THE EFFECTS OF RECRUITMENT POLICIES OF NORTH CENTRAL STATE GOVERNMENT ON THE RETENTION OF INDIGENOUS TEACHERS IN POST PRIMARY INSTITUTIONS, 1968-71

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DEDICATION

If this thesis be of sufficient merit, it is dedicated to my most respected Dad, Chief Loma Raya Asso for his contribution to my education.

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CHAPTER 1

INTRODUCTION

1.00 Statement of the Problem:

It is common knowledge that many Nigerians do not stay long in the teaching profession, while others prefer to take up other alternative appointments other than teaching when offered such appointment as well as a teaching job. This leads to the Nigerian Educational system lacking in "balance, both in its structure and in its geographical distribution and a tendency for the aspirations of those who plan education to outrun the money and teachers available".[1]

In the North Central State, it has been observed that "there are not enough teachers and a considerable number of teachers have not been fully qualified".[2] This lack of teachers has been attributed to attrition. The rate of attrition among Nigerians from other states serving in North Central State has been found to be 15% annually.[3]

The solution of the problem of retention of teachers in North Central State is important for several reasons. In the first place, continuous dependence on expatriate teachers with different cultural backgrounds to educate Nigerian children is not sound educational policy. Secondly, the employment of expatriate teachers is expensive. Thirdly, the fact that the North Central State Government has increased its responsibilities in the Post-Primary Institutions by taking over all of the post-primary institutions formerly under Voluntary Agencies calls for a diagnosis of some of the problems faced by the government in

1. "Ashby Report", Federal Government Printer, Lagos, Nigeria, 1960, p4.
2. "First Development Plan North Central State", Government Printer, Kaduna, 1970, p85
3. Ozigi, A.O. "Secondary Level Teachers Supply and Demand in North Central State of Nigeria", Zaria. 1972, p.14.

the administration of its institutions and how the problems can be avoided in the present situation when more schools are under their control. Fourthly, with this increased responsibility on the state's Ministry of Education, there is a need to grasp the root cause of resignations of Nigerianteachers from government service in order to cope more competently with the new administrative tasks accompanying the transfer of schools and the proposed expansion of Post Primary Institutions as stated in the 4-year Development Plan of the State as well as in preparation for the forthcoming Universal Primary Education. Fifthly, the study is important because the improvement of policies of recruitment in the interest of Nigerians working in their own country is more likely to help recruit and retain more devoted indigenous teachers than to depend on temporary but expensive expatriate teachers.

1.01 The Purpose of this Study:

The purpose of this investigation is to study the following questions:

1) What are the recruitment policies for teachers, and how far do these policies contribute to the attrition of teachers?

2) Are the causes of teachers' attrition found solely in the recruitment policies or are there some other factors that make teaching unattractive to Nigerians? What is the nature of the causes of teachers' attrition?

3) Are the causes of teachers' attrition political, administrative, economic or social?

4) What categories of teachers teach in North Central State government post-primary institutions and how do the policies of recruitment of each category affect the retention of teachers in that category?

The anwers to these questions may help the investigator offer some useful suggestions for the improvement of the policies (through the modification or revision of some aspects of the policies) that are responsible for the attrition of teachers. The findings and suggestions may be of use to other states of the Federation of Nigeria likely to have similar problems. The results of this study, it is hoped, would also add to the understanding of general administrative problems related to the retention of teachers.

1.02 The Scope of the Study:

The study is concerned with indigenous teachers or teachers of Nigerian nationality who take up teaching appointment with the North Central State Government for some time and leave for various reasons. The investigation, therefore does not consider the non-Nigerian or expatriate teachers who come to work for a brief period of time and go back to their different countries at the expiration of their contracts. In this report also, the term indigenous teachers refers to all Nigerians. Teachers born of North Central State are referred to as teachers of North Central State origin.

The investigation is also concerned with only government post-primary institutions. These post-primary institutions had been under direct administration of the North Central State Ministry of Education

since the creation of states in 1967. The study will be confined to the period between 1968 to 1971 for the following reasons:

a) because the creation of states necessitated the reorganization of the administration from the regional pattern to the newly established state system.

b) the creation of states was followed by the deployment of personnel to their states of origin, and this was followed by a period of disorganization when the records of teachers' resignations and for employment in 1967 could not be kept or made available. The investigation therefore does not only eliminate the first seven months after the creation of states, but also the numerous non-government or voluntary agencies (private or mission schools) institutions administered by at least four different agencies with entirely different recruitment policies.

1.03 Definition and Explanation of Terms:

For the purpose of this research, the working definition of terms used are as given below:

a) Permanent and Pensionable Appointment:

It is an appointment which imposes a 3-year probation period after which an officer may be confirmed.

b) Contract Appointment:

It is an appointment by agreement which does not provide for the payment of pension at the termination (mutual or enforced) of the contract.

c) Daily Rated or Temporary Appointment:
It is an appointment which is based on daily wages for the officer concerned.

d) Indigenous Teachers: Teachers of Nigerian nationality

e) General Order: The book in which the recruitment policies and government regulations for civil servants are written. It was used in the defunct Northern Nigeria, but today the creation of states makes each of the six Northern States substitute the name of its state where Northern Nigeria applies in the context of the book. This will be seen in the reporting of the data in this thesis.

f) North Central State origin: Nigerians whose tribes of origin are indigenous to North Central State.

CHAPTER 2

REVIEW OF RELATED LITERATURE

PREAMBLE

In this chapter, attempts would be made to look into the meaning of the theory and practice of Education Administration with a view to establishing an acceptable working definition for the purpose of this study. This is important because the study is principally concerned with studying the effects of recruitment policies on the retention of teachers. Personnel Administration is also another area that will be examined.

Among the many definitions given to the meaning of manpower policy are those by Horowitz and Castetter. Horowitz defines policy as an outline of a series of steps and procedure whereby affirmative can be taken to adjust or manipulate the labour market. According to him, it is not the exclusive jurisdiction of governments. Private enterprise may also formulate manpower policies for its own or society's interests. Trade Unions may become involved in adopting various manpower policies in order to manipulate or regulate forces in the labour market.[1]

Castetter explained that any enterprise can be administered in two ways: namely by the formulation of policy or by expediency. Policy according to Castetter is a better system of administering an enterprise because it saves time by defining in advance the course

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1. Bussy, E.M. "Manpower and Employment Policies for Developing Countries", New York 1966, p. 56.

of action of the enterprise thereby eliminating indecision. Policy reflects the intent. It is not prescriptive, however, as it does not cover all the ground of actions. Policy must be written to avoid inconsistency and to ensure comprehension by all and although it is constant and does not fluctuate, policy is subject to revision[2].

In education, policies and other factors work hand in hand in retaining teachers. Beside recruitment, the preparation of teachers and their further training and retention are an important aspect of school staff[3].

The details of how policies and the standard theory of educational administration work with other factors to help retain teachers are dealt with later in this review. According to Castetter and others, the interaction of administrative practices with economic and social factors help to retain teachers.

2.00 The Theory and Practice of Educational Administration:

Many educational administrators have written books, each with the aim of propounding his own theory on successful school personnel administration. Among these books the most popular are those by Castetter[4] Claubauch[5] and Pigons[6]. Castetter and Claubauch deal more specifically with Education Administration. Despite their different points of view, however, the three writers, agree on the general admin-

2. Edem, D.A. "Staff Personnel Administration" Master of Education Course, Lecture Notes No. 1 p.4. Education Department, ABU, Zaria 1972.
3. Baikie, D.A. "Retention of Teachers and their Conditions of Service" Paper Presented at Conference of Nigerian Principals, Department of Education, ABU., Zaria. March 1971.
4. Castetter, W.B. "Administering the School Personnel Programme", MacMillan, New York, 1962.
5. Claubauch, N.R. "School Superintendents" Guide: Principles and Practice for Effective Administration", Parker, New York, 1966.
6. Pigons, P., "Personnel Administration: Apoint of view and a method", New York, 1961.

istrative tasks of Planning, Allocating, Coordinating, Influencing and Appraising.

Planning, according to Castetter, has to do with working in broad outline what things need to be done and the methods for doing them to accomplish the purpose set for the enterprise. For example, in an educational situation, the educator who wishes to build a school, nursery, primary, secondary or teacher training school would need a certain number of teachers in relation to the total pupil population in order to achieve the aim of the type of school envisaged. If the North Central State schools suffer from the attrition of teachers, and at the same time the government has taken over post primary institutions formerly under Voluntary Agencies as well as plan to build new ones could this be viewed as sound planning?

Allocation in this sense refers to the establishment of the formal structure of authority through which work sub-divisions are arranged, defined and coordinated for the defined objective as well as the whole personnel function of bringing in and training the staff and maintaining favourable conditions of work in order to retain the personnel and their services. In the light of this definition, the attrition of teachers in North Central State may be due to unsound recruitment policies, and unfavourable conditions of service which this research is attempting to confirm.

Coordinating is the all important duty of inter-relating the various parts of the work. Is the non retention of teachers due to conflict between the teachers and the authority or among the teachers themselves?

Influencing has to do with how the behaviour of personnel can be influenced so that it contributes maximally to the attainment of organization goals. This means that the North Central State government has to find out what the causes of teachers resignations are and do something positive to stop further resignations.

Appraisal a very major aspect of personnel administration, has to do with evaluating the established standards pointing out the weaknesses of the system or operation in its totality and how to correct these weaknesses[7]. That is to ask whether the retention, promotion, transfer and the general quality of service helps retain the aims of education and how well.

From the many definitions given by educational administrators, one can summarize that personnel administration is a code of the ways of treating individuals at work so that they will each get the greatest possible realization of their intrinsic abilities, thus attain maximum efficiency for themselves and their group, and thereby giving to the enterprise of which they are part its determining competitive advantage and its optimum results. That is educational administration cannot be divorced from the aims of education in that the art of recruiting, developing and maintaining a competent teaching force is in such a manner as to accomplish with maximum efficiency the functions and objectives of the organization.

2.0 Personnel Administration:

It was Castetter who explained the human element in personnel administration. Castetter does not try to enumerate causes of attri-

7. Castetter, W.B. "Administering the School Personnel Programme" New York, 1962, Chapter 12.

tion of teachers, but tries to suggest standard administrative practices. He sees the human element in personnel administration as consisting of two aspects, namely, the unpersonalistic or formal and the personalistic or informal. Formal aspects of a person's role in a formal organization like the Ministry of Education are his or her need to understand the purpose, structures, policies and regulations of the organization. The personalistic factor has to do with the person's private or human needs unrelated directly to organization goals. In other words, the satisfaction of individual needs is essential to the attainment of organization objectives. There are organizational obstacles to work satisfaction. For example, if the formal structure of an organization is such that there is no provision that govern an individual's security in a job, this frustrates the private needs of the person and leads to both individual and organizational discontent. That is the kind of supervision established, t the amount of freedom an individual is able to exercise in the performance ofhis work, group relationship, influence need satisfaction positively or negatively. The lack of harmony between the formal and informal aspects of an organization could lead to frustration, failure, conflict, rivalry, insubordination and hostility.

Castetter sees the nature and scope of school personnel administration as involving three major phases. These are the determination of personnel needs, the satisfaction of personnel needs and maintaining and improving service.[8]

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3. Ibid

Determining personnel needs has to do with the determination of the quantity, quality and the compensation structure of salary of the teachers needed to perform the work in the school. Satisfying personnel need has two aspects to it. The first aspect is that of recruiting the staff on the basis of their qualification in view of the teaching task to be performed and offering them appointments on contract or permanent basis.

The second aspect of satisfying personnel need is that of providing for their individual needs and problems after their recruitment into and while in the service in order to retain them.

The third phase of school personnel administration is that of maintaining and improving service. This phase has three sides to it, namely development, appraisal and general welfare provisions. Developing staff has to do with giving them inservice training as individuals or as group.

In the North Central State, there are planned policies which relate to the numbers, qualifications and salary scales of different categories of teachers required to teach in each of the post-primary schools.[9] The existing establishment of teachers in most of the schools does not reflect on these requirements. This shortage is due to the fact that teachers leave the teaching profession for some reasons. The reasons for this desertion of the profession may be found in weakness in the two aspects of satisfying personnel need. In the first aspect teachers are either not given the type of appointments

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9. "Estimates of the Government of North Central State of Nigeria 1973/74" Government Printer, Kaduna, 1973.

they want whether contract or permanent or they are given their appointments but without sufficient money in the way of salaries and allowances. In the second aspect, some teachers leave teaching possibly because their individual needs like the desires for further education, good accommodation and the possession of cars have not been satisfied. The truth of these factors as causes of teachers resignations are what this research is concerned with.

2.01 Supervision:

In Nigeria, the author of this paper has observed that many of Nigerian Inspectors work in remote areas with bad roads, hence the reluctance to work hard. Inspectors should be knowledged people, especially regarding new methods of teaching, new books, professional journals, magazines and new research findings. But in Niggeria, the few experienced teacher Inspectors we find are the undynamic types who do not care to read further to improve their professional competence. As a result the Nigerian idea of Inspection is the outdated one in which the Inspector out of his ignorance still tends to condemn rather than encourage the teachers. A visit to a primary school would convince anyone of what the primary school teacher thinks of the Inspector. Out of his fear and possibly incompetence too he might mistake you for an Inspector and become hostile or subservient.

As a scientific process, the modern concept of supervision involves some research. If the Inspector or supervisor plans to visit a school, he assumes that he is ignorant of the existing

situation in the school concerned. He is therefore going to find out many things about the school. He wants to know among other things the staffing, financing, daily routine, class routine, discipline, curriculum organisation and school records. This data collection is followed by analysis, conclusion, possible solutions and action.

Modern supervision is also a democratic exercise which calls for skill in human relations and group dynamics -- the ability to work with others. The idea is for the supervisor to inspire the teacher towards a spirit of cooperation in working towards the same goal, and not to be so regimental as to accuse and threaten insecurity and possible dismissal. A policetype of supervisor is more likely to be feared rather than respected by the teacher.

Creativity is also a major aspect of modern supervision. The supervisor must accept that he does not know everything. Different teachers use different methods to teach different topics, and the supervisor may discover some initiative in an intelligent teacher. In this case, the supervisor has learned something which he may use to offer suggestion to some other teachers. Teachers must therefore be given the freedom to create in their methods in order to supplement their previous training.

The appraisal, reorganization and the improvement of the curriculum is the sole goal of supervision. The supervisor's analysis of the facts on the different aspects of a school help him correct what is wrong. For example where a teacher does not seem to work amicably with the pupils, the supervisor could help by offering

suggestion as to how good pupil-teacher relationship could be improved.

In the context of the aforemade discussion on supervision the researcher is out to find if teachers attrition is due to poor supervision or some other factors. Do teachers resign because of bad and damaging reports from Inspectors for fear of bleak future? If this is the main cause of the resignation of teachers the researcher may then attempt to spotlight possible solutions to the problem.

