into. If plans are to be accomplished, then the needed expertise and personnel should be sought. Thompson (1981) supported this view when he argued that:

If planning is to achieve the desired goals and objectives, the planning units require people with the ability to carry out project development in the educational services, so as to realise the goals set by the planners. Thus trained evaluators, statisticians and programmers must be posted to such units.

In line with this the researcher tried to find out whether the respondent had gone for any training since he assumed office, and the response was positive. This also confirms the relevance of training to acquire the required skill in planning. The study found out that short-term plans were embarked upon., often substituted with the "three years Rolling Plan". Again this is quite relevant, because "Rolling Plans have been seen to eliminate the need for short term planning".

According to Udoh, Akpa and Gang (1990), the rolling plan is operated by extending the plan by one year at a time and revising the targets according to performance and maintenace of a constant plan period into the future, contributes immensely to the quality of the plan.

The respondent also confirmed the inclusion of states in their planning activities but was quick to remark that it depends on what aspect of planning was the focus. This view is consistent with the fact that planning involves a larger scope of the educational system. It involves issues like siting of institutions, mapping out for facilities and structures, and costing of projects. In addition the *respondent reported that the states report to the Federal* Ministry of Education through the Joint Consultative Committee (JCC) and the National Council for Education (NCE) and that there is no formal way of liaising with the states except through these bodies. Remarkably, the respondent

confirmed that they do evaluate their plans and the regularity he contended depended on what aspect of the plan.

The researcher was interested in finding out the respondent's opinion on how plans have been evaluated. The respondent expressed that he was not too satisfied with the way planning was evaluated. He then suggested that a programme of formal evaluation should be built into the system.

As to the question on "who sets the objectives in planning of education?" the respondent affirmed that the Chief Executive/Honourable Minister does that. The respondent also confirmed that the planners are involved in the setting of the plans. The respondent further remarked that planners could change the objectives of the plans if they find convincing reasons to do so. Finally, the respondent explained that the much influence that a planner could have is "advisory" to the government and education authorities.

A P P E N D I X E

PRESENTATION AND ANALYSIS OF THE FIRST QUESTIONNAIRE

In this section, the data related to questions 1-23 in the questionnaire are presented and discussed. There are forty-three (43) respondents to this questionnaire. This number is made up of all the senior officials of the Planning, Research and Statistics Department in the Federal Ministry of Education out of which thirty-eight responses were got.

Table 4.10 gives a breakdown of the qualifications of the respondents.

TABLE 4.10 Qualifications in percentages of the sample

Qualification	Frequency	Percentage
B.A.	3	7.9
B.Sc.	11	28.9
B.Ed.	2	5.3
M.A.	3	7.9
M.Ed.	6	15.8
M.P.A.	3	7.9
M.Sc.	4	10.5
Ph.D.	4	10.5
Ed.D.	1	2.6
No Degree or Diploma	1	2.6
TOTAL	38	100

In table 4.10, it can be seen that thirty-seven out of the total number of thirty-eight respondents have one kind of qualifications or the other. There was only one respondent with no qualification. This situation explains the fact that planning at its initial stage was done by people with little or no training and that it was in recent times that educational planning was accorded its place in most developing countries, including Nigeria.

TABLE 4.11 Years when the Highest Qualification was Obtained

YEARS	FREQUENCY	PERCENTAGE
1 year ago	2	5.3
2 years ago	3	7.9
3 years ago	4	10.5
4 years ago	5	13.2
5 years ago	6	15.8
6 years ago	7	18.4
7 years ago	1	2.6
8 years ago	3	7.9
9 years ago	7	18.4
TOTAL	38	100

From table 4.11, 20 out of the 38 respondents had their highest qualification within the last five years which is (52.7%) of the total population, while the remaining 18 respondents (47,3%) got their highest qualification within the last 6-9 years. The above tended to suggest that planners and planning officers are increasingly becoming aware of the need for relevant training and qualifications to be able to cope with the demands of education planning in Nigeria.

In addition, the findings revealed that not only was the need for higher education embraced, the planners were really interested in planning courses and had such courses

in the training they underwent. Item five on the questionnaire states that: Did you have courses in planning in the training you underwent for your qualification? Twentythree respondents (60.5%) had planning courses in their training, while fifteen respondents (39.5%) did not have such planning courses in their training programmes. This confirmed the views of Adam (1969) that for both practical and theoretical reasons, an actual professional training of educational planning is needed for valuable abilities.

