A CRITICAL ANALYSIS OF SOME PROBLEMS OF EDUCATION IN SOKOTO STATE WITH PARTICULAR REFERENCE TO THE TEACHER SUPPLY AND STUDENTS' PERFORMANCE IN FINAL EXAMINATIONS

BY

Makki S. Sakaba

Department of Education
Ahmadu Bella University
Zaria

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Makki S. Sakaba

In partial fulfillment of the requirements for the Degree of MASTERS IN EDUCATION (Administration and Planning)

Department of Education Ahmadu Bello University Zaria

February, 1977

This project report has been read and approved as meeting the requirements of the Department of Education, Ahmadu Bello University, Zaria.

_____
PROJECT SUPERVISOR

_____
STAFF EVALUATOR

_____
EXTERNAL EVALUATOR

Date _____

TO MY PARENTS

TABLE OF CONTENTS

	Page
P R E F A C E	i-iii
LIST OF TABLES	iv
TEN SELECTED POST-PRIMARY INSTITUTIONS IN SOKOTO STATE USED IN THIS STUDY ..	v
LIST OF FIGURES	vi
DEFINITION OF TERMS	vii-viii
CHAPTER I - INTRODUCTION	1-13
Purpose of the Study	
Statement of the Problem	
Significance of the Study	
Review of Related Literature	
CHAPTER II - THE GROWTH OF WESTERN EDUCATION IN SOKOTO STATE	14-32
Background to the Study	
Post-Primary Institutions in Sokoto State	
a) Secondary Schools	
b) Teachers' Colleges	
c) Priority Schools	
Promotion Policies of Students	
Students' Population in Schools	
Employment of Teachers	
Teacher Maintenance	
Teacher Development	
CHAPTER III - DATA ANALYSIS.. ..	33-49
Introduction	
Teacher Quantity	
Teacher Quality	
Teacher Nationality	
Teacher Requirement	

TABLE OF CONTENTS (contd.)

	Page
CHAPTER IV - STUDENTS' PERFORMANCE IN FINAL EXAMINATIONS: A CRITICAL ANALYSIS ..	50-71
The Management of Education in Sokoto State	
The Institutional Level	
The Managerial Level	
The Production Level	
Identified Problems in the Educational System in Sokoto State	
Problems at the Institutional Level	
Problems at the Managerial Level	
Problems at the Production Level	
CHAPTER V - GENERAL OBSERVATIONS, SUGGESTIONS AND OBSERVATIONS	72-86
General Observations	
Suggestions and Recommendations	
CHAPTER VI - SUMMARY AND CONCLUSION ..	87-90
BIBLIOGRAPHY	91-94

P R E F A C E

The Sokoto State Government like most state governments in the Federation has at one time or the other given the educational sector number one priority in its budget allocations. This meant that a good percentage of the resources of the government were invested in education. Unfortunately, however, in spite of the great faith reposed in education and the consequent huge investment of both human and material resources made in it, the educational system as a whole has been plagued with numerous problems. An analysis of the problems will reveal that it is not so much the financial constraint facing the sector as the manpower constraint. Problems in the educational system in Sokoto State range from insufficient and inefficient staff which has resulted in inefficient administration at the institutional level and ineffective management at the managerial level. At the production level the problem is that of poor qualification and short supply of teachers. Students' performance in final examinations, which has been given much prominence by the State Government has proved much of a problem to the entire educational system. The problem of students'

performance is to such an extent that all attention has tended to be focussed on the production level at the neglect of the other levels as if they do not affect students' performance.

This study has been designed to examine all three levels that make up the educational system in an attempt to identify and highlight the major problems in the system and how they all affect students' performance at the production level. The study has been divided into six chapters each tackling certain aspects of the problem.

The author here wishes to extend her thanks and gratitude to all those who have shown interest in the execution of this study. In particular she wishes to thank all officials of the Ministry of Education, Sokoto. The Permanent Secretary in spite of his heavy workload found time to give me audience, I am grateful to him. I would also like to thank my Project Supervisor, Dr. Olutola who even at the height of his packing found time to make constructive criticism on the draft. I also extend my sincere gratitude to all staff members of the Faculty of Education in the various departments who helped in one way or the other. To my colleagues whose jokes, friend-liness and smiles greatly lightened the burden of work

for me, I am grateful. I must also thank Mr. S.B. Malgwi who has all along helped with my typing. I should like to point out, however, that all views expressed here are strictly personal.

LIST OF TABLES

TABLES		PAGE
1:1	Classification of Teacher Qualification in School 1	37
1:2	" " " " " " 2	37
1:3	" " " " " " 3	38
1:4	" " " " " " 4	38
1:5	" " " " " " 5	39
1:6	" " " " " " 6	39
1:7	" " " " " " 7	40
1:8	" " " " " " 8	40
1:9	" " " " " " 9	41
1:10	" " " " " " 10	41
2:1	Five-year Period: Total number of Teachers as Against the total Number of Streams.	42
3:1	Five-year Period: Categories of Teachers by Qualification in Percentages.	45
3:2	Nationality of Teachers in Post-Primary Institutions in Sokoto State as at July, 1976	46
3:3	Teaching Staff Requirement as at October, 1972.	48
4:1	Students' Performance in Final Examinations: Passes in Percentages.	52

TEN SELECTED POST-PRIMARY INSTITUTIONS IN SOKOTO STATE - USED IN THIS STUDY

TABLE	SCHOOL/COLLEGE	YEAR FOUNDED
1:1	Gusau Teachers' College	1969
1:2	Sultan Abubakar Teachers' College	1966
1:3	Maru Teachers' College	1949
1:4	Women Teachers' College, Birnin Kebbi	1962
1:5	Sokoto Teachers' College	1962
1:6	Government Secondary School B/Kebbi	1961
1:7	*Government Girls' College, Sokoto	1956
1:8	*Government College Sokoto	1905
1:9	Ahmadu Bello Academy	1967
1:10	Government Secondary School, Gusau	1967

*Priority Schools

LIST OF FIGURES

		Page
5:1	Organizational Chart of Ministry of Education Sokoto State - The Institutional