2.02 Retention of Teachers in some African States:

Some of the studies related to what this research work is about are to be found in the report on the supply of Secondary Level Teachers in English Speaking Africa conducted by the Institute for International Studies in Education and the African Studies Centre of Michigan State University, under the direction of the Overseas Liason Committee of the American Council on Education. These reports entitled "Secondary Level Teachers Supply and Demand" have been done for different countries and recommendations made. The reports have been done for Zambia, Uganda, Ethiopia, Swizaland, Ghana, Botswana, Tanzania, and Malawi, but they deal more on general matters concerned with Education, and not with a specific problem as the present research attempts to do. For example, the Report on Lesotho surveys such factors like the economic and social factors governing the developing of Secondary Level Education in Lesotho, taking into account the population, labour power, land agriculture and the people as well as the country's ability to support further Educational Development. Among other factors considered are

the prospective growth of Secondary School Teachers.

The report spoke of the unattractiveness of the teaching profession and attrition from teaching. The report on Lesotho reveals that 55% of teachers in schools in 1966 were now either in other employment or receiving higher education. Among factors concerned with attrition was the fact that almost every type of incentive has favoured the civil servant over the member of teaching service. That is Civil Servants with equal or equivalent qualification regularly receive salaries which are half again as those received by teachers. Also promotion potentials in Lesotho are much greater in the Civil Service, while the accommodation available to teachers is at best non-competitive with Civil Service accommodation, and at worst intolerable. In the private sector, the teacher is offered some 55% higher salary than he has been receiving in teaching. A thorough survey into the specific problem of teacher retention in a limited area like the North Central State will definitely reveal more factors which are responsible for the attrition of teachers.[10]

The approach to the problem in Ghana is the same as in the case of Lesotho. The findings in respect of teacher's attrition show a disparity not as much at entry levels as in the prospects for advancement. But in general while salaries in the Civil Service have been below the rates which existed in either the Public Corporation or in the private sector, the salaries and conditions of

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10. "Secondary Level Teachers Supply and Demand in Lesotho", Roma, 1969, p. 37-40.

service for teachers compared unfavourably with those of comparably educated administrative officers in government. The report observed too that this chief complaint of teachers with other incentives operating in the economy and society led to a considerable wastage rate among teachers. It is these other incentives in the socio-economic set up that need a more thorough consideration in an area like North Central State than that already done in the countries discussed.

In Ethiopia the report indicates that recruitment for teachers begins in Secondary School where the more intelligent candidates are assured entry in the Faculty of Education in the country's University. But that part of the success of the programme in attracting candidates has been occasioned by the eagerness of students to get into the University, by any door. Often, the feeling that once in they can negotiate their way into other faculties has been high. According to the report this rate of attrition is due to the fact that teaching is held in relatively low repute in Ethiopia and it is not competitive with other professions in terms of rewards.

In Zambia, the study gives a different picture from that of Lesotho, Ethiopia, and Ghana. Instead of discussing even briefly the attrition of teachers and factors causing it, the report spoke of discontinuity of teachers due to frequent transfers and general condition of understaffing in the country[11]. The impression one gets from the report is that people either do not join the teaching

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11. "Secondary Level Teachers Supply and Demand in Zambia", Overseas Liason Committee of the American Council on Education, Michigan, 1970, p. 32.

profession at all from the beginning after their education or there is a general shortage of manpower in Zambia. In its preface, the report sums up its findings as follows:

> "Many of the studies in this series have been compiled after relatively little research time in the country involved. As a result, they necessarily relied largely upon work of those units in the respective Ministries or Departments of Education which are concerned with estimating personnel requirements, whenever such units exist. In this sense, the studies can scarcely purport to be original; rather the contribution which they make is more usually that of analysing how forces which are actual or eminent are likely to affect educational plans drawn up by planning units."[12]

This shows the limit of the research done on Zambia when compared to what the present research on the North Central State intends to do in connection with the role of policies of recruitment in relation to the retention of Nigerians in the teaching profession. The researcher does not only intend to concern himself with only policies, but also other factors affecting teacher retention. The approach of the two researchers is therefore entirely different as the present approach is more specific and more thorough.

The Tanzanian case study reveals that in the early years after independence there was attrition of teachers from the schools because independence brought simultaneous localization and expansion of the public service when many Tanzanians left schools for jobs in which they were urgently needed and in which they were offered career prospects that could not be matched in teaching. The result was that there were only nine Tanzanian African graduates teaching

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12. Ibid.

in secondary schools in 1964. The growth in the number of teachers from 33 in 1964 to 175 in 1968 was due partly to the fact that earlier graduates of Asian origin became Tanzanian citizens during the period. In its findings, the research also predicts further attrition among Tanzanian non-graduate teachers teaching in schools. This is because most of the younger non-graduates were selected for secondary school teaching while training as Grade A Teachers. Some of them do gain mature age entry to the University of East Africa and may reappear later as graduate teachers, but those who lack such an apportunity may leave teaching because of poor prospects[13]. According to the research the government of Tanzania has introduced a successfully working policy of retaining teachers by offering a bursary scheme which applies to all who undertake courses of post-secondary education at public expense[14].

Uganda is another African country where the studies of the Overseas Liason Committee of the American Council on Education reveal some more interesting observations. It repor s that:

> "Both the amount of attrition from teaching and the morals of those who remain in the profession are largely functions of the incentive and reward systems which operate. Providing pavity in conditions of service between teachers and those in the remainder of government and in the private sector of the economy has been a concern in Uganda as in other African countries. Four features of the reward and incentive system in Uganda merit attention in respect to teachers: Salary structures, promotion potential, security, and housing".[15]

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13. "Secondary Level Teachers' Supply and Demand in Tanszania" Overseas Liason Committee of the American Council on Education, Michigan, 1969 p. 40.
14. Ibid.
15. "Secondary Level Teachers Supply and Demand in Ugana", Oversears Liason Committee on the American Council on Education, Michigan, 1969, p. 54.

As in Tanzania, many Ugandans were tempted from the teaching profession into other government service immediately after Independence. In 1963, J.B. Knight noted that "the public sector is the dominant employer of educated labour in Uganda ... (it) pays the salaries of about 92% of high level manpower, remaining 18% being in the private sector[16]". A more recent manpower survey in 1967 revealed that 42% of posts were in the public sector, 27% in education, and 31% in the private sector. Salary weightings were also applied to the different levels and 73% of high level manpower was calculated to be employed by government in the public and education sector. But the Ugandan Teachers salaries Commission reported in 1961 that jealousy of civil servants was strong among teachers. If this is the case and since teachers' salaries are still not "excessive by comparison with earnings in other professions"[17] as noted by Peter Williams, there is going to be attrition of teachers from their profession to the private sector which is expanding in Uganda[18]. This is a grave situation for educational expansion in Uganda, as it is in the North Central State of Nigeria.

It is only in Malawi that the teaching profession has been regarded as the honourable profession and teachers enjoy all the benefits that other civil servants enjoy and even more. The reason is that Malawi does not possess a tradition of private business enterprise at higher or lower manpower level. The Malawi graduate chooses teaching not only because he receives the same salary as does the lawyer

16. Ibid.
17. Ibid.
18. Ibid.

or other graduate in government employment, but also because his opportunities for super-scale or responsibility allowances may prove greater over the years than in most ministries[19]. A summary survey of present jobs of the Malawians who were teaching in secondary schools in 1966 shows the ability of teaching to retain its personnel. Out of the 71 Malawians who were teaching in secondary schools two years ago, 53 were found still teaching two years later (1968). Almost all others had been posted back to primary school or were receiving higher education or training. Of the 69 teachers whose destinations were known none had moved on transfer into another Ministry or private employment[20]. Almost all the people available for interview in Malawi agreed that teaching would certainly "hold, and would probably continue to attract, many Malawian graduates"[21]. Why this is not the case with teaching in Nigeria and in the North Central State in particular is what the present researcher endeavours to find out.

In a paper entitled "Retention of Teachers and their conditions of Service" presented at the National Conference of Principals of Teacher Training Colleges held at the Ahmadu Bello University, Zaria in 1971[22], Baikie observed that teachers can be dropouts from the school in which they teach and from the profession. He pointed out that no profession is without attrition, but that the rate of withdrawals from the teaching profession is excessive compared to other

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19. "Secondary Level Teachers Supply and Demand in Malawi", Overseas Liason Committee on the American Council on Education, Michigan,
20. Ibid.
21. Ibid.
22. Baikie, D.A. "Retention of Teachers and their condition of service". Paper Presented at the National Conference of Principals of Teachers' College, Ahmadu Bello University, Zaria, 1971.

occupations such as medicine, pharmacy and law. The phenomena of teacher attrition is world-wide and not peculiar to Nigeria alone he said but the degree of seriousness may differ from country to country. In the United Kingdom, a report in the London Times of June, 1967 revealed that out of every 1000 men who start teaching, only 677 are still doing so after six years. A recent study in Norway also indicates an increase in dropout from the teaching profession in recent years[23].

The wastage of qualified teachers in the then Northern Region of Nigerians was given as 6% per annum[24]. Among the causes of attrition given by Baikie are poor salaries, and low social status for teachers in Nigeria in comparison to other professions like law and medicine. The Banjo Commission in former Western Nigeria sums the problem of attrition up in the following:

> "The teaching profession has been termed a sick profession. The minimum qualification for entry has been very low. The salary scales are not comparable with those of their types of employment like the civil service. (There are very few promotion possibilities, the teachers professional efficiency hardly affects his career). Many of those who succeed in "up-lifting" themselves into Grade I find it more worthwhile to get out of the teaching profession altogether and join the civil service, where they will be paid a higher salary"[25].

In trying to find out what factors make teaching unattractive to many Nigerians, Gyang reported on attrition among primary school teachers, limiting himself only to one urban area, Jos. His conclusion was that drop out from primary school teaching, was largely due

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23. Ibid.
24. Ibid.
25. Ibid.

to economic as well as social factors which call for a review of teachers conditions of service as to compare favourably with those of other professions[26].

Ozigi has compiled a related report entitled "Secondary Level Teachers Supply and Demand in North Central State in 1972". Ozigi's report is useful and relevant to the North Central State, but it seems to be a discussion of the present supply, demand and utilization of teachers in relation to future projection, based on general demographic social and economic factors as they are likely to affect education development in the state. He recommended among eight other things that teachers could be retained through the improvement of their conditions of service by introducing such allowances like rural allowance, house masters' allowance, Head of Departments allowance and rent free accommodation or house allowance[27]. Ozigi was not specifically concerned with retention of teachers so that his report does not contain the details of factors connected with the attrition of teachers in North Central State. The present research is concerned with the details of what makes teachers resign from teaching in the State.

From the above review of research already done on teacher retention in the different places discussed, it is obvious that the

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26. Gyang, I.D. "Factors connected with Attrition Among Primary School Teachers in Jos", Zaria, 1971, p. 44.
27. Ozigi, A.O. "Secondary Level Teachers Supply and Demand in North Central State of Nigeria", Zaria, 1972, p. 19.

problem of attrition among teachers is not only a local one at primary school as in Jos town of Benue Plateau State of Nigeria, but also an international one as well as at post primary school level. With the exception of Malawi, the problem of making teaching attractive to most people exists in many countries. Most previous researches on this subject as has been pointed out have the causes of attrition of teachers from their profession. The reasons for the lack of thorough study may be because the researchers had been concerned with whole countries. The author of this thesis will therefore try to set a precedence in carrying out a more exhaustive investigation into the causes of attrition of teachers from their job.

CHAPTER 3

METHODS OF COLLECTING DATA

Three methods were used in collecting data for the study:

1. Information based on historical and other documentary records.
2. Interviews
3. By the use of Questionnaires.

3.00 Historical and Documentary Records:

There were two sources of historical and documentary records:

(a) The Public Service Commission, the states' sole Recruitment body for teachers and all other civil servants, and based in Kaduna keeps a record of their monthly activities in a file No. PSN/253T headed "The activities of the Commission" in which all appointments, promotions, dismissals and resignations are recorded since the creation of the North Central State of Nigeria. Out of this file was compiled "The First Annual Report of the North Central State Public Service Commission for the period 1st April, 1968 to 31st March, 1969." By the kind permission of the Secretary[1] to the Commission, the researcher was allowed the use of the file while a copy of the first annual report of the Commission was also given out.

(b) The Ministry of Education, North Central State, Kaduna obliged the researcher the following records:

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1. Suleiman, M. Shehu; Secretary, Public Service Commission, North Central State, Kaduna.

(i) The document on "Classes, Enrolments and Teachers in Schools and Colleges of North Central State" from which was obtained information on the number of teachers by qualification, by nationality and by sex.

(ii) A Variation Order Book which contains some information on the names of teachers newly recruited, the date, type of appointment, rank and salary. This document also contains information on the individuals leaving the service; thier names, reasons for resigning, and the effective date on which to stop paying salaries in respect of the officers concerned.

(iii) A file containing duplicate copies of the letters of yearly teaching appointments offered to H.S.C. leavers.

(iv) A copy of the General Orders in which the written policies of recruitment of all teachers as well as other Civil Servants are laid down.

3.01 Interviews:

(a) The Secretary[2] to the Public Service Commission, North Central State, Kaduna, was a very important source of information on unwritten but practised policies of recruitment of teachers as well as other Civil Servants. This interview furnished additional information as well as clarification of points on policies of recruitment especially those in the questionnaires.

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2. Ibid.

(b) Some officials in the Ministry of Education with a wealth of experience in the teaching profession also granted audience, and forwarded their views about causes of teachers' resignations. (See Appendix G (iii).

(c) Former school teachers who were available for interviews (See Appendix G (i)) also expressed their reasons for resignations.

(d) Informal interviews were also held with some of the Principals and teachers of the selected Government Post Primary Institutions who were visited and talked to as people on the job with immediate experience to discuss. (See Appendix G(ii)).

3.02 Questionnaires:

Four different questionnaires were prepared and administered to four different groups of indigenous people contacted for investigation. Expatriates were not included.

(a) Officials in the Public Service Commission and Ministry of Establishment were visited and given questionnaires on Recruitment Policies for teachers. (See Appendix A).

(b) Questionnaires administered to experienced officials in the Ministry of Education were concerned with Policy matters and causes of teachers' resignations. (See Appendix B).

(c) Former school teachers who had left teaching were located and visited or had questionnaires mailed to them if they lived far away in order to know their reasons for resign-

ation, and present jobs and salaries. (See Appendix C).

(d) Questionnaires distributed to School Principals and Teachers in ten out of the 20 Government Post Primary Institutions were aimed at knowing the opinions of those on the job or what they thought could be their possible reasons for leaving teaching. (See Appendix D).

The selection process used in selecting the schools was to include the different types of institutions. That is only some and not all Teachers' Colleges, Secondary Grammar Schools and Secondary Technical Schools were sent questionnaires. A random selection of both urban and rural institutions were visited or sent questionnaires. The selected schools were Katsina Teachers' College, Government Secondary School Katsina, Government Secondary School, Kachia, Government Secondary School, Funtua, Government Secondary School, Malumfashi, Government College, Kaduna, Barewa College, Zaria, and Women Teachers' College, Katsina.

RESPONSES TO QUESTIONNAIRES

All Principals of schools were previously notified by mail of the researcher's proposed visit to their schools and were sent questionnaires.

In the process of data collection, it became necessary sometimes to make follow up trips to hasten response to the questionnaires. Out of the 50 questionnaires sent out to Principals and teachers in the different institutions, 30 were returned. This shows 60% response.