Similarly, Poignant (1982) contended that training plans for skilled and highly skilled personnel should in principle be kept intact, since they are an actual condition for economic growth. The relevance of applying what has been learnt cannot be over emphasized. For this reason, the researcher tried to find out with item six on the questionnaire which states that: "Which do you find most useful?". Thirtyone respondents (81.6%) confirmed that they learnt on the job while two respondents (5.3%) said their qualification was more relevant and the remaining five respondents testify that both learning on the job and qualification were useful.

Equally relevant was the period of time which the planner plans. Twenty-three respondents (60.5%) reported that they plan for 3 years, while ten respondents (26.3%) confirmed that they plan for 5 years and the remaining five respondents reported that they plan for longer years.

By these findings, it is observed that there are some discrepancy as to the length of time when they plan. This suggested that many of the respondents are not familiar with the plan period. In addition, it seems clear that the educational system does not have separate plan periods except those embodied in the development plans.

TABLE 4.12 Length of Time which the Respondents have spent in the Planning Units

YEARS	FREQUENCY	PERCENTAGE
Under 5 years	24	63.2
5-10 years	14	36.8
TOTAL	38	100

From the above table, twenty-four respondents (63.2%) had been in the planning unit between 1-5 years while fourteen respondents (36.8%) were in the unit in the last 5-10 years. By this analysis, the recency of the planning units has been confirmed. Despite the recency in the establishment of planning units in various Ministries of Education, a large majority of the respondents reported that planning is essential in any training programme. Thirtythree respondents (86.8%) agreed to this view while five respondents (13.2%) disagreed.

On the issue of facilities or planning tools and their relevance to planning, the investigator elicited information on such facilities as computers, typewriters, statistical

data, and skilled personnel. It was reported that twenty-one respondents (55.2%) strongly agreed that the computer was an indispensable tool in planning. Fourteen respondents (36.8%) agreed to the same view, while two respondents were undecided (5.2%) and only one respondent (2.6%) disagreed. On the relevance of the typewriter as a planning tool, twentyeight respondents (73,6%) agreed, seven respondents (18.4%) disagreed while three (7.8%) strongly disagreed. The information on statistical data revealed that thirty-three respondents (86.8%) strongly agreed to its relevance, while the remaining five (13.2%) did alsos agree to its use for any meaningful and successful planning.

The fact that all the respondents agreed on the usefulness of statistical data confirmed the view that statistics cannot be overlooked in the planning of education, since information on the number and kinds of jobs available in the country need to be obtained. The number of children that are in the country is also crucial for planning education. For purposes of effective forecasting, statistical data are important because good plans can only be made on correct facts. Similarly, the information on skilled personnel revealed that twenty-eight respondents (73.6%) strongly agreed, while ten respondents (26.2%) also agreed to its relevance in educational planning. This result has bearing with the views of Ovwigho (1991) that planning should be left in the hands of trained and skilled personnel and that more educational planners, statisticians, demographers, and analysts should be trained and involved in the planning processes.

Further more, the perception that planning is not done in a vacuum and that the political, social, and economic environment must be taken into consideration when planning finds expression in the items on the questionnaire which states that: Academic qualifications are not necessarily a guarantee for successful planning except with the following: experience and influence of the planner, ability to negotiate with policy makers, understanding cultural values, ethnic, religious affiliations of the personalities involved in the key educational planning positions, the degree to which the planners understand and appreciate the political ideology of the country and how it affects the educational system. All the above listed items were responded to and the results are explained below.

Twenty-two respondents (57.9%) strongly agreed that the experience and influence of the planner could guarantee successful plans. Thirteen respondents (34.2%) agreed to the same view, one respondent (2.6%) was undecided, while only two respondents (5.3%) disagreed. As to whether a planner should have the ability to negotiate with policy makers, the following were revealed: twenty-two respondents (57.9%) strongly agreed, thirteen respondents (34.2%) agreed, one respondent (2.6%) was undecided and only two respondents (5.3%) disagreed. This revelation tended to support the views of Di-Ibor (1991) that an educational planner should realise that planning the education system is a responsibility put on him/her and which he or she has to show capability on. He or she has to use the means that will assist him or her achieve his or her targets, he or

she has to negotiate, and make advances in order to succeed.