Thirty of the 40 questionnaires given in the Ministry of Education were returned, showing 75% response. Out of the 8 questionnaires handed to some top civil servants in the Public Service Commission and Ministry of Establishments, 6 were returned (75%). Thirty (30 out of 40) questionnaires sent out to teachers who resigned their appointments with the Ministry were returned 75%

CHAPTER 4

ANALYSIS OF DATA ON RECRUITMENT POLICIES FOR TEACHERS

4.00 General Recruitment Policies:

(a) Powers of Recruitment:

The powers to recruit all civil servants including teachers into North Central State Civil Service are invested on the state's Public Service Commission. Appointments are offered after candidates have been interviewed by the Commission. The Recruitment of daily rated staff can be done by a Permanent Secretary without the full formality attached to appointments to established posts[1].

(b) Types of appointments offered:

There are three types of appointments offered to Teachers Recruited into the State's Civil Service. These are Permanent and pensionable appointments, Contract and temporary or daily rated appointments.

(i) Permanent and Pensionable Appointment:

It is the type of appointment which demands a three-year probationary period. An officer must pass any compulsory examination precribed for his appointment in order to be confirmed and promoted. Failure to pass the prescribed examinations might result in the termination of the probationary appointment[2]. To be eligible for permanent and pensionable appointment, a candidate must be a Nigerian, especially of North Central State origin[3].

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1. General Orders, Government Printer, Kaduna, 1969, p.4
2. Ibid., 1969, p.6.
3. Ibid., p.3

(ii) Contract Appointment:

It is an appointment by agreement which does not provide for payment of pension for a specified number of months or years. The duration of the appointment and the condition of service are those provided for in the contract form. Prior to approval of the Ministry of Establishment and Training the officer may be re-engaged by or on behalf of the Public Service Commission on terms differing from those of his current contract. The Officer must, however apply through his Permanent Secretary four months before he is due to go on leave at the expiration of his contract. Termination of a contract can be done at any time in accordance with the terms specified in the contract itself and the procedure laid down by the Public Service Commission[4]. All non-Nigerians or expatriates and indigenous teachers other than indigenous teachers of North Central State origin are employed on contract[5].

(iii) Daily Rated or Temporary Appointments:

It is the type of appointment in which a permanent Secretary may engage an applicant without the full formality attached to appointments to established posts. The offer of such appointments is done through letters of appointment which are valid only if the candidate has written a letter of acceptance of the offer. Termination of a temporary or daily rated appointment is governed by by the terms contained in the letter of appointment. The terms

4. General Orders, Government Printer Kaduna, 1969, p.8
5. Ibid., p.3

of the letter of appointment are prescribed by the Public Service Commission[6]. All Higher School Certificate leavers irrespective of their place of origin are employed on this basis.

(c) Eligibility for Employment:

A candidate must be over 17 years of age and possess a birth certificate or statutory declaration of age, produce a medical certificate of fitness for government service, signed by a Government medical Officer, and show the latest certificates of good character from his head of department if under previous employment or from the head of the school last attended if the candidate has not previously been employed. If the candidate is a student of a recognised non-Government training institution or a teacher trained by any of the approved voluntary agencies he must produce from the controlling authority of the agency concerned, a certificate relieving him of any obligations to that Agency[7]. In addition, a candidate must be of North Central State origin. That is "the person who by descent from his or her father is a member of a tribe or community of people indigenous"[8] to North Central State. Where there is doubt in the tribe of any candidate being indigenous to North Central State, the case will be decided by the Executive Council. The doubt in the membership of a candidate to a tribe indigenous to North Central State will be decided by the Public Service Commission[9].

The procedure for appointment of a candidate are through a letter of appointment (Form Gen. 40 for Pensionable Appointments; Form Gen. 44 for Contract Appointments. See Appendices E & F respectively). Any doubt about the correct salary or salary scale to be offered should be

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6. Ibid p.4
7. & 8 & 9 Ibid., p.3

referred to the Ministry of Establishments and Training[10]. If the appointment is accepted by the candidate, he must sign the form of acceptance, the agreement and the Declaration included in form Gen. 40 or the form of acceptance and Declaration included in form Gen. 44 and return the form as instructed to the Permanent Secretary of the Ministry in which he or she is to work. On assumption of duty the new employee is expected to enter all his personal particulars, age qualification, health, place of origin and date of appointment in a Record of Service form.

4.01 Priorities in the Appointment of Teachers in Post-Primary Institutions in North Central State.

In an attempt to know the recruitment policies for teachers in Government post-primary institutions in the North Central State, questionnaires were prepared and given to officials in North Central State's Public Service Commission (See Apendix A) and Ministry of Education (Appendix B). The questionnaires were concerned mainly with the State's Recruitment priorities for the different categories of teachers in the Post Primary Institutions with regard to the qualifications and places of origin of the teachers employed. An official document of the State government shows the priorities given in the categories of teachers employed[11]. In this document, all Graduates of Education are employed as Assistant Education Officers, while Grade I and II teachers are employed as religious Instructors according to the need. Manual Instructors are next in the establishment. Higher School

10. Ibid., p.5
11. "Estimates of the Government of North Central State of Nigeria, 1973/74, Kaduna, 1973, p. 88.

Certificate teachers are not mentioned in the document at all. Interviews were also held with the officials on the attrition of teachers in the period under study. The results from questionnaires and interviews with officials in the Public Service Commission and the Ministry of Education show that teachers recruitment into post-primary institutions in the state is based on many factors. They are in order of accepted priorities (See Table I and II).

(a) Priorities according to the qualifications of teachers:

Table I below shows the order of priority for the recruitment of teachers in North Central State post-primary institutions. Graduates with teaching qualification receive the first priority. They are followed by teachers with the Nigerian Certificate of Education. Although graduates without teaching qualification are employed and given the rank of Education Officers they are infact third in the order of priority for employment. Grade I and II teachers are fourth in the order of priority.

TABLE I

The Order of Priority for the Appointment of Teachers in North Central State Post-Primary Institutions by Qualfication

Category of Teachers	Order of Priority
Graduates with Teaching Qualification	1
Graduates without Teaching Qualification	3
N.C.E.	2
Grade I and II Teachers	4

b. Priorities according to the places of origin of teachers.

Table 11 shows the order of priority for the recruitment of teachers according to places of origin in the North Central State. The table shows that people of North Central State origin are first in priority. Nigerians of other States of origin are second in the order of priority while expatriates come third.

Table 11.

The order of Priority for the Appointment of Teachers in North Central State Post-Primary Institutions by Places of Origin.

Origin	Order of Priority.
Nigerians of Other States origin	2
Nigerians of North Central State Origin	1
Expatriates	3

4.02 The Establishment of Teachers by Qualifications and Nationality in North Central State, 1968- 971:

Table III, IV, V, and VI show the total establishment of Indigenous teachers by their qualifications in Government Post Primary Institutions in North Central State in 1968, 1969, 1970 and 1971 respectively. Table VII is a summary of the total staffing establishment with expatriates included during the period. These tables have been compiled from annual statistics of the Ministry entitled, "Classes, enrolments and teachers in schools and Colleges of North Central State" for each of the years within the period 1968-1971.

The first column in Table III shows the different categories of teachers employed to teach in Post Primary Schools in the North Central State. Column two of the same table shows the total numbers of these different categories of teachers who were employed in 1968. Column three shows the attrition from the total numbers among the different categories of teachers employed that year while column four shows the number left after attrition at the end of the year. As there was no attrition among graduate teachers with teaching qualification, their number remains eleven in column four as it was in column two. The numbers of Graduates without teaching qualifications is four in column two and four in column four because there was no attrition during the year as column three of the table shows.

TABLE III

The Total Establishment and Attrition of Indigenous Teachers by Qualification in Government Post Primary Institutions in North Central State in 1968

Column	1	2	3	4
	Teachers' Qualifications	Total No. of Teachers in 1968	Attrition in 1963	Total at the end of 1968
1.	a) Graduates with Qualifications	11	0	11
	b) Graduates without Qualifications	4	0	4
2.	Nigerian Certificate of Education	19	10	9
3.	a) Grade I Teachers	2	0	2
	b) Grade II Teachers	6	0	6
4.	Manual/Handwork Instructors	7	1	6
5.	Higher School Certificate	11	11	0
Total		60	22	38

Compiled from "Classes, Enrolments and Teachers in Schools and Colleges of North Central State", Kaduna, 1968.

In 1968 there were 19 N.C.E. teachers (column two), ten of whom left (column three) leaving nine (column four). This shows an attrition of 53% in that year.

Columns two and four show the numbers of Grade I teachers as two each because there was no drop out among teachers of that category in the year 1968 as column three shows. There was also no drop out among Grade II teachers (columns two, three and four).

Out of a total of seven Manual and Handwork Instructors in 1963, one left so that their number remains six at the end of the year as shown in columns two, three and four respectively.

In the year 1968, the total number of H.S.C. teachers is eleven as shown in column two. As all of them left in that year (column three) their number at the end of the year was zero.

From table III, it can be observed therefore that out of a total number of 60 indigenous teachers in 1968, a total of 22 left. This represents an attrition of 36% of the total number.

Table IV shows the staffing situation in 1969. Column one shows the different categories of teachers employed in that year. Column two, three, four, five and six show the number carried over at the end of 1968, the additional number employed in 1969, the total number of teachers in 1969, the attrition in 1969 and the number remaining at the end of 1969 respectively. Column two shows that 11 graduate teachers with teaching qualification were carried over from the end of 1969. As in column two, there was an additional number of three teachers of that

category in 1969, bringing the total number in that year to 14 (column four). Since the attrition among this category of teachers is zero in that year (column five), their number at the end of 1969 remains 14 as seen in column six of table IV.

Graduates without teaching qualification carried over to 1969 at the end of 1968 are four in number as shown in column two. In 1969 an additional staff of four joined the service (column three), bringing the total number to eight in the year 1969 (column four). From among these one resigned, leaving seven by the end of 1969.

The number of N.C.E. teachers at the beginning of 1969 was nine. Twelve more were added in the same year (column three) bringing the total number to 21. Out of this number three (14.3%) left leaving 18 at the end of 1969 (Coulumn six).

The number of Grade I teachers who remained at beginning of 1969 was two which is observable in column two of table IV. In 1969, four teachers were added to that number bringing the total to six. As there was no attrition in that year (column five) the number that remains at the end of 1969 was six.

Six Grade II teachers were carried over from 1968 to 1969 as column two of Table IV shows. Column three shows that no additional teachers of this category were employed that year so that their total number remains six in 1969 (column four). There was however an attrition of two during the year thus bringing the total at the end of 1969 to four.

There were six Manual and Handwork Instructors a the beginning of 1969. One teacher was added in this category in 1969 bringing the total

TABLE IV

The total Establishment and Attrition of Indigenous Teachers by Qualifications in Government Post Primary Institutions in North Central State 1969

Column	1	2	3	4	5	6
Teachers' Qualifications		No. at the end of 1968	Addition in 1969	Total in 1969	Attrition in 1969	Total at the end of 1969
1.	a Graduates with Qualifications	11	3	14	0	14
	b Graduate without Qualifications	4	4	8	1	7
2.	Nigerian Certificate of Education	9	12	21	3	18
3.	a) Grade I Teachers	2	4	6	0	6
	b) Grade II Teachers	6	0	6	2	4
4.	Manual/Handwork Instructors	6	10	7	0	7
5.	Higher School Certificate	0	29	29	29	0
	Total	38	53	91	35	56

Compiled from "Classes Enrolments and Teachers in Schools and Colleges of North Central State", Kaduna, 1969.

to seven. There was no attrition in this category in that year, and the number remained at seven at the end of 1969.

The number of H.S.C. teachers at the beginning of 1969 was zero as column one of table IV shows. There was however an addition of 29 in 1969. All the 29 (100%) teachers in this category left in that year so that the retention at the end of the year is zero.

From table IV, it can be observed that a total of 91 teachers in all categories were in the establishment in 1969. Out of this number 35 resigned. This represents an attrition of 37% in that year. The total number of teachers recruited in 1969 was 53 which is 38% increase over the number of 38 at the beginning of 1969.

Table V shows the total establishment and attrition of Indigenous Teachers by Qualifications in Government Post Primary Institutions in North Central State in 1970. Column one shows the qualifications of the different categories of teachers in the service that year. Column two shows the number of teachers at the beginning of 1970.

The Table shows that there were 14 Graduate teachers with teaching qualification (column two). The addition in the number of this category of teachers in 1970 is 8 (column three) bringing their number to 22 in that year. As the attrition of this category of teachers is zero (column five) their total number at the end of 1970 remains 22.

Graduates without teaching qualification were seven at the beginning of 1970. In 1970 there were three additional teachers in this category (column three). Their total number in 1970 was therefore ten. The attrition among these teachers in 1970 was two so that their number drops to eight at the end of 1970.

The Total Establishment and Attrition of Indigenous Teachers by Qualifications in Government Post Primary Institutions in North Central State in 1970

Column 1	2	3	4	5	6
Teachers' Qualifications	No. at end of 1969	Addition in 1970	Total in 1970	Attrition in 1970	Total at end of 1970
1. a) Graduates with Qualifications	14	8	22	0	22
b) Graduates without Qualifications	7	3	10	2	8
2. Nigerian Certificate in Education	18	34	52	10	42
3. a) Grade I Teachers	6	1	7	0	7
b) Grade II Teachers	4	0	4	0	4
4. Manual/Handwork Instructors	7	0	7	0	7
5. Higher School Certificate	0	14	14	14	0
Total	56	60	116	26	90

Compiled from "Classes, Enrolments and Teachers in Schools and Colleges of North Central State", Kaduna, 1970.

The addition in the number of teachers in this category in 1970 was three so that the total number in that year was ten. The attrition among these teachers in 1970 was two, so that their number drops to eight at the end of 1970 as column six shows. This shows an attrition of 20%.

At the beginning of 1970 there were 18 N.C.E. teachers as can be observed in Table V. The number of teachers in that category that were added in that year was 34, bringing the number to 52. The attrition in 1970 was 10 (column 5). The remaining number of teachers in that category at the end of 1970 is shown as forty-two in column six of table V.

There were six Grade I teachers at the beginning of 1970. One more teacher was added in that year, thereby bringing their number to seven. The attrition was zero, so that their number remains seven at the end of the year.

While there were only four Grade II teachers at the beginning of 1970 the addition that year was zero (Table V, columns 2 and 3 respectively). As there was no attrition among Grade II teachers in 1970, the total remains the same at the end of the year.

As for Manual/Handwork Instructors their number at the beginning of 1970 was seven. But as there was no addition or attrition among this category of teachers in that year, their number remains seven throughout the year.

The number of H.S.C. teachers at the beginning of 1970 was zero. As the addition in the year was 14, the total was 14. The Table shows that the attrition among that category of teachers that year was 100% since all the 14 teachers left.

The Total Establishment and Attrition of Indigenous Teachers by Qualification in Government Post Primary Institutions in North Central State in 1971

Colum 1	2	3	4	5	6
Teachers' Qualifications	No at end of 1970	Addition in 1971	Total in 1971	Attrition in 1971	Total at the end of 1971
1. a) Graduates with Qualifications	22	16	38	2	36
b) Graduates without Qualifications	8	28	36	2	34
2. Nigerian Certificate in Education	42	77	119	3	116
3. a) Grade I Teachers	7	6	13	0	13
b) Grade II Teachers	4	18	22	0	22
4. Manual/Handwork Instructors	7	1	8	2	6
5. Higher School Certificate	0	80	80	80	0
Total	50	226	216	89	224

Compiled from "Classes, Enrolments and Teachers in Schools and Colleges of North Central State", Kaduna, 1971.

Table VI shows the total Establishment and Attrition of Indigenous Teachers by Qualifications in Government Post Primary Institutions in North Central State in 1971. At the end of 1970 (column two) the number of Graduates with teaching qualification was 22. In 1971 there was an addition of 16 teachers as column three shows, so that their total number that year was 38 as in column four of the table. The attrition among this category of teachers in 1971 was only two (column five). Their total at the end of 1971 is therefore 36 as in the last column.

The number of graduates without teaching qualifications at the end of 1970 was eight (Table VI, column two). As the addition of this group of teachers in 1971 was 28, their total number was 36 in the same year (column three and four). Thirty-four teachers remained therefore at the end of 1971 among graduates without teaching qualification as the last column on Table VI shows.

N.C.E. teachers were 42 at the end of 1970 as seen in column two of table VI. As the addition among these teachers was 77 in 1971 (column three) their total number in that year as in column four of the table is 119. Column five shows an attrition of only three among N.C.E. teachers in 1971. The number remaining at the end of 1971 is 116 (column six).

The number of Grade I teachers at the end of 1970 was seven as column two of Table V for Grade I teachers shows. The addition in 1971, being six (column three) brings their total number to 13 in that year as in column four of the table. The attrition of the category of

teachers for the year 1971 is zero, hence their number remains 13 by the end of the year as in columns five and six respectively.

There were four Grade II teachers at the end of 1970 as can be seen in column two of Table VI. The number added among them in 1971 was 18 (column three) thereby bringing their total number in that year to 22 which is observable in column four of the table. Their number in column six reads 22 at the end of 1971 because attrition was zero for that year (column five).

Manual or Handwork Instructors were seven by the end of 1970 as table VI, column two reveals. Only one teacher was added in 1971 so that their total number that year was eight, as in columns three and four of the table respectively. The attrition among them in that year is shown in column five as two. This represents an attrition of 25% of their total number in 1971. Their number is therefore six by the end of 1971 as column six of table VI shows.

The number of Higher School Certificate teachers at the end of 1970 in table VI is zero (column one). The number employed in 1971 as shown on column three of the table is 80. While their total number in 1971 is 80, the attrition is 100% as all the 80 left as columns four and five of the table X show respectively. None of these teachers remains therefore at the end of 1971 as the last column of the table shows.

Appendix

The Annual Establishment of Teachers By Qualifications By National In Government Post Primary Institutions in the North Central State 1968-71

Teachers Qualifications	Nigerians				Non-Nigerians			
	1968	1969	1970	1971	1968	1969	1970	1971
1. a) Graduate with teaching Qualifications	21(1)	14(3)	22(15)	35(15)	39	56	57	101
b) Graduate without teaching Qualifications	4(1)	8(6)	10(4)	35(10)	1	32	49	101
2. Nigerian Certificate in Education	19(8)	21(12)	52(20)	112(10)	4	3	9	30
3.a. Teachers Grade I	2(0)	6(3)	7(3)	14(7)	0	1	1	0
b. Teachers Grade II	6(6)	4(4)	4(4)	23(23)	0	0	0	0
4. Manual/Handwork Instructors	7(0)	7(0)	7(0)	5(0)	0	1	0	0
5. Higher School Certificate	11(8)	29(22)	14(13)	75(70)	0	3	0	0

Figures in bracket indicate Nigerians of North Central State Origin. Compiled from "Classes Enrolments and Teachers in Schools and Colleges of North Central State", Kaduna, 1968-1971.

Table VII is a summary of tables III, IV, V and VI. From the table a number of interesting facts are observable. First there is a small number of Nigerians or indigenous teachers in government post primary institutions in the North Central State, and especially graduates. Out of a total of 343 graduates with teaching qualification between 1968-71 only 90 (about 26%) of them are Nigerians. Also out of a total of 183 graduates without teaching qualification only 57 (about 31%) are Nigerians. Secondly there is a very small number of teachers of North Central State origin, both graduates and non-graduates. Teachers of North Central State origin constitute only 32% and 36.8% Nigerians with and without teaching qualification during the period under study. But more striking is the fact that 100% of all the Grade II teachers in the state post primary schools within the period are of North Central State origin. On the other hand the number of Manual or Handowrk Instructors of North Central State origin within the same period is 0%.

In all there were seven categories of teachers. These are:

(a) Graduates with teaching qualifications

(b) Graduates without teaching qualifications

(c) Teachers with Nigerian Certificate of Education

(d) Grade I Teachers

(e) Grade II Teachers

(f) Mannual and Handwork Instructor and

(g) Higher School Certificate Teachers.[13]

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13. "Classes, Enrolments and Teachers in Schools and College of North Central State", Kaduna, 1968-71.

Out of the seven categories of teachers totalling 1050 within the period being studied, three categories of the teachers/were closely studied, namely:

(1) Graduates with teaching qualifications

(2) Graduates without teaching qualifications

(3) Teachers with the Nigerian Certificate of Education.

4.03 Data on the Attrition of Teachers and their Causes:

(a) Data on Annual Attrition of Teachers, 1968-1971

In order to know how many teachers resigned their teaching appointments in government post primary institution in the North Central State in 1968-1971, the Headquarters of the State's Ministry of Education in Kaduna was visited. The Ministry of Education keeps a Variation Order Book which contains information on individual teachers leaving the service, and effective date salaries payments are stopped in respect of the persons concerned. The information on Higher School Certificate teachers was found in a file entitled "H.S.C. Recruitment" which contains duplicate copies of the letters of yearly teaching appointments offered to H.S.C. leavers.

Table VIII is a summary of the attrition situation in the year 1968-1971 as can be studied in tables III, IV, V, and VI. A glance at Table VIII shows that there was no record of attrition among graduates with teaching qualification in the year 1968, 1969 and 1970. Two of the teachers in this category, however left in 1971 as the table shows.

In 1968, no Graduate without teaching qualific tion left as can be observed in table VIII. The same table also shows that one teacher left in 1969 while two teachers left in each of the years 1970 and 1971.

There is a record of attrition among N.C.E. teachers every year throughout the period under investigation. The attrition record observable on table VIII is in 1968, 3 in 1969, 10 in 1970 and 3 in 1971.

While there is no record of attrition among Grade I teachers during the period as seen in table VIII, the table shows that there was attrition among Grade II teachers only in 1969 when two of them left.

Table VIII shows too that only one Manual/Handwork Instructor left in 1968 while two left in 1971.

In Table VIII, there were 11 H.S.C. teachers who resigned in 1968, 29 in 1969, 14 in 1970 and 80 in 1971.

Throughout the years under investigation therefore the total number of teachers who left in each year in all categories of teachers are 22 (1968) 35 (1969) 26 (1970) and 89 (1971). A total of 172 teachers resigned their appointments during the period 1968-1971. This number is not significant as it represents only about 16% of the total number of teachers in schools during the period.

TABLE VIII

The Annual Attrition of Indigenous Teachers By Qualifications in Government Post Primary Institutions in North Central State 1968 - 1971

Teachers' Qualifications	1968	1969	1970	1971
1. a) Graduates with Teaching Qualifications	-	-	-	2
b) Graduates without Teaching Qualifications	-	-	2	2
2. Nigerian Certificate of Education	10	3	10	3
3. a) Grade I Teachers	-	-	-	-
b) Grade II Teachers	-	2	-	-
4. Manual/Handwork Instructors	1	-	-	2
5. Higher School Certificate	11	29	14	80
Total	22	35	26	89

(b) Data on Conditions of Service:

In attempting to find out how conditions of service caused the resignation of teachers during the period 1968-71, three types of questionnaires were sent to three groups of people for investigation. The first type of questionnaire was sent to 40 former school teachers who had resigned their appointments with the North Central State Covernment during the period under study. Out of 40 questionnaires their reasons for resigning from teaching and present as well as previous salaries (Appendix C).

The results of the responses made by the teachers who resigned their teaching appointments within the period being studied are shown on Table IX. The teachers were expected to number their priority of reasons for resignation so that the smaller the number, the stronger the reason for resignation. On table IX therefore, poor salary is the strongest cause for dissatisfaction and resignation as indicated by the teachers who had resigned their appointments. This reason is followed by poor prospects for promotion and no prospects for further training which have a priority indication of 2 and 3 respectively. Inadequate supply of teaching facilities and lack of Accommodation receive the same priority response of 4. Too much extra-curricular activities is not a cause for resignation among these teachers as shown in the table.

APPENDIX IX

Order of Priorities on Poor Conditions of Service as Indicated By Indigenous Teachers who resigned from the North Central State

Conditions Considered	Order of Priority
a. Poor Salary Scale	1
b. Poor Prospects for Promotion	2
c. Inadequate Supply of Teaching Facilities	4
d. Lack of Accommodation	4
e. No prospects for further training	3
f. Too much Extra-Curricular Activities	0

The second questionnaire was sent to 50 indigenous Principals and Teachers in ten of the twenty Government Post Primary Institutions as people on the job. The questionnaire asked that teachers should indicate their possible reasons for leaving teaching (Appendix D). Out of 50 questionnaires distributed 30 were returned (60%).

Like the teachers who have resigned, teachers and Principals in post primary institutions in North Central State also indicate through their responses on Table X that Poor Salary could be their possible cause for resignation. Inadequate supply of teaching facilities is also given first priority. Poor prospects for promotion and lack of

accommodation rank second in priority to poor salary and the latter factor. Although teachers who have resigned their appointments with North Central State do not regard too much extra-curricular activities as a cause for their resignation, Principals and teachers still in the service of the state rank this as third in their order of priority. The responses also show that no prospects for further training is fourth in the order of Priority while Inadequate supply of Teaching Facilities comes fifth.

TABLE X

Order of Priorities on Poor Conditions of Service As Indicated By Indigenous Principals and Teachers In Government Post Primary Institutions In North Central State

Conditions Considered	Order of Priorities
a. Poor Salary Scale	1
b. Poor prospects for promotion	2
c. Inadequate supply of Teaching Facilities	1
d. Lack of Accommodation	2
e. No prospects for further training	4
f. Too much extra-curricular activities	3

The third questionnaire was sent to experienced officials in the Ministry of Education asking them what they thought were the reasons for teachers' resignations from teaching. Out of the 40 questionnaires given out 30 were returned (75%).

Table XI shows the responses in order of priority by Officials in the Ministry of Education, North Central State as to what they considered to be causes of teachers' resignations. Their responses

indicate that only 2 main factors, poor salary scale and poor prospects for promotion make teachers resign. All the 2 factors receive the same priority. Inadequate supply of teaching facilities is ranked fifth among the reasons.

TABLE XI

Order of Priorities on Poor Conditions of Service As Indicated By Officials In the Ministry of Education In North Central State

Factors Considered	Priority of Reasons
a. Poor Salary Scale	1
b. Poor prospects for Promotion	1
c. Inadequate supply of teaching facilities	5
d. Lack of Accommodation	0
e. No prospects for further training	0
f. Too much extra-curricular activities	0

(c) Data on Social Status of Teachers:

The questionnaires sent to the people already discussed under conditions of service also contained questions on the social status of teachers. The responses are tabulated on Tables XII, XIII, and XIV.

As table XII shows three factors receive first priority as causes for resignation among the teachers who had resigned their appointments with the North Central State. These are low social status of teachers, misunderstanding with the authorities and Aspiration for further studies for better social status. Due to hard conditions of rural area and Indiscipline in schools are both ranked as third in the priority of reasons for their resignations.

TABLE XII

Order of Priorities on Social Factors Responsible for the Re-signation of Indigenous Teachers who resigned from North Central State 1960-71

Factors Involved	Priority of Reasons for Leaving
a. Low Social Status of Teachers	1
b. Misunderstanding with the Authorities	1
c. Due to hard conditions of rural area	3
d. Indiscipline in Schools	3
e. Due to bad relations among teachers	0
f. Aspiration for further studies for better social status.	1

Table XIII shows that three factors, low social status of teachers, misunderstanding with the authorities and Due to hard conditions of rural area receive the same top priority as possible reasons for resignation among Principals and teachers still serving in post primary institutions in the North Central State. Indiciplino in schools and due to bad relations among teac hers are ranked third in order of priority.

TABLE XIII

Order of Priorities on Social Factors as Indicated By Principals And Teachers in Government Post Primary Institutions In North Central State

Factors Involved	Priority of Reasons for Leaving
a. Low social status of teachers	1
b. Misunderstanding with the authorities	1
c. Due to hard conditions of rural area	1
d. Indiscipline in Schools	3
e. Due to bad relations among teachers	3
f. Aspiration for further studies for better social status.	1

As table XIV shows, the officials of the Ministry of Education, North Central State have the strong feeling that teachers resignation from teaching is due to hard conditions of rural area. Low social status of teachers, Indiscipline in schools and due to bad relations among teachers receive equal ranking as second in the order of priority.

Misunderstanding with the authorities receives a very low priority of only 5 among the officials.

TABLE XIV

Social Factors As Indicated by Officials In the Ministry of Education North Central State

	Factors Involved	Priority of Reasons for Leaving
a.	Low Social Status of Teachers	2
b.	Misunderstanding with the authorities	5
c.	Due to hard conditions of rural area	1
d.	Indiscipline in Schools	2
e.	Due to bad relations among teachers	2
f.	Aspiration for further studies for better social status	2

Tables XV, XVI and XVII show the order of priority indicated by the three groups of people interviewed in attempt to find out what Personal Reasons cause the resignation of teachers. Teachers who have resigned indicated that they took up teaching temporarily before another job opportunity due to lack of interest as in Table XV. Table XVI shows the indication of Principals and teachers still in the service that they might resign from teaching due to lack of interest in the job and family commitments. Officials in the Ministry of Education also indicate in their order of priority in table XVII that teachers resign because they lack interest in teaching.

TABLE XV

Personal Reasons as Indicated by Teachers who have resigned from North Central State

Reasons	Order of Priority
a. Due to lack of interest in the teaching profession	1
b. Due to family Commitments	0

TABLE XVI

Personal Reasons as Indicated By Principals and Teachers in Government Post Primary Institutions in North Central State

Reasons	Order of Priority
a. Due to lack of interest in the teaching profession	0
b. Due to family Commitments	1

TABLE XVII

Personal Reasons as Indicated By Officials in the Ministry of Education, North Central State

Reasons	Order of Priority
a. Due to lack of interest in the teaching profession	1
b. Due to family commitments	0

CHAPTER 5

DISCUSSION OF FINDINGS

5.00 The Merits and Demerits of the Policies of Recruitment:

(a) The Policy of Awarding Permanent Appointment:

A permanent appointment with the North Central State Ministry of Education offers the employee the prospect of a pension after retirement at the appropriate age. Such appointments are mostly offered to teachers of North Central State origin. Officers who are on permanent and pensionable appointments have been found to stand better chances of promotion especially if they have the appropriate qualifications. It is apparently the most desirable type of appointment among teachers but very few people who are not of North Central State origin are offered such appointments.