As to whether the planner needs to understand the cultural values of those he plans for,, the following information was got:

TABLE 4.13: Understanding Cultural Values. Responses in percentages

RESPONSES	FREQUENCY	PERCENTAGE
Strongly agreed	8	21.1
Agreed	18	47.4
Undecided	5	13.2
Disagreed	6	15.8
Strongly disagreed	1	2.6
TOTAL	38	100

Furthermore, the reported views on ethics and religion was responded to in the following way. Eight respondents (21.1%) strongly agreed, eighteen respondents (47.4%) agreed, five (13.2%) were undecided, six (15.8%) disagreed, and only one respondent (2.6%) strongly disagreed. In another dimension, the researcher solicited information on the view that the planner need to understand the political ideology of the country and its revelations were quite interesting. Seventeen respondents (44.8%) strongly agreed. Sixteen of them (42.1%) agreed, four respondents (10.5%) were undecided, and only one respondent (2.6%) disagreed with the view.

These findings found expression in the writings of Rowley (1971) who states that: Unless a planner is to be a mere technican executing political decisions, he must react politically to political pressures. He contended that the policies and philosophies of the government must be taken into account.

Lastly, the researcher elicited information on the planners' ability to manage the educational system as an added advantage to qualifications. Eight respondents (21.1%) strongly agreed, eighteen respondents (47.4%) agreed, five respondents (13.2%) were undecided, six respondents (15.8%) reportedly disagreed, and only one respondent (2.6%) strongly disagreed.

The above responses indicated that an educational planner, apart from having the knowledge academically, needs to acquire other skills and strategy that could be employed in the discharge of his responsibilities.

The researcher elicited information on the duties and responsibilities of an educational planner and the following were revealed. On stating educational objectives, twenty-five respondents (65.8%) strongly agreed that the educational planners had to state educational objectives, eleven respondents (28.9%) also agreed, while one respondent was undecided and only one (2.6%) reportedly disagreed. To know whether the educational planner should make choices out of various strategies and policies, the responses were as follows: eighteen respondents (47.4%) strongly agreed, fifteen (39.5%) reportedly agreed, three respondents (7.9%)

were undecided, and two respondents (5.3%) disagreed. The researcher further asked whether the educational planner was to establish guidelines that will assist technicians in the formulation of the plan, it was observed that twelve respondents (31.6%) strongly agreed, twenty-one (55.3%) agreed, while three respondents (7.9%) were undecided and only two respondents (5.3%) disagreed.

Similarly, to determine the targets to be achieved as one of the planners' responsibilities, the respondents reported as follows: twenty-four respondents (63.2%) strongly agreed while fourteen respondents (36.8%) agreed. This tends to suggest that the educational planner cannot but be mindful of the targets to which his goals and objectives will be attached. Since the planner cannot plan in a vaccum, the educational planner should have the ability to work harmoniously with administrators in the implementation of the plans. To this, the respondents reported that fifteen respondents (39.5%) strongly agreed, twenty-one (55.3%) agreed, while one respondent was undecided and only one respondent (2.6%) disagreed.

The above certainly confirmed the view that planning *is a continuous process and that there is no moment when* a plan is completed, before the beginning of its implementation. That probably explains the view by Adesina (1981) that: Implementation is the Achille's heels in Nigeria's educational planning effort.

Finally, the investigator sought to know whether the educational planner was to participate with the administrator in evaluating the performance of the plans. The responses

reveal that eighteen respondents (47.4%) strongly agreed, eighteen others (47.4%) agreed and only two respondents (5.3%) were undecided. It is noteworthy to know that a finished and inflexible plan is contrary to the very spirit of planning which is adaptation to change, and for such changes to take place, plans certainly need to be evaluated so that their performances will be looked into. This explains the highly positive response to the item of evaluation in plans.

To emphasise the relevance of evaluation and hence feedback on plans, a relevant follow-up question was asked on whether the "Academic background of the planner determines the output of the plans". The responses are reported below as illustrated in the table.