Permanent appointments do however have a period of probation of three years after which an officer is confirmed after passing a prescribed compulsory civil service examination. On the other hand the period of probation may be reduced to less than three years, but not less than one year, if at the discretion of the authority empowered to appoint the officer, the person concerned has had considerable previous public service/experience in a post of comparable status involving similar duties. Failure to pass the civil service examination may result in a probationary period being extended or the appointment terminated. Many teachers on permanent and pensionable appointments interviewed are wearied of the fact that the passing of the civil service examination is being used as pre-condition for confirmation and promotion. The fact also that the

Public Service Commission can decide to cut down the probationary period of certain officers to less than three years is viewed more as a device for intrique and injustice.

(b) Contract Appointment:

A contract appointment is given on year or month to month basis after which the contract is renewed if the officer desires an extension. He may be paid a contract allowance to compensate him for the lack of pension after retirement. A contract officer can be promoted to a higher post during his contract period, subject to clarification in a supplementary agreement other than that in the original contract terms.

Contract appointments were usually given to expatriate and some indigenous teachers. Promotions among contract officers are rare. The results of interviews show that contract appointments offered to indigenous teachers who are not of North Central State origin are usually a source of dissatisfaction, especially when contract allowances are not paid and promotion prospects break. Table X clearly shows that poor salary and poor prospects of promotion are among the chief reasons for the resignation of indigenous teachers.

(c) The Policy of Awarding Temporary or Daily Rated Appointments:

This type of appointment, usually offered to Higher School Certificate leavers alone, has many disadvantages. In the first place an individual is expected to serve for just nine months after which resignation is compulsory. The individuals concerned have no files in the

Ministry of Education and are not entitled to vehicle loans. Their salaries are daily rated which means that they are paid only for those days on which they work. Salaries of daily rated teachers are paid only on the last day of the month. They are neither entitled to leave nor leave grant. This type of appointment for H.S.C. leavers is not surprising because they are people who are at this stage not keen on permanent jobs as their primary ambition is to get to the University. Table VIII shows that this category of teachers has the highest record of attrition.

5.01 Priorities in the Appointment of Teachers:

(a) Priorities according to Qualifications of Teachers:

Graduates with Teaching Qualifications:

As Table I shows, this category of Teachers tops the list in the order of priority for appointment to teaching positions. This is because they are not only academically qualified in their different fields or teaching subjects, but they are also professionally trained to be teachers. By virtare of their professional qualification, graduates with teaching qualification have the technical know-how not only to impart their academic knowledge but also to cope with the many learning and socio-psychological problems that may be evident in individual students. The trained teacher is also more likely to remain in teaching for longer time because that is his profession, especially when he receives encouragement in the way of deserved promotions. But despite the importance attached to this category of teachers the number of Nigerians who join is few, compared to the

total number as seen in table VI. The possible reasons for this fewness of Nigerians is, as will be discussed later in detail in this chapter, Poor Conditions of Service and Low Social Status in the Teaching profession.

N.C.E. Teachers:

Teachers with the Nigerian Certificate of Education are second in the list of priority for recruitment as teachers in North Central State Government Post Primary Institutions (See Table I). This is because they are the next highly trained professionals in Education to Graduates with the teaching qualification. The belief is that a good number of N.C.E. teachers are industrious experienced and disciplined individuals who have toiled their way up in the educational ladder through the different teaching grades. N.C.E. teachers though employed as Assistant Education Officers have been found to be very suitable for teaching up to Form III in secondary schools especially as graduate teachers are rare.

Graduates without teaching qualification:

While it is a generally accepted fact that Graduates are most academically competent for teaching in post primary schools, it is also believed that their lack of the professional qualification makes them unqualified to recognise and cope with the classroom and socio-psychological problems that may reveal themselves in individual pupils. Secondly, experience has shown that graduates without qualification employed as Education Officers, tend to use teaching more as a stepping stone to other jobs, and rarely remain in teaching.

Their not remaining in teaching is also due to few chances of promotions especially if they fail to seek professional advancement by going for professional courses.

Grade I and II Teachers:

These categories of teachers do not receive any particular priority in Post Primary Institutions as they lack the academic education necessary for post primary teaching. They are however employed as the need arises to teach certain subjects like Hausa and Arabic.

(b) Priorities according to the places of origin of teachers.

Nigerians of North Central State Origin.

As Table II shows, indeginous teachers of North Central State origin receive first priority for appointment to post primary schools in North Central State. The results of questionnaires and interviews show that this group of teachers receives first priority because they come from North Central State. They are also believed as likely to be more stable being people working in their own State on permanent and pentionable appointments. However, the data on attrition in table VIII does not seem to reflect this assumption as some teachers of North Central State origin are also among the teachers who have resigned.

Nigerians of other States origin:

Nigerians of other states of origin as seen in table II are second in the order of priority for appointment as teachers in North Central State Post Primary Schools. They are preferred

because they are Nigerians working in their country. But like Nigerians of North Central State origin there is record of attrition among them. The results of questionnaires and interviews show that this group of teachers did not receive compensation in the way of contract allowances, though they were employed on contract. This will be discussed in detail later in this thesis under Conditions of Service.

Expatriates:

As this thesis is mainly concerned with attrition among indigenous teachers who are preferred for recruitment as teachers, expatriates will not be discussed in detail. But the results of interviews show that expatriates are employed not necessarily because they are more efficient, but because of the lack or the shortage of indigenous teachers.

5.02 The Establishment of Teachers by Qualifications by Nationality in North Central State 1968-1971.

(a) The Yearly Establishment of Indigenous teachers by Qualifications:

In discussing tables III, IV, V, VI and VII, no detailed discussion will be made about attrition of teachers during the period under study as attrition is dealt with more in detail under the Heading No. 5.03.

Table III shows that there was a total of two teachers who were graduates with teaching qualification at the end of 1968. The table shows too that there were 4 teachers without teaching qualification

and 9 N.C.E. teachers, while Grade I and Grade II teachers were two and six in number respectively. The number of Manual or Handwork Instructors and H.S.C. teachers at the end of 1968 is shown on the table as six and zero respectively. The table does not show any additions of teachers for that year while the differences in the numbers of teachers in columns two and four of the table are due to attrition shown on column three.

Table IV shows that three Graduates with teaching qualification were added to the number at the end of 1968 which were carried into 1969. This addition may have been due to new graduates joining the service in that category. As there is no record of attrition among graduates without teaching qualification in 1968, it does not appear as if the three additional graduates with teaching qualification who joined in 1969 were formerly in the service but had left in 1968 to acquire professional certificates or diplomas. The total number of Graduates with teaching qualification at the end of 1969 therefore remains at 14.

The addition in 1969 of Graduates without teaching qualification to the number of four that was carried from 1968 into 1969 is 100%. There was however an attrition of one in 1969 thereby reducing their total number to seven at the end of 1969. The addition of the four graduates without teaching qualification in 1969 may be explained in two ways. The four may have come either as fresh university graduates or they had been working elsewhere before deploying to North Central State.

The large increase of more that 100% of N.C.E. teachers in 1969 as can be observed in table IV is very significant. Infact the increase overshadows even the number of ten that left in 1968 as table III ·hreveals. This large increase in the number of N.C.E. teachers may be due to those joining post primary teaching after passing out of the Advanced Teachers' Colleges. One other reason for the increase is also due to deployment from other places in the country. The record of attrition among this category of teachers is only three in 1969, leaving their total number to be 18 at the end of the year.

In 1969 Grade I teachers as table IV shows also show an increase in number of 200% of their previous number of two in 1968. Their total number remains six at the end of 1969 because there was no attrition in that year. The growth in the number of this category of teachers may either be due to deployment from other places in the country or by returnees from Grade I teachers' courses. This numerical increase is, however, low. This may be due to the absence of any Grade I teachers colleges in the country which makes the training of such teachers in substantial numbers difficult. The only Grade I teachers colleges in the period were the Rural Science Schools which were then closed. Teachers had only the single option of taking GCE Courses to qualify as Grade I teachers. This was a long process for ambitious teachers, hence the low number of teachers in this category.

There was no additional Grade II teachers in 1969. The original number of six at the end of 1968 therefore remains the same. There

was however an attrition of two teachers in this category in the year 1969. The lack of any additional teachers in this category of teachers in this year shows how they do not receive any particular priority for teaching in post primary institutions because of their lower professional and academic standards when compared to Graduates, N.C.E. and Grade I teachers. Infact instead of a record of increase what is observable in the table is a record of attrition among Grade II teachers.

There is an increase of only one Mannual or Handwork Instructor in the year 1969 over their number of six at the end of the previous year as table IV shows. This little increase and the absence of any attrition among this category of teachers as the table also reveals may be due to the fact that technical instructors are rare in the country.

While there were no H.S.C. teachers remaining at the end of 1968, there was an addition of 29 in 1969. However, as the terms of employment of this category of teachers requires that they resign at the end of the ninth month after their employment their number at the end of 1969 is therefore zero.

Table V shows that the increase in the number of Graduate Teachers with teaching qualification in 1970 is more than 50%. The number therefore rises from 14 in 1969 to 22 in 1970. This increase may be due to the employment of graduates with teaching qualifications or deployment to North Central State from other States in Nigeria. There was no attrition in this category of teachers in [illegible] that year.

The number of Graduates without teaching qualification that was added was three as in table V. This brought to 10 their total number in 1970. The three who joined the service in that year are more likely to be fresh university graduates. As a result of the drop out of two graduates in 1970, the remaining number of graduates without teaching qualification in that year became eight.

It is striking to note in table V the large increase in the number of N.C.E. teachers in 1970. The rise is almost 100% of the number in the previous year. This swell from 18 in 1969 to 52 in 1970 may be accounted for by the increased enrolment of students in Advanced Teachers' Colleges which has given rise to increased output. The rise could also be due to deployment from other States.

Only one Grade I teacher was added in 1970. The lack of dropouts in 1970 leaves the number of teachers in this category at seven. It will be noted that since 1969, the number of Grade I teachers has been on the increase. This could be due to the reasons explained in the preceding paragraph that teachers at primary level aspire for greater status by using most of their time to read for further academic achievement. Their number remains seven at the end of 1970, as Table V shows.

There was no increase in the number of Grade II teachers in 1970.

There were no additions to the number of teachers who are Mannual or Handwork Instructors ih 1970, and no attrition in that year so that their number remains seven in the end of 1970.

The number of H.S.C. teachers in 1970 was 14. There was a reduction of 15 (more than 50%) of their previous number in 1969 when they

were 29.

Table VI shows the greatest number of increases in the number of teachers in almost all categories in the year 1971 when compared with previous years. There is for example a rise of 100% in the record of addition between 1970 (Table V) and 1971 of graduates with teaching qualification, of 100% among graduates without teaching qualification, and of about 60% of N.C.E. teachers. Also within the same period 1970 - 1971 can be observed on tables V and VI additions of 500% in the numbers of Grade I teachers, of 180% of Grade II teachers, of 100% Manmual or Handwork Instructors and of about 571% of H.S.C. teachers.

(b) <u>The Total Establishment of Teachers by Qualification by Nationality in North Central State, 1968-1971:</u>

Table VII which summarises the establishment of teachers by Qualification and Nationality during the period 1968-1971 gives rise to some interesting observations. In the first place the number of Nigerian graduates with qualifications dropped from 21 in 1968 to 14 in 1969. There is an increase of two teachers of North Central State origin in 1969 to bring their number to three between 1968 and 1969. There are two possible factors which can explain this fluctuating situation in the establishment of Indigenous teachers. One factor is the impact of the Nigerian crisis and civil war when there was the deployment and movements of many Nigerians to their states of origin during the period and following the creation of states. The rise from one to three among Nigerians of North Central State origin is

due either to the deployment or the recruitment of graduates arriving from overseas or from Nigerian Universities. These two factors could also explain the differences in figures among Nigerians without teaching qualification in 1968 and 1969 when the number of Nigerians of North Central State origin increased from one to five. There is on the other hand a drop by one among Nigerians of other State origin. Beside deaths and deployment to the State of origin of the individual dropouts concerned, resignation to pursue some course of study or take up a job with a company or another State is the other reason for the decrease.

While the impact of the Nigerian crisis and civil war seems to explain to some extent the fluctuation in the number of graduate teachers on the one hand, this does not seem to be so with expatriates on the other. The number of expatriate graduate teachers seems to increase steadily through the years. Infact there is a sudden swell in the number of expatriate graduate teachers of the two categories of more than double in 1971. The end of the civil war and the return of the country to peace may explain this rise. The end of the civil war may also explain the increase in the figures in 1970 and 1971 of Nigerian graduates and N.C.E. teachers of other States origin as Table VII shows following the return of peace thereby encouraging Nigerians to live together again in all parts of the country.

A more interesting observation in the statistics is the figures of Higher School Certificate leavers throughout 1968-1971. Their numbers in 1968, 1969 and 1970 is comparatively smaller than that in

1971. Infact their number in 1972 more than triples the one in the previous year. The cause of this situation is that during the civil war, there was mass recruitment of secondary school leavers in the officer cadre of the Nigerian Army so that this short cut to high status, though risky, attracted many young secondary as well as Higher School leavers into the Army. It was infact not uncommon for Higher School students to abandon their studies in the first year of their course to join the army, especially that Higher School Certificate results as from those years had continued to remain poor and had given rise to debate as to whether to keep on with Higher School Certificate courses and examinations or replace them with some other arrangements. Hence the opening of the Colleges of Arts and Science by some states like the North Central and North East.

The number of Higher School Certificate teachers in 1968 is the smallest. This was the first phase of the war when there was a rush for emergency recruitments and training for only six weeks or so of army officers. The increase in the number of this category of teachers in 1969 may be due to the fact that there were probably more secondary school eleavers that year than could be absorbed into the army at that time. The slum in the figure in 1970 may be due to more recruitment into the army in the last effort to finish the war, when some of the Higher School Certificate students who could not get into the army in 1969 finally left to join when the need arose. The army was at that time a shorter means to a higher standard of living than the four to five uncertain years of leaving to toil for a degree in a University.

The vast number of Higher School Certificate leavers in 1971 is obviously due to the fact that the war had ended and there was more limited demand for emergency recruitment into the Nigerian Army.

5.03 Causes of Attrition of Indigenous Teachers in North Central State:

A look at table VII shows that the figures are not cumulative. For example, there is a drop from 21 of indigenous teachers with teaching qualification in 1968 to 14 in 1969. There is also a drop in the number of Grade II teachers from six in 1968 to four in 1969 and 1970. The same is true of the figures for Manmual and Handwork Instructors and Higher School Certificate teachers whose numbers also dropped from seven in 1968 and 1969 to five in 1970, and from 29 in 1969 to 14 in 1970 respectively. These fluctuations in figures may be explained by factors like deployment, resignations, study leave, and deaths. Where there is a drop in the figures from the records of the previous year as table VII shows in some cases, it shows that there has obviously been drop outs. Table VIII on the other hand does not only take these cases of fluctating figures into account, but it is also based on actual records of resignations shown on the documents available in the Ministry of Education North Central State, Kaduna. In a situation where no serious effort was made to keep records of that nature in a meticulous way, the researcher used what was available on record bearing in mind certain facts. First that the rate of attrition among Nigerians from other State serving in North Central State has been found to be 15% annually (See page 1).

Secondly, that the wastage of qualified teachers in the then Northern Region of Nigerians (Indigenous teachers) was given as 6% per annum (page 6). Thirdly that the Banjo Commission in former Western Nigeria sums the problem of attrition from teaching up in the fact that Nigerians prefer to get out of the job (page 6). And lastly, that in the light of the above discussion, it is not the question of how significant the percentages or figures of attrition among teachers are, but why teachers leave teaching. This is an important point for investigation for the sake of continuety of staff in schools. In all previous researches which are similar to the present one, researchers had briefly touched on the causes of attrition among teachers. The real issues at stake therefore are the causes of teachers' attrition which this thesis is very rich in compared to previous works.

In 1969 there was a dropout of 50% of graduate teachers with teaching qualification. Since there was only one of them who was of North Central State origin, the likely thing is that most, if not all of those who left are Nigerians from other states. One possible explanation is the terms of employment which favours those of North Central State origin who are employed on permanent and pensionable basis with promotion prospects unlike other Nigerians who were employed on contract but were paid no contract allowances and had less hope for promotion. There was also a record of attrition of 6% of this category of teachers in 1971.

Graduates without teaching qualification show an attrition of 12.5% in 1969, 20% in 1970 and 5.7% in 1971. The reason for the attrition of this category of teachers is the fact that they prefer other jobs to teaching. Some of them leave to acquire professional teaching certificates.

The record of attrition for indigenous teachers with the Nigerian Certificate of Education is 50% in 1968, 18% in 1969 and 18% in 1970 • One reason for the attrition among this category of teachers is that there are fewer and slower chances of promotion and professional advancement among N.C.E. teachers than among graduates with teaching qualifications. This makes them aspire for greater professional recognition, security and promotion by seeking admission into the University for degree courses.

The dropout of two among Grade II teachers was probably due to the desire for higher academic achievement in an institution of higher learning.

The attrition among indigenous teachers who are Handwork or Mannual Instructors is 13% in 1968 and 40% in 1971. These teachers resign because of their demand in other places like industries or even higher institutions of learning.

The 100% attrition among H.S.C. teachers every year is in accordance with the terms of their employment which demand that they must resign after 9 months.

In discussing the data on causes of attrition of teachers, the causes have been divided into 3 major headings, namely:

(a) Poor Conditions of Service

(b) Social Factors

(c) Personal Reasons

Where the response is zero by any of the groups interviewed for any of the causes for attrition there is no discussion under the group sub-heading.

A. Poor Conditions of Service:

Tables IX, X and XI show the responses to questionnaires submitted to the 3 groups of people mentioned earlier and what they feel about the conditions of service for teachers.

1. (a) Response by Principals and Teachers in Schools:

Table X shows the response of teachers who are still on the job. Their responses show that poor salaries acount for the chief reason why teachers resign. The question asked in the questionnaires required them to indicate what factors were likely to cause their resignation as teachers. It was found out that majority of the teachers are still dissatisfied with their conditions of service. Even though they are being paid inducement allowances, these allowances do not compensate the teacher whose job is a 24 hour one. The teachers interviewed related inducement allowances to House Master's allowances which were at one time paid to teachers in the former Northern Region, but were later discontinued. Some of them felt strongly that the inducement allowances being paid to teachers at present could, like the House Masters' allowances, be discontinued at any time. Even the Adebo Salary Increases did not compensate the teacher at all, and the basic

structure for teachers' salaries still need to be looked into. A number of teachers explained about delay and unfair practices in the award of vehicle loans to enable them to buy cars, especially those of them with families. Teachers on contract are usually asked to apply for extension of their contracts when they apply for car loans. Frustration is caused not only in the delay, but also in the fact that even after they have applied for the extension of the contract from say one year to four years to enable them repay the loan, they may never hear anything at all about their request no matter how many times they go to the headquarters to pressurise those concerned. Sometimes they are told that either their files or the letters they wrote got lost in the headquarters. Cases of missing files are more frequent and more frustrating when they have to do with salary adjustments for those teachers whose salaries had been wrongly assessed.

On the question of vehicle loans the researcher discovered during the interview that teachers are usually discriminated against when it comes to priorities for the grant of loans. The Ministry of Finance usually feel that teachers are not touring officers and do not need vehicles without realising that beside the school Inspectors of Education who visit schools for the purposes of supervision, there are other teachers like the Gamesmasters and Career-masters whose duties could not be efficiently performed without adequate means of mobility. One of the teachers in the service who was interviewed and who is of North Central State origin said: "I was employed since 17th December, 1970. I have received no annual increment of salary. I am still on

temporary appointment. I applied for vehicle advance since last year 1971, but I was turned down " There are infact delays in getting appointments through for teachers in the Public Service Commission. Some teachers join the Government for more than one year but remain on temporary appointment because the Public Service Commission sometimes have to refer certain cases to the Ministry of Establishment for advice. And when such appointments come through the terms may not be satisfactory to the teacher. Teachers' frustrations and resignations are therefore not only caused by these delays, but also the unsatisfactory terms of appointments and compensation structures.

(b) Responses by Officials in the Ministry of Education:

The responses to questionnaires sent to officials in the Ministry of Education are shown in Table XI. Poor salary scale also receives top ranking among reasons for teachers' resignations among officials in the Ministry of Education. The results of questionnaires and interviews with officials in the Ministry of Education in the North Central State also reveal that teachers who are of North Central State origin are preferred for employment because they are more stable. Also Nigerians of other states of origin employed on contract between 1968 and 1971 were not paid contract allowances. One official said he attributed teachers' attrition from the profession to "the low social status of teachers as teachers have no other avenue of getting extra money i.e. "private practices." Another official stressed that "definitely

conditions of service are a genuine reason for discontent and they indicate over a long period that teachers are the poor brothers of the service."

2. Poor Prospects for Promotion:

(a) Views of Teachers Who have Resigned:

Table IX shows that teachers who have resigned from North Central State did so because of poor prospects for promotion. This reason ranks second to poor salary. According to one of the teachers who was interviewed, the prospects of promotion are generally slow for all teachers, but that it was more so for him as a Nigerian from another state working in the North Central State. He felt he should have been compensated by being paid a contract allowance since he wasnot entitled to pension after retirement and chose to seek employment where he could be compensated with greater financial returns. One of the resigned teachers of North Central State origin interviewed was a graduate without teaching qualification. When asked his own reasons for resignation he said he had resigned as a result of frustration and discouragement from the actions of some of those in authority which has led to some misunderstanding. He had worked for the government for two years within which he had witnessed what he called "unfair promotion practices." Among the unfair promotion practices identified by the interviewer were:

1. Promotion of his Classmates above him
2. Unnecessary warnings received from his employers
3. Insecurity in face of a bleak future.

The teachers who have resigned have given the following indications in

their new jobs. Inspite of the fact that they have resigned, they still love teaching. They claim to be more contented financially and they no longer worry about promotion. They also enjoy a better social status.

(b) Views of Principals and Teachers Still in the Service:

Table X shows the responses to questionnaires returned by teachers still in the service in Post Primary Institutions in the North Central State. They felt that promotion was inadequate in the teaching profession and rate it as a second reason in priority for teachers' resignations. A good number of them felt, when interviewed, thatthe unfairness in promotion practices was not only existing within the profession itself but also when compared with other professions in the sense that promotion is faster and more systematic in other sectors of government service such as administration than in the teaching profession. They did not object to being employed on probation for 3 years before they are confirmed or promoted after satisfactory service, but they complained against the fact that they are subjected to passing a compulsory Civil Service Examination as a precondition for confirmation or promotion. Some of them described the Civil Service Examination as an irrelevant device for teachers which top officials use as a pretext for intrigues and unfair promotion practices.

(c) Views of Ministry Officials:

Table XI shows that officials in the Ministry of Education are of the opinion that there exists side by side both unfair promotion procedures as well as actual lack of promotion procedures. It was found that there are in fact cases in which promotion is lacking. An example

was given to illustrate the fact that it was not possible for an NCE teacher who is working on contract basis and who is not subjected to any examinations or any of the other conditions for promotion to be promoted to the rank of say Education Officer within the period of say 5 years. Such an officer, would even before he has served for 3 years resign to look for other opportunities for further education or employment elsewhere. Other views were expressed to the effect that there was no unfairness in promotion as such within the profession as long as an officer fulfils the conditions for promotion. It was explained that there are in fact indigenous officers who are not of North Central State origin who are heading post primary schools, and this is because they merit it through their hardwork and satisfactory service. Able officers of North Central State origin are however encouraged by giving them responsibilities such as those of heading schools to attract more of them though some contract officers may be older and more experienced.

3. Inadequate Supply of Teaching Facilities:

(a) Views of Teachers who have resigned

Table X shows that inadequate supply of teaching facilities was the fourth reason for resignation as indicated by teachers who have resigned. But among those of them who were interviewed, financial considerations were more of an important reason than this.

(b) Views of Principals and Teachers still in the Service:

Teachers still in service who returned their questionnaires thought that this reason could be one of their reasons for resigning from teaching and also gave it a first priority. (See Table X).

According to some of them, the government appears to equip some schools more than others. This inadequate supply of equipment in some schools, puts the teachers in a difficult position, not only with the students in the classroom but also with the Public in terms of external examinations results and effective teaching. Also new institutions unfairly receive very small equipment votes.

Although none of the teachers who resigned or ministry officials felt that the number of periods assigned for teaching per a week was a cause for resignation, teachers still in the service in the North Central State Government Post Primary Institutions felt that the teaching load assigned to them was too heavy and could be a possible cause for resignation. Their complaint was that some schools are more staffed than others. The time-table in some of the schools showed that there are teachers who teach as many as 32 lessons per a week. A Mathematics teachers who teaches 30 periods a week, found it easier to manage with 30 periods in his subject than a subject like physics or chemistry in which the teacher would spend much time in the laboratory preparing for experiments to demonstrate successfully to students and at the same time prepare to teach. This situation is much worse in new schools with inadequate equipment like laboratories where teachers can only teach the theoretical part of these subjects. The mathematics teacher does practice solving the problems himself to demonstrate examples to the students, but a lot of the remaining work could be left to the students under the supervision of the classroom teacher. Much prostest and criticism came especially from the English language and

History teachers. An English teacher who teaches as many as 32 lessons a week said that one of the reasons why students do not do wall in the subject even though it is a compulsory subject with more teaching periods a day is due to the fact that the teachers are so heavily loaded with periods that they lack enough time to correct pupils' work and help them more efficiently. The task of the teacher which involves other activities, makes it more dfficult for the language teacher to help the students as much as wished. According to a History teacher, the teaching of the subject involves wide reading of journals and other books, especially at the upper forms, thereby making it difficult for a teacher who teaches as many as 25 lessons a week to drill pupils efficiently in essay writing particularly in large classes. One reason for this overload of teaching assignment which disturbs many teachers is that the shortage of teachers in certain subjects in many schools makes Principals assign to teachers subjects that they have very limited knowledge of. It was not uncommon to find a graduate teacher whose specialization is in Bio-chemistry being sent to a school where there is already a Biology and a Chemistry teacher, but because his field is Science he is assigned to teach Mathematics. This inappropriate assignment of subjects makes teachers feel that they are not making good use of the knowledge they take pride in and lead to frustration and a search for other venue for more appropriate use of their knowledge. This happens especially when they appear incompetent to their pupils.

Investigations reveal that one ofthe reasons for the assignment of so many lessons to some teachers is the fact that some teachers,

especially expatriate contract officers, leave the service at short notice, often before the expiration of their contract, and create problems. This, coupled with the fact that teachers are generally scarce because of the unattractiveness of the profession, contributes to this problem of overload of subjects and inappropriate assignment of subjects.

(c) Views of Ministry Officials:

Officials in the Ministry of Education, North Central State Kaduna, assert that they try as much as possible to satisfy or meet the needs of all the schools. In Table XI they give this factor a low rating of fifth cause for teachers resignation. But that the need varies from one school to another depending on the location and population of the schools. For example, a school located in a town like Zaria where there is public transport has less need for a school lorry than a school located in Mani in Katsina Province. As such, the government develop priorities on the basis of their limited resources. Bigger schools with larger students population receive greater equipment allocations.

4. Lack of Accommodation:

(a) View of Teachers who have Resigned:

Table IX shows that lack of appropriate accommodation was responsible for some teachers' resignation. This reason receives only rating as a cause for some teachers' resignation. This reason receives only a fourth rating among the priority of reasons for resignation. Those concerned were not available for discussion during interview.

(b) Views of Principals and Teachers Still in the Service:

... shows the feeling among teachers still in service that the

lack of accommodation could be one of their possible reasons for resignation. They rank it as a second possible reasons for their resignation. Speaking to some of these teachers, it was found out that accommodation in the rural areas is infact a serious problem in that it is either lacking and so difficult to get or that it is not usually good enough, and the government does not provide allowance for accommodation.

(c) Views of Ministry Officials:

During interview with some officials in the Ministry of Education it was explained that accommodation is actually a problem for teachers. In certain towns, government accommodation is usually in the Government Reservation Areasto which all government officers are entitled. But that the administration of such houses is not under the control of Principals of schools but under administrative officers who have their own types of priorities for the allocation of quarters. The problem of teachers is even more acute now with the expansion of schools and the taking over of the former Voluntary Agencies Schools by the government.

5. No Prospects for further Training:

(a) Views of Teachers who have Resigned:

Table IX indicates that teachers who have left teaching under North Central State feel that one of their reasons for leaving was that they had no prospects for further training, and this reason is given third rating. But among those of them who were available for interview none of them resigned because there was no prospect for further training.

(b) Views of Principals and Teachers Still in the Service:

Interview with those teachers still in the service revealed that those of them who are graduate teachers with teaching qualifications do wish they could have an opportunity for further training, and preferably with pay. But the sort of further training the government wish should not exceed one year. For example, a graduate without teaching qualfications who wished to obtain a professional certificate in education such as a Post Graduate Certificate of Education could be sponsored by the government with pay. But a graduate with teaching qualification who wishes to pursue a Master's Degree course would rather be advised to apply for a scholarship and take a study leave without pay if the course is more than one calendar year.

(c) Views of Ministry Officials:

Speaking to some of the officials in the Ministry of Education it was confirmed that the government does encourage professional improvement for teachers by sponsoring them for Inservice Courses with pay. For example, indigenous teachers working under the North Central State Government receive sponsorship with pay for the Sandwich Course in Education at the Ahmadu Bello University, irrespective of their types of appointments.

6. Too Much Extra-curricular Activities:

Teachers in the service in the North Central State post primary institutions feel that too much extra-curricular activities could be a possible cause for their resignation. They give this factor a third rating in Table X. Teaching extends beyond the classroom.