TABLE 4.14 Responses on the Academic Background of a Planner and its Relevance to the Otput of the Plan

RESPONSES	FREQUENCY	PERCENTAGE
Strongly agree	18	47.4
Agree	18	47.4
Disagree	2	5.3
TOTAL	38	100

Table 4.14 indicates that the academic background of the planner is highly relevant to his performance. This suggests that the educational planner has to be knowledgeable

in his field and he needs all the skill and strategy of planning to make his plans viable.

The study examined the relevance of manpower production as it relates to the quality and quantity of plans. To this effect, twenty-five respondents (65.8%) strongly agreed, eleven respondents (28.9%) agreed, while two respondents were undecided. This goes to say that if quality plans are made using appropriate strategies and approaches, the issue of over production or under production of required manpower will be a thing of the past.

The present study also identified and examined the various criteria used in educational planning and their implications on the attainment of sound educational development in Nigeria. First to be identified was the item on "Educationally disadvantaged states". The results were as follows:

TABLE 4.15 Educationally Disadvantaged States as Criteria for Planning

RESPONSES	FREQUENCY	PERCENTAGE
Strongly agreed	11	28.9
Agreed	5	13.2
Undecided	2	5.3
Disagree	11	28.9
Strongly disagree	9	23.7
TOTAL	38	100

Eleven respondents (28.9%) strongly agreed that it jeopardises the attainment of sound educational development in Nigeria, five respondents (13.2%) merely agreed, two respondents (5.3%) were undecided and nine respondents (23.7%) strongly disagreed. Similarly, the response to the implication of using quota system in education plans reveals that eleven respondents (28.9%) strongly agreed, nine respondents (23.7%) agree, three of them (7.9%) were undecided, while nine respondents (23.7%) disagreed and six (15.8%) disagreed.

TABLE 4.16 Using Quota System as Criteria in Educational Planning

RESPONSES	FREQUENCY	PERCENTAGE
Strongly agreed	11	28.9
Agreed	9	23.7
Undecided	3	7.9
Disagreed	9	23.7
Strongly disagreed	6	15.8
TOTAL	38	100

The result on table 4.16 tends to confirm the views of Rowley (1971) that the planner needs to be sensitive to the cultural bureaucratic traditions as an essential political resource in planning education. While responding to the effect of "Unity Schools" on educational development, three respondents (7.9%) strongly agreed, seven respondents (18.4%) agreed, two of them (5.3%) were undecided, while fourteen (36.8%) strongly disagreed.

The results seem to suggest that the "Unity Schools" (U.S.) are seen as not having any negative implication on the development of sound education. In the same vein, the improvement of educational standard as a criterion in educational planning reveals the following information: eighteen respondents (47.4%) strongly agree, seven of them (18.4%) reportedly agree, two respondents (5.3%) were undecided, seven respondents (18.4%) disagreed, and the remaining four respondents (10.5%) strongly disagreed.

TABLE 4.17 Improvement of Educational Standard as a criterion for Attainment of Sound Educational Development

RESPONSES	FREQUENCY	PERCENTAGE
Strongly agree	18	47.4
Agree	7	18.4
Undecided	2	5.3
Disagree	7	18.4
Strongly disagree	4	10.5
TOTAL	38	100

The result in table 4.17 is in line with the general consensus of educationists that there is need to raise education standard. As opined by Poignant (1982), it would be absurd to make primary education general if its quality would no longer allow pupils to tackle secondary schooling later. He contended that planners should always ensure that educational standards are kept above a certain minimum.

In addition, the item on "Minimising Waste" was also

treated and the responses were as follows: thirteen respondents (34.2%) strongly agreed, nine of them 23.7%) agreed, five respondents (13.2%) were undecided, seven of them (18.4%) disagreed and the remaining four respondents (10.5%) strongly disagreed.

TABLE 4.18 Minimising Waste as a Criterion in Educational Planning for the Attainment of Sound Educational Development.

RESPONSES	FREQUENCY	PERCENTAGE
Strongly agree	13	34.2
Agree	9	23.7
Undecided	5	13.2
Disagree	7	18.4
Strongly disagree	4	10.5
TOTAL	38	100

The revelation from this report seems to have found expression in the views of Amucheazi (1980) that: We are living in an era when government activities have expanded and the resources for executing them are limited, planning is therefore necessary in order to optimize the available human and material resources for the accomplishment of social objectives. Hence reiterating that waste should be minimized.

To further support this view, he contended that the greatest problem secondary schools have about financing the school programme is wastage. According to him, money available is never carefully used. Indeed, it has been

alleged by many people that out of the money the government votes for running schools, much of it does not get to the schools while the little that gets there is normally wasted by those whose responsibility it is to manage the schools. He therefore concluded that: it is important to plan for school revenue, plan how to use it wisely and work your plan carefully when you are faced with the actual situation. Certainly, the educational planner has to learn how to minimise waste for meaningful plans and successful accomplishment of goals.

It is an accepted view that planning compels educational administrators to visualise the overall programmes of their institutions. Despite this, the present study also attempted to find out whether plans are often disrupted due to the negative attitude of some individuals or groups such as administrators in the Ministry, school principals, teachers, community, and inspectors of education. The participants in this investigation reported that twelve respondents (31.6%) strongly agreed, twenty-three of them (60.5%) agreed, one respondent (2.6%) was undecided, and only two respondents (5.3%) disagreed.

respondents (5.3%) disagreed and only one respondent (2.6%) strongly disagreed. It may well be that such negative attitudes are manifested by the principals and teachers because they were not duely involved in the plan initiation before the plans were developed. This opinion finds expression in the views of Malan (1987) who contended that the objectives of some plans are rendered as dead letters because of insufficient prior consultation with the representative organisations of the different groups concerned, and with those who will ultimately be responsible for effectively implementing the objectives, the teachers in particular.

For the communities, and whether their attitude disrupted education plans, four respondents (10.5%) strongly agreed, thirty-one respondents (18.6%) agreed, while one respondent (2.6%) was undecided and two respondents (5.3%) disagreed.

TABLE 4.20 Responses on Community Influence on Plans

RESPONSES	FREQUENCY	PERCENTAGE
Strongly agree	4	10.5
Agree	31	81.6
Undecided	1	2.6
Disagree	2	5.3
Strongly disagree	-	-
TOTAL	38	100

The report on table 4.20 goes to confirm the perception

that the community is a relevant group in education plans. Neglecting them might have serious consequences on the success of any plan. To affirm this, Adams (1978) acknowledged the fact that: It is important to note that the educational sector cannot be considered in isolation from the society that sponsors it. He contended that most educational outcomes are heavily determined by factors outside the school, such as the community.

Similarly, the information was elicited from the respondents on Inspectors of Education and whether they disrupt plans negatively. Three respondents (7.9%) strongly agreed, twentyone (55.3%) agreed, six respondents (15.8%) were undecided, while seven respondents (18.4%) disagreed and only one respondent (2.6%) strongly disagreed.

Furthermore, the researcher investigated into the problem of facilities and whether absence of such facilities was an obstacle to successful educational planning. Such facilities like statistical data, finance, skilled personnel and planning tools (e.g. computers). The responses were on categorical "YES" or "NO".

TABLE 4.21: Absence of Statistical Data as a Serious Obstacle to Successful Educational Planning

RESPONSES	FREQUENCY	PERCENTAGE
YES	37	97.4
NO	1	2.6
TOTAL	38	100

TABLE 4.22: Responses on Whether the Absence of Finance is an Obstacle to Educational Planning

RESPONSES	FREQUENCY	PCERCENTAGE
YES	37	97.4
NO	1	2.6
TOTAL	38	100

TABLE 4.23: Responses on Whether the Absence of Skilled Personnel is an Obstacle to Educational Planning

RESPONSES	FREQUENCY	PERCENTAGE
YES	37	97.4
NO	1	2.6
TOTAL	38	100

TABLE 4.24: Responses on Whether the Absence of the Computer is an Obstacle to Educational Planning

RESPONSES	FREQUENCY	PERCENTAGE
YES	36	94.7
NO	2	5.3
TOTAL	38	100

The comprehensive report on facilities and whether absence of such is a serious obstacle is not really surprising. The findings confirmed the views of many educators and educational planners that these facilities

are crucial to any planning effort. In the views of Myrdal (1970), he contended that the developing countries urgently needed improved statistics because, according to him, enrolment is over optimistic and not taking cognisance of the length of education. Similarly, Daku (1987) opined that the absence of adequate and accurate data is the bane of educational planning in Nigeria. This view also found expression in the views of Correa (1969) who argued that if we have to plan correctly, we need data. In the same vein, Musaazi (1982). Orubuloye and Oyeneye (1983) and Adesina (1987) similarly argued for the indispensability of adequate statistics for any meaningful planning. Also attesting to the importance of finance in any planning situation, Arthur (1967) quoted in Adesina (1981) states that: A plan without a budget surplus will get nowhere, whereas a large budget surplus can work wonders even without a plan. Finally, Spaulding (1981) reaffirmed that trained evaluators, statisticians and programmers must be posted to planning units to realise the goals set by the planners.

The present study also tried to find out the relationship, if any, between the Planning Research and Statistics Department of the Federal Ministry of Education (F.M.E.) and the following bodies: Ministry of Finance (M.O.F.), Economic Planning (E.C.P.), Primary Education Commission (P.E.C.), National Commission for Colleges of Education (N.C.C.E.), National Universities Commission (N.U.C.) and Manpower Board.

Report on the Ministry of Finance indicated that twenty respondents (52.5%) strongly agreed, while the remaining

eighteen respondents (47.4%) also agreed that strong working relationship must be established with the Finance Ministry for successful National Educational Planning. This further re-emphasized popular opinion that a plan can only be workable if the financial resources to back it up are available. This view also found expression in what Correa (1969) said that Educational Officials must ultimately solicit the help of the financial authorities when they plan.

Quite relevant was the item on the Ministry of Economic Planning. Twenty-one respondents 55.3%) strongly agreed, fifteen of them (39.5%) agreed while only two respondents (5.3% were undecided. This information has bearing with the views of Correa (1969) that nothing can be obtained without economic means and nothing of real value can be obtained with economic means alone. He contended that if education requires economic support, the economy in turn requires educated people. Since the educator is in a position to sell valuable qualified personnel to the economy, economic officials, he affirmed, have had to come to terms with educators. He concluded that discussion are now conducted on a basis of reciprocal interest thus attesting to the fact that strong working relationship must be established with the Ministry of Economic Planning for successful National Educational Planning. However, educational planning in Nigeria is undertaken as a part of the overall national planning. This implies that the planning units in the Ministry of Economic Planning charged with the overall economic development plans of the country.

In a related situation, information was solicited for on the relationship with the National Educational Research Council (NERC). Seventeen respondents (44.7%) strongly agreed, eighteen respondents (47.4%) agreed and only three respondents (7.9%) were undecided. The high level of positive response to this item is an attestation to the fact that research findings are very valuable to the educational planner. In the views of Malan (1987): Each plan serves as an occasion to survey the research literature on education to draw up a "state-of-the-art". In addition, such a report will make use of the most relevant studies to shed light on policy proposals, to identify deficiencies and decide what additional information needs to be compiled. Hence the indispensability of the NERC) to educational planning and the need to establish strong working relationships for successful National Plans.

The responses on the Primary Education Commission were as follows: fourteen respondents (36.8%) strongly agreed, seventeen others (44.7%) agreed, five respondents (13.2%) were undecided while the remaining two (5.3%) disagreed. This information is not really surprising. It further reinforced the fact that planning is not done in a vacuum and therefore those whom the plan is meant for need to be contacted, so that information from them will assist the planner in projecting for the future.

Similarly, the item on National Commission for Colleges of Education was quite revealing. Fourteen respondents (36.8%) strongly agreed, twenty of the respondents (52.6%) agreed and the remaining four respondents (10.5%) were

undecided as to whether strong working relationship should exist between the (NCCE) and the planning unit. This development has some link with the views of William (1979) who contended that: It is therefore imperative that some regular consultative machinery exist between those who make education policy, those who employ and use teachers. Hence the need to establish strong working relationship with such a body.

A possible outcome of all these observations was easily revealed when the investigator solicited information as to whether the planning unit relates to any of these bodies: Ministry of Finance, Ministry of Economic Planning, National Education Research Council, Primary Education Commission, National Council for Colleges of Education, National Universities Commission and the Manpower Board.

For the Ministry of Finance, thirty-five respondents (92.1%) said Yes and only three respondents (7.9%) said No. Of course, this result as it can be observed explains the importance of finance in the execution of plans and it could not have been otherwise if plans are to be made workable. As with the Ministry of Economic Planning, twenty-nine respondents (76.3%) said Yes while nine respondents (23.7%) said No. With the (NERC), thirty-two respondents (84.2%) said Yes, while six respondents (15.8%) said No. For the (PEC), twenty-nine respondents (76.3%) said Yes and nine respondents (23.7%) said No. Report on the (NCCE) indicated that thirty-two respondents (84.2%) said Yes while six of them (15.8%) said No. For the (NUC), thirty-five

respondents (92.1%) said Yes, and three of them (7.9%) said No. Lastly, the Manpower Board recorded thirty-three respondents (86.8%) reporting Yes while five respondents (13.2%) said No.

The study also sought information on the National Universities Commission (NUC) and the responses were as follows: sixteen respondents (42.1%) strongly agreed, nineteen respondents (50.0%) agreed, while the remaining three (7.9%) respondents were undecided. The relevance of this commission and the need to have strong working relationship with it is attested to by the fact that the Federal Government of Nigeria established the (NUC) in 1962 in order to coordinate the university planning programmes centrally. It is important to note that this coordination is what is paramount to the educational planner. So that university programmes will not be duplicated but rather complement one another for national needs.

Lastly, the investigation solicited information on the Manpower Board and its possible working relationship with the Planning Unit. To this effect, twenty respondents (52.6%) strongly agreed, seventeen respondents (44.7%) agreed and only one respondent disagreed. This high percentage of total acceptance of a strong working relationship is so because the Manpower Board is seen as the spring board for meaningful economic development. This observation found expression in the views of Rowley (1971) that, in developing countries, educational plan is a vital part of the national plan for economic development. He further contends that

the economic development for instance cannot be planned without planning for trained manpower from the education system. It is at this point that the manpower board becomes relevant because it is believed that the Board would be in a better position to give vital information that would be relevant in assisting the planner to plan.

TABLE 4.25 Responses on the difference in the opinion of educational planners regarding the Planning Unit and the Undermentioned Bodies

BODIES	YES		NO	
	Frequency	Percentage	Frequency	Percentage
Ministry of Finance	35	92.1	3	3.9
Ministry of Economic Planning	29	76.3	9	23.7
N.E.R.C.	32	84.2	6	15.8
Primary Education Commission	29	76.3	9	23.7
N.C.C.E.	32	84.2	6	15.8
N.U.C.	35	92.1	3	7.9
Manpower Board	33	86.8	5	13.2

The report in table 4.25 confirmed the views of Di-Ibor (1991) that the planners need to forge links with various bodies that will assist them in accomplishing the set targets. Similarly, William (1979) contended that: it must always be remembered however that planning involves liaison, information, and persuasion in quite as full a measure as it requires techniques and expertise.

Closely related was the question on liaising with all states of the Federation for effective national plans. Thirty-two respondents (84.2%) strongly agreed while the remaining six respondents (15.8%) agreed. This is consistent with general opinions that for planning to be effective and be national in outlook, all the states of the Federation should be liaised with, taking cognisance of their needs. Ovwigho (1991) confirmed this that: it is expected that educational planning in the states, should reflect the overall national goals and objectives of education. It is also for this reason that the (F.M.E.) sometimes coordinates the education plans of the states to arrive at National Education Plans.

In most African countries, the generalities of the population are not really involved in the formulation of development programmes. Rather, their cooperation is enlisted at the implementation stage. To this effect, the researcher attempted to find out if implementation of educational plans should involve the following groups: parents, teachers, community leaders, students and principals.

On whether or not parents should be involved in implementation, sixteen respondents (42.1%) strongly agreed, twenty-one respondents (55.3%) agreed, and only one respondent (2.6%) was undecided. The result is consistent with Malan's (1987) views that parents act as an extremely geared-down regulating force because they represent a huge number of voters potentially liable to express discontent or satisfaction. Hence the need to involve them in

are often invited to contribute to the planning process when the time comes to deal with ackward issues, prepare diagnosis and interpret data for use in discussions and proposals.