The teacher is expected not only to teach normal class lessons but also to supervise students in at least one of the clubs or societies in the school. In addition the teacher is expected to be on duty on certain days when it is his turn as Duty Master. On Saturdays, the teacher as House Master is expected to be present at House Inspection when the Principal of the school goes round. As a House Master, the teacher could also be called upon at any time of the day or night to take a very sick student to the hospital. The teacher is not only expected to teach his subject and give examination, but he is also expected to calculate average to rank the pupils in the class in which he is Form-Master. As Form-Master, the teacher is also expected to use the examinations results in relation to other environmental factors to counsel and encourage students towards greater achievements. All these functions are expected to be performed in the prevailing circumstances of the poor conditions of service already discussed.

B. Social Factors:

Social factors also received consideration as a cause for teachers' attrition as Tables XII, XIII, XIV and XV show.

(1) Low Social Status of Teachers:

(a) Views of Teachers who have Resigned:

Table XII shows that Teachers who have resigned from North Central State rate the low social status of teachers as the first factor for their resignation. But those who felt so were not available for interview and those interviewed did not attribute their resignations to the low social status of teachers.

(b) Views of Principals and Teachers Still in the Service:

Table XIII on the other hand shows that teachers still in the service felt that teachers' low status does have an effect on them and could be a possible cause for their resignation. They rate it first among the priority of reasons for resignation. The first evidence of low social status pointed out by one of the teachers with whom discussions were held in one of the schools wasthe type of staff-room in which the teachers were occupying. There was seen two rows of long desks in which the teachers are facing each other with their piles of books. There is a contrast between a staff-room and the carpetted and well furnished offices of the Army Officer or Divisional Officer with whom the teacher was at one time a classmate. Another teacher during interview compared the low earnings of the teacher to the higher earnings of a company sales manager who at the same time stands a good chance of getting extra money from private sources like in personal business. As a civil servant the teacher must not engage in business. These facts do give a teacher a lower public regard despite his academic qualification. Another point is the arrogant and contemptuous treatment teachers receive from negligent senior and junior administrative staff when they go to attend to official matters affecting them in the Headquarters.

Further investigation show that beside the low social status of the teacher in the public, there is the other aspect of teacher status within the schools. The graduate teacher in school, receives

greater respect even from the Public, because he rides a car and occupies a bigger house than his fellow NCE or Grade I and Grade II teachers. This social factor and the difference in salary motivates the NCE teacher for example to aspire for further education, either for professional advancement or for social status, Some NCE and other grades of teachers never return to the classroom after further training. Instead they take up administrative and managerial appointments in government or firms.

(c) Views of Ministry Officials:

This group of interviewees also agree that the social status of teachers is low, and rank it as a second cause for resignation among teachers. However the views aired by those discussions were held with expressed similar opinions as those already discussed under 1(b) above.

(2) Due to Hard Condtions of Rural Area:

(a) Views of Teachers Who have Resigned:

Among the teachers who have resigned, hard conditions of rural area receive a lower rating of third (Table XII) among the priority of reasons for their resignation. All those interviewed felt they could have endured the rural area if they were paid better salary and given car loans for easy mobility to get out of the frustration of the rural area when free to do so.

(b) Views of Principals and Teachers Still in the Service:

Table XIII shows that teachers still in the service feel that

their resignation could be caused as a result of their being posted to a rural area and rank it first among reasons. Those of them interviewed were of the opinion that the Ministry of Education does not post teachers in a fair way. Instead of giving each teacher a chance to stay in an urban area after a few years in rural area, the Ministry of Education receives dictations from some expatriate teachers to keep them permanently in urban areas. The lukewarm attitude of officials in the headquarters in acting promptly on staff matters like the other of the desired types of appointments and salary adjustments, thereby forcing such teachers to travel from far away in the rural areas to the headquarters before their matters are considered, is one reason for teachers not liking to work in the rural areas. The problem is even more frustrating when the reluctant attitude of the government to grant car loans to teachers is taken into account.

(c) Views of Ministry Officials:

As in Table XIV., officials in the Ministry of Education, North Central State of Nigeria feel that the hard conditions of the rural area are the strongest reason for teachers' resignation and they give it first priority among the different factors. They are of the opinion that young school leavers are anxious to enjoy life and show unwillingness to work in rural areas. The slowness of officials in acting on staff matters are usually not entirely

their fault, but as a result of the unfortunate redtape and administrative bottlenecks between the Ministry and other government departments like the Public Service Commission and the Ministry of Establishment earlier discussed.

(3) Indiscipline In Schools:

(a) Views of Resigned Teachers:

In Table XII the teachers who resigned regarded the problem of indiscipline in schools as a cuase for their resignation. They rate it third among the priorities of reasons. Among the patterns of indiscipline in schools explained by those interviewed is the attititude of some Principals to disciplining students. There are cases when Teachers had been insulted by students but the Principals had treated such matters very lightly by not punishing or even warning the students concerned because they are children of some influential people. This lack of support on the part of such Principals frustrates some teachers and leads to attrition.

(b) Views of Principals and Teachers Still in The Service:

This group rates indiscipline as third among reasons for resignation. One form of indiscipline expressed is the fact that some students refuse to learn. In the classroom, they would neither listen nor allow other willing pupils to do so. Such behaviour is attributed to drug addiction and alcoholism which are now rampant in our schools. It frustrates teachers in their efforts to help students learn and may lead to attrition. And when such students are taken to the Advisory Board by the Principal and recommended

for dismissal, the students may either be sent to another school by the Ministry of Education or the Principal is ordered to readmit them back.

(c) Views of Ministry Officials:

Some students show utter disrespect for their teachers, especially female teachers teaching in boys schools where some female teachers dress in rather obscene and unprofessional way. One of the reasons for such behaviour, explained one official, is not only because of drug addiction but also because of the teacher's poor financial and material position compared to the influential families of some students. As Table XIV shows the Ministry attaches much importance to students indiscipline and rank it second among reasons for frustration in teachers.

(4) Misunderstanding With the Authorities:

(a) Views of Teachers Who have Resigned:

Misunderstanding with the authorities appear to have caused the resignations of the teachers who resigned their appointments, as Table XII shows this as a major priority reason. The actual issues causing misunderstanding with the authorities, according to what was gathered from interviews with the teachers are those concerned with poor salary scales, promotions, inadequate supply of teaching facilitiesand accommodation as earlier discussed under conditions of service in section A.

(b) Views of Principals and Teachers Still in the Service:

Table XIII shows that misunderstanding with the authorities is a very strong reason for teachers' resignation. While the view expressed by this group are not much different from those of the teachers who have resigned, inspectors from the Headquarters hold different view.

(c) Views of Ministry Officials:

This factor receives the strongest priority of first among the priority of reasons causing teachers' resignation. The Ministry is doing its best, apparently. Some officials in the Ministry of Education are of the opinion that some of the powers that be do not seem to appreciate the change in time when sound academic achievement and merit in service as well as duration of service rather than the politics of linkage or barely productive long years of service should be the basis for promotion.

(5) Views of Ministry Officials:

As on Table XIV, officials in the Ministry of Education feel that bad relations among teachers causes resignation, and they rank this as second in their priority of reasons. Their views agreed with those expressed by teachers in some schools do not cooperate with each other. The ethnic composition in our society at times contributes to the development of cliques of staff on tribal basis which may lead to distrust and bad feelings of suspicion. This could make it difficult for teachers to work together on inter-departmental basis. For example, the Physics, Chemistry and Biology teacher, though they belong to the same branch of knowledge, may fail to work together and share new experience because of some ethnic schism. In large schools, this may prevent cooperation

between the games master and other staff as the former cannot do all the daily supervision of games.

(6) Aspiration for Further Studies for Better Social Status:

(a) Views of Teachers who have Resigned.

This factor receives the strongest priority of first among the reasons as seen in Table XII. This reason seems to be more true of N.C.E. teachers as earlier discussed. It was also found to be true of Graduates without qualification who like the N.C.E. teachers need further academic qualifications for greater social and professional recognition or resign to look for more lucrative jobs.

(b) Views of Principals and Teachers Still in the Service.

Table XIII shows that this factor is in first priority among the reasons for resignation as indicated by teachers still in the service. The teachers expressed bitterness on the idea of having to work for one or two years by compulsion before they apply for admission into the university for dog ee courses even when admission into the university for degree courses even when admission was possible immediately after they leave the Advanced Teachers' College. Their opinion is that the problem of the shortage of teachers could be better tackled by looking into the basic factors that make teaching unattractive to most people and correcting such factors than by making them the scape goats. Furstration it appears starts right from here and it is augmented by the donkey work in the teaching profession so that

every possibility of getting out of teaching is readily explored even before graduation from the university on the part of N.C.E. teachers.

(c) Views of Ministry Officials:

The response of Ministry Officials shows that aspiration for further studies for better social status receives a second priority rating as a cause for teachers attrition. Their opinion is similar to those already expressed in respect of N.C.E. and graduates without teaching qualification. It is also a matter of policy to encourage N.S.C. teachers to go for degree courses by forcing them to resign at a specific time.

C. Personal Reasons Causing Teachers' Attrition

(1) Due to Lack of Interest in the Teaching Profession:

(a) Views of Teachers who have Resigned:

In Table XV, the response of teachers who have resigned from teaching shows that lack of interest was a strong reason for the resignation of some of the teachers. This feeling was found to be more true of the graduates without teaching qualification. This lack of interest was found not to be unconnected with conditions of service of teachers. Teachers with teaching qualification who had resigned were found to have taken teaching appointments in places where the financial returns were more satisfactory.

(b) Views of Ministry Officials:

Table XVII shows the response of Officials in the North Central State Ministry of Education. They give lack of interest

in teaching a first priority among personal causes of teachers' resignations. During interview with some of these officials it was found out that a vocation to teaching requires self-sacrifice and effort. This lack of dedication and interest has often indicated the lack of a vocation to teaching.

(2) Due to Family Commitments:

Table XVI shows the response of Principals and teachers still in the service who feel that family circumstances could be a cause for their resignation. Unfortunate family circumstances to make teachers resign from teaching in order to work nearer home. For example, a Nigerian, say from South Eastern State might resign teaching under the North Central State and return to work near home to take care of aged parents and encourage the younger brothers and sisters on the death of the only brother who took care of the parents. Also a married woman would be expected to resign her appointment because her husband has been transferred from where they worked to another station. The same thing is true in the case of an unmarried girl who decides to get married and live with her husband who is working outside the North Central State.

CHAPTER 6

OBSERVATIONS AND RECOMMENDATIONS

From the findings, there is evidence that recruitment policies for teachers do affect their retention. The policy of awarding permanent appointments, for example, promises pension after retirement at the appropriate age. There is also the prospect of promotion for people on this type of appointment. The security in permanent appointments therefore helps retain teachers in the job.

The attrition of teachers among indigenous contract officers is higher especially when contract allowances are not paid as in the period 1968-1971. The policy of awarding Daily Rated or Temporary appointment especially to Higher School Certificate leavers specifying the period of resignation shows the high rate of attrition among this category of teachers. It is clear too from the findings that despite the priorities in the policies of recruitment for the different categories of teachers, the rate of attrition depends more on the types of appointments. The findings also reveal that beside the direct effects of the policies of recruitment on the retention of teachers there are other factors like Conditions of Service, Social Factors and Personal Reasons. The instability of teachers due to attrition in Post Primary Schools in the North Central State affects adversely the school curriculum, discipline,

academic standard and quality of our education. At this time when the North Central State .s giving emphasis to the expansion of post primary education efforts hould be madeto attract and retain teachers in the profession. If positive measures are not taken to avoid the attrition of teachers from our schools, the Universal Primary Education which the Federal Government plans for 1976 will suffer. If Universal Primary Education becomes free and compulsory in 1979 as planned, it will demand a vast expansion of post primary institutions. This will mean a great need for teachers to staff the new institutions. Discontinuety in the present staffing situation calls for greater precaution , if further plans are to succeed.

1) It is recommended therefore that if indigenous teachers cannot be employed on permanent basis contract allowances should be paid to them when they have to be employed on contract.

2) Now thatthe school year has been changed to line up with the University academic year to enable Secondary School Leavers (H.S.C.) not to wait as long as 9 months before going to the University, a one year post secondary programme should be introduced to train secondary school leavers as teachers.

3) The policy of giving N.C.E. teachers the second priority in employment should be reviewed if not discarded as many of them leave for the University. Since some of the N.C.E. teachers

never return to teaching even after graduation. Inservice training by paying their salaries while in the University should be awarded to them in order to attract them back to teaching.

4) Qualified indigenous teachers of other states' origin working in the North Central State, who have been proved to be dedicated teachers during some years of service should be considered for permanent appointments.

5) Good accommodation should be provided for teachers especially in rural areas whereit doesnot exist or a Housing Allowance be paid to them to enable them rent their own houses.

6) Vehicle Loans should be given to all teachers particularly those from rural areas. Some teachers have families who may have to be taken to hospitals outside the officer's station.

7) The teacher's work is a 24-hour one in which he is expected to supervise games, attend to clubs and societies and to prepare his lessons after the normal class lessons. In addition teachers' freedom to relax after lessons is taxed not only by the duties already mentioned but also by the fact that they have to be the Duty Masters from time to time. Also as a House Master or Duty Master, the teacher is expected to carry suddenly - taken - sick students to hospital, even if this happens at midnight. This is even more in schools where there is no school vehicle. Despite all these duties, the teacher receives no compensation outside his normal

salary. As House Master or Form Master the teacher is expected to work hand in hand with the Guidance Teacher in counseling mentally or emotionally maladjusted problem children in the school. House Master's allowances should therefore be paid to teachers as the case was in the defunct Northern Region of Nigeria. The Guidance Teachers who play such an important tole in the present Comprehensive System of Education in the State should also receive some allowances in order to encourage them.

8) Delays in the offer of appointments adjustment of salaries and the granting of vehicles loans to teachers should be avoided. This could be done by leaving the responsibility of the employment and the fixing of salaries of teachers entirely to the Ministry of Education instead of the Public Service Commission and the Ministry of Establishment. Also, the Ministry of Education or newly created Board of Education should attend not only to the employment of teachers, but also to the granting of vehicle loans and Housing of teachers. By leaving Housing to a Board of Education the discriminatory practice by DOs in the allocation of quarters would be avoided. This will remove the bottlenecks and red-tapes between the administration and the professionals which cause delays and frustration for both the Ministry of Education and Teachers.

9) The social status of teachers can be raised only by improving the conditions of service of teachers - better salaries and better

accommodation in order to compare favourably with conditions of service in the firms in order to keep teachers from drifting from the profession.

10) Adequate and rapid promotion procedures for indigenous teachers should be devised to bring them in line with those in the administration. Experience has shown that a graduate who joins administration stands a better chance of systematic and rapid promotion than his classmate who joins the teaching profession. Also the habit of employing expatriate teachers from abroad at higher grades to supercede serving indigenous teachers should be discouraged. Rather indigenous teachers should be encouraged to remain in the profession through fair promotion practices.

11) Newly employed teachers should be sent to rural areas for at least two years as it will be difficult to get anyone who has been used to the facilities in the urban areas to feel comfortable in the rural area when transferred there after some years of work in an urban area.

12) Lastly, it is recommended that a proper record keeping system on Employment and Resignations on the part of the Ministry of Education be kept in order to help researchers conduct research more confidently.