A P P E N D I X F

RESULTS OF STATE QUESTIONNAIRE

The state questionnaire (Appendix B) was for state heads of planning units in the various Ministries of Education. There were a total of fourteen items on the questionnaire, the responses to these items are reported below.

States and the Designation of the Heads

State	Designation
Abuja	Assistant Director
Akwa-Ibom	Principal Education Officer
Anambra	Chief Statistician
Bauchi	Deputy Director
Gongola	Deputy Director
Kaduna	Assistant Director
Kano	Deputy Director
Kwara	Chief Education Officer
Oyo	Director
Sokoto	Director

This information got indicates that all the states had their own planning units except with the variations in their designations. The result on the qualification of the officers indicated that, out of the ten officers, one (10%) had a M.Ed., two (20%) B.Ed., four (40%) had M.Ed., two (20%) M.Sc. and only one (10%) and N.C.E. As to when the highest qualification was obtained, one respondent (10%)

indicated a year ago, one (10%) was two years ago, one (10%) was three years ago, only one respondent got his qualification five years ago and also in the last six and seven years. It was one respondent respectively, while the remaining five respondents got theirs in the last 9-10 years (50%). This probably explained the recency of these planning units and hence the recency of their highest qualifications.

The researcher wanted to know the time which the officers had spent in their various units. Three respondents (30%) indicated that it was under 5 years, four respondents (40%) spent between 5-10 years while two respondents had spent between 11-15 years and only one respondent (10%) spent between 16-20 years. The respondents also indicated that planning was done for different periods of time. Two respondents (20%) indicated one year, five respondents (50%) said 3 years, while three respondents (30%) indicated 5 years.

Similarly, the information on the types of plan were as follows: one respondent (10%) agreed on short-term plan, another one respondent (10%) confirmed long-term plans, while eight respondents confirmed that both the short and the long-term plans were in use.

The highest (80%) recorded in the use of both types of plan could be observed to have serious implications at any period, whether short or long term. This situation seems similar to what obtains at the Federal level, with discrepancies on the years of planning which are identified as either short or long-term plans.

The respondents indicated that they have with the Federal Ministry of Education at different degrees. One respondent (10%) said it is very often, seven respondents (70%) indicated it is often, two respondents (20%) reported that it is rare. Nine states (90%) confirmed that their needs are reflected in the Federal Educational Plans while only one (10%) indicated (No).

On the role of the planning units, the responses were as follows: 90% of the respondents said they collect statistics and rated that as very important, while one respondent (10%) also confirmed its importance. For the award of contract four respondents (40%) said it is very important, five (50%) moderately important and one (10%) said it was unimportant. All the respondents (100%) affirmed that they clarify objectives and that they also allocated funds to schools, which explains the need to have relationship with the Finance Ministry. Also ten of the respondents (100%) indicated that school mapping was one of their roles.

In addition, all the ten states (100%) confirmed that they make submissions to the Federal Ministry of Education. As to the regularity of such submissions, two respondents (20%) said quarterly, six respondents (60%) said annually, while one respondent said it was every six months and the remaining one reported any other period.

These findings, it is observed, explained the fact that theoretically, the states are supposed to be involved in the plans being made, but the discrepancies in the results got indicate that there seems to be no strong working

relationship with the state planning units as the hypothesis nine in the study indicated.

A P P E N D I X G

AHMADU BELLO UNIVERSITY, ZARIA, NIGERIA

DEPARTMENT OF EDUCATION

5th February, 1990

Prof. M. J. Shuaibu,

Director,

Educational Planning, Development & Statistics,

Federall Ministry of Education,

Victoria Island,

LAGOS.

Dear Professor Shuaibu,

RE: MRS. R. B. AYANNIYI

The bearer of this letter, Mrs. Ayanniyi, is our Ph.D. student in Educational Planning and Administration. She is writing her dissertation on some aspects of Educational Planning in Nigeria.

Please assist her with the information she needs. She will tell you the specific materials she needs.

Thank you very much.

Best wishes

Yours sincerely,

Professor J.C.S. Musaazi.

APPENDIX H

PLANNING, RESEARCH AND STATISTICS DEPARTMENT