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APPENDIX A

QUESTIONNAIRE FOR OFFICIALS IN THE PUBLIC SERVICE

Commission and the Ministry of Establishment:

1. From which of the following sources do you recruit your teachers for Post Primary Schools. Number in descending order according to the source which supplies the greatest number of teachers.

a. Nigerian Universities

b. Overseas Universities

c. Nigerian Teachers' Colleges

d. Overseas Teachers' College

e. Other Sources

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2. Which of the following qualifications apply in your recruitment policies for teachers in Post Primary School? Number them according to your priorities.

a. Graduates without teaching qualification

b. Graduates with teaching qualif

c. N.C.E.

d. Grade I Teachers

e. Grade II Teachers

f. H.S.C.

3. Which of the following do you employ on Contract basis?

a. Nigerians of North Central State origin.

b. Nigerian of other States origin.

c. Expatriates

4. Did you award contract allowances to any of the following between 1968 and 1971? Indicate with a tick (✓) which group if the answer is yes.

a. Nigerians of North Central State origin.

b. Nigerians of other State origin.

c. Expatriates

5. Which of the following do you employ on permanent and Pensionable terms? Underline.

a. Nigerians of other States origin

b. Nigerians of North Central State origin.

c. Expatriates

6. Which of the following are more readily available for recruitment? Number according to easy availability:

a. Nigerians of North Central State origin

b. Ngierians from other States origin.

c. Expatriates.

APPENDIX B

Questionnaire for Officials in the Ministry of Education

North Central State

Part I:

A. Which of the following do you prefer to have as teachers in your Post Primary Schools? Number according to priority?

a. Nigerians of other States origin

b. Nigerians of North Central State origin

c. Expatriates

B. Which one of these are more stable in teaching? Number in descending order.

a. Expatriates

b. Nigerians of other States origin

c. Nigerians of other States origin

d. Nigerians of North Central State origin

Part II:

The following are possible reasons for teachers leaving the Teaching Profession for other jobs in or outside North Central State. Number in descending order their degree of seriousnessin causing teachers' resignations.

1. Poor Condtions of Service:

a. Poor Salary Scale

b. Poor Prospects for Promotion

c. Inadequate Supply of Teaching Facilities

d. Lack of Accommodation

e. No Prospects for Further Training

f. Too much extra-curricular activities

2. Social Factors

a. Low social status of Teachers

b. Misunderstanding with the authorities

c. Due to hard conditions of rural area

d. Indiscipline in Schools

e. Due to bad relations among teachers

f. Aspiration for further studies for better social status.

3. Personal Reasons

a. Due to lack of interest in the teaching profession

b. Due to family commitments

Additional Comments:

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APPENDIX C

A. Questionnaire for Teachers Who have Resigned.

1. Adress only _____

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2. State of Origin _____

3. Marital Status _____

4. No. of Children _____

5. Date of Teaching Appointment with North Central State

_____ 19 ___ to _____ 19 _____

6. Last Salary per annum ₦_____ K_____

7. Present Occupation/Post _____

Employer, State which.

a. State Government _____

b. Other Organization _____

c. DATE of New Appointment _____ 19 _____

d. Present Salary per annum ₦ _____ K _____

e. Is new job a teaching job? _____

B. The folowing are possible reasons for your resignation from Teaching. Number them according to their degree of seriousness in causing your resignation.

1. Poor Conditions of Service

   a. Poor Salary Scale

   b. Poor prospects for promotion

   c. Inadequate supply of Teaching Facilities

   d. Lack of Accommodation

   e. No prospects for further training

   f. Too much extra-curricular activities

2. Social Factors

   a. Low social status of Teachers

   b. Misunderstanding with the authorities

   c. Due to hard conditions of rural area

   d. Indiscipline in Schools

   e. Due to bad relations among teachers

   f. Aspiration for further studies for better social status.

3. Personal Reasons

   a. Due to lack of interest in the teaching profession

   b. Due to family commitments.

Additional Comments:

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APPENDIX D

Questionnaire for Principals and Teachers of Post-Primary Institutions in the North Central State:

The following are possible reasons for teachers leaving the Teaching Profession for otherjobs in or outside North Central State. Number in descending orders which reasons are likely to cause your resignation.

1. Poor Conditions of Service
   a. Poor Salary Scale
   b. Poor prospects for promotion
   c. Inadequate supply of Teaching Facilities
   d. Lack of Accommodation
   e. No prospects for further training
   f. Too much extra-curricular activities
2. Social Factors
   a. Low social status of Teachers
   b. Misunderstanding with the authorities
   c. Due to hard conditions of rural area
   d. Indiscipline in Schools
   e. Due to bad relations among teachers
   f. Aspiration for further studies for better social status.
3. Personal Reasons
   a. Due to lack of interest in the teaching profession
   b. Due to family commitments.

Additional Comments:

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(Specimen) APPENDIX E

Con. 40
(Pensionable Appointment)

LETTER OF OFFER OF PENSIONABLE APTOINTMENT

Ref. No. .....

.....Department

..... 19 .....

Sir,

I have the honour to convey to you an offer of appointment as ..... on a salary of £..... per annum in the scale of £.....

2. Your appointment would be subject to the following conditions:-

(i) That you pass a medical examination conducted by a Government Medical Officer as to your fitness for employment in the Government Service, and submit to vaccination against smallpox or produce evidence that you have been successfully vaccinated against smallpox.

(ii) That you produce a certificate of your bith or, if this be unprocurable, satisfactory evide ce in writin, as to your age.

(iii) That you serve on probation for three years or for such longer period as may be deemed advisable.

(iv) That, within your probationary period, if it is established to the satisfaction of the governor that you are not qualified for efficient service, your appointment may be terminated at any time without any compensation other than a passage, for yourself

only, to the place from which you were engaged; such a passage will be granted only if your conduct has been good and will lapse if not claimed within two months of the date of the termination of your appointment.

(v) That, while you remain on probation, unless you are summarily dismissed, your engagement may at any time be terminated by you or by Government subject to one calendar month's notice or, with the consent of Government, by the payment of a month's salary in lieu of notice.

(vii) That you will be subject, in all respects, to all conditions of service stipulated in the General Orders and other Government regulations and instructions.

(viii) That so long as you remain in the Public Service, you will be liable to be employed in any part of the North Central State of Nigeria.

That you will sign the form of acceptance, the agreement and the declaration overlead and return them to me through . . . . . .

3. Should you be prepared to accept the appointment on these conditions, I am to request that you report for duty to .....
..... at your earliest convenience.

I have the honour to be,

Sir,
Your obedient servant,

.....
Head of Department.

To . . . . . .

. . . . . .

. . . . . .

I am prepared to accept appointment on the conditions stated overleaf,

. . . . . .
Signature

Date..... 19.....

.....
Witness to Signature

AGREEMENT

I, ... of .....in consideration of my appointment to the office of ..... in the ..... Department, do hereby agree that I will at no time demand my discharge from nor, without the permission of Government, leave the service until a full month has elapsed from the date of my giving written notice to the Head of the Department in which I may be serving of my desire to leave, and I agree/to perform any duties in the Department which the Head of Department may require me to perform. If against the tenor of this agreement I should leave the service before the expiration of one month from the date when I may have given notice as aforesaid, then I agreeand bind myself to pay to the Government a sum of money equal to the full amount I may have received as salary forthe month next preceding that in which I may so leave.

.....
Witness to Sign

.... 19 ....
Occupation/Rank of Witness

DECLARATION

I, ... do solemly and sincerely promise that I will not directly or indirectly reveal, except to a person to whom it is in the interest ofthe Government to communicate, any article, note, document or information which has been or shall be entrusted to me in confidence by any person holding office under North Central State Government or the Nigeria Government or which I may obtain in the course of the work which I perform, and I will, further, during the continuance of this work exercise due care and diligence to prevent the knowledge of such article, note, or information being communicated to any person against the interest of the Government. I realise that failure on my part to keep these promises renders me liable to imprisonment under the Official Secrets Ordinance, 1941, and that the obligation of secrecy imposed upon me by that Ordinance will continue after I have left the Government Service.

.....
Witness to Signature

.....
Signature

.....
Occupation/Rank of Witness

.....19.....

APPENDIX F GEN. 44

NORTH CENTRAL STATE OF NIGERIA
CONTRACT AGREEMENT - INDIGENOUS OFFICERS

AGREEMENT made the ..... day of ..... 19.....
Between the Secretary, Public Service Commission, acting on behalf of the Government of the North Central State of Nigeria (hereinafter called "the Government"), and..... .....

.....

.....
(hereinafter called the "person engaged").

1. The person engaged having proceeding to the North-Central State of Nigeria (hereinafter called the State) when directed by the Secretary, Public Service Commission, and undertakes that he will there diligently and faithfully perform the duties of a

..... for the term of engagement, and will act in all respects according to the instructions or directions given to him by the Government through the Head of his Department or other duly authorised officers. In this agreement the expression "Head of his Department" shall include the person for the time being acting as Head of such Department.

2. The salary of the office is at the rate of .....

pounds (£.....) a year rising by annual increments as in Scale.....

3. This Agreement is subject to the conditions set forth in the Schedule hereto annexed, and the Schedule shall be read and construed as a part of the Agreement.

4. The Secretary, Public Service Commission, shall not be in any way personally liable for anything arising out of this Agreement.

As witness our hands the day and year above written.

Signed by.....
Secretary, Public Service
Commission

Form Gen. 44 continued....

Signed by.....

in the presence of

Of Witness { Signature..... Address..... Occupation.....

SCHEDULE

Term of Engagement:

1. The term of the engagement of the person engaged is ..... years services, commencing from..... which term may be extended as provided for in Clause 9.

Duties:

2. The duties of the person engaged shall include the usual duties of the office in which he is engaged, and any other suitable duties which the Government may call upon him to perform. The person engaged shall occupy himself in such manner as the Government, through its duly authorised officers, shall direct, and he shall not, either directly or indirectly, engage or be concerned in any other service or business whatsoever or receive commisions or profits of any kind, but shall devote the whole of his timeand attention to the service of the Government and shall use his utmost exertions to promote the interests of the Government. He shall conform and be subject to the General or Standing Orders of the Governmentfor the time being in force in so far as the same are applicable.

Salary:

3. (1) Full salary will begin from the date on which the person engaged assumed duty in the State.

(2) Increments of salary, if any, will be reckoned as from .....but no increment will be granted unless the efficiency, conduct and doligence of the person engaged during the year immediately preceding have been approved. The evidence of such approval shall be a certificate signed by the Head of his Department, (countersigned by the Governor or by such Officer as he may designate for the purpose).

(3) The salary of the person engaged may be liable to deductions under Clause 8.

Free transport facilities and travelling allowances:

4. The person engaged shall be eligible for free transport facilities for himself and his family in accordance with General Orders or Government Regulations at the time in force.

Ill-health:

5. (1) If the person engaged shall be compelled by reason of ill-health (not caused by his own misconduct) to resign his office, or if any, any time it shall be certified by a duly qualfied medical officer employed by the Government, that he is incapable by reason of any infirmity of mind or body of rendering further efficient service to the Government in the State the Government shall pay him such salary as may be due up to the date ofsuch resignation or certificate.

(2) A certificate signed by a duly qualified medical officer employed by the Government shall be conclusive evidence on the question whether or not the person engaged was compelled to resign his office by reason of ill-health within the meaning of this clause.

Dismissal:

6. If the person engaged shall at any time neglect or refuse or from any cause (excepting ill-health not caused by his own misconduct, as provided in Clause 5) become unable to perform any of his duties or to comply with any order, or shall disclose any information respecting the affairs of the Government to any unauthorised person, or shall in any manner misconduct himself, the Government may dismiss him, and on such dismissal all rights and advantages reserved to him by this Agreement shall cease.

Determination of Engagement:

7. (1) The Government may at any time determine the engagement of the person engaged on giving him three months' notice in writing or on paying him one month's salary.

(2) The person engaged may, at any time after the expiration of three months from the commencement of service, determine his engagement on giving to the Government three months' notice in writing, or with the consent of the Secretary, Public Service Commission, or paying to the Government one month's salary.

(3) If the person engaged terminates his engagement otherwise than in accordance with this Agreement he shall be liable to pay to the Government as liquited damages three months' salary.

Liability to Make Good Damage:

8. In the event of any pecuniary damage arising from the person engaged disregarding or failing to comply with any order, standing order, or departmental instruction, or from any neglect of duty whatsoever on his part, he may be liable to a deduction from his salary to make good the damage, or any part thereof, the amount of which shall be fixed by the Head of his Department.

Further Employment:

9. Three months before the date on which he will be due to proceed on final leave prior to the termination of his service under this Agreement, the person engaged shall give notice in writing to the Government whether he desires to remain in its employment and the Government shall thereupon decide whether it will offer him further employment, in which case the re-engagement will be on such terms and for such period as may be mutually agreed.

10. On the satisfactory completion of the term of the agreement, the person engaged if a junior officer shall be eligible to receive a retiring gratuity calculated at the rate of twenty per cent of the total emoluments received by him during the term of his engagement; in the case of a Senior Officer, a gratuity shall be paid on the satisfactory completion of a tour of residential service, or on the termination of the term of engagement, in respect of such completed period of three months service including

approved leave. The gratuity, if approved, shall be calculated at the rate of Twenty-five pouns (£25) for each such period if the salary is under £1,000 per annum or Thirty-seven pounds ten shillings (£37.10s.0d) for each such period if the salary is £1,000 or over per annum.

11. The person engaged agrees that any money owed by him to the Government upon the expiry of his Agreement may be deducted by the Government from the gratuity or other money due to him from the Government.

Footnote: - While leave of absence is not a legal right included in the contract, the person engaged will ordinarily be granted annual leave, so far as the exigencies of the service permit, and in accordance with the rules in force from time to time for public servants generally. The rate at which leave is earned will be determined by the basic salary of the person engaged.

APPENDIX G

NAMES OF SOME OF THE PEOPLE INTERVIEWED

i. Teachers Who Have Resigned From North Central State:

Mr. Isaach Shuaibu
Mr. Patrick Itomo
Mal. Umaru Ladan
Mr. Oroko
Mr. Aka
Mal. Yusufu Usman
Mr. Tom Nyam
Mr. Hanshop

ii. Principals and Teachers Still in the Service:

Mr. Iyela
Mr. Oladip
Mal. Mohammed Dikko
Mal. Mohammed Liman
Mal Musa Maikato
Mal. Adamu Audu
Mr. John Sule
Mr. Oyesola
Mr. Makoji
Mal. Garba Usman
Mr. Akafi
Mr. A.W. Ambi
Mr. F. Mutuah
Mal. Shehu Dalhat
Alhaji Shehu Yusuf
Mal. Ashiru Mani
Mr. Victor O. Egharegba
Mal. Umaru Ahmed
Mrs. Ogunlade
Mrs. Eniojukan
Mr. Silva
Mr. Agada
Mr. Ochege
Miss Justina Ogiri
Mrs. Ebong

iii. Ministry Officials:

Alahji Hassan Rafindadi
Mal. Maccido Dalhat
Mal. Haruna Soba
Mr. Victor Gwani
Mal. Yahaya Hamza
Mal. Bashir Sambo
Mal. Musa Abdullahi
Mal. Iguda Inuwa
Rev. Fr. Canty
Mal. Abubakar Daura
Mr. D.H. Kure
Mal. Ishaku Nuhu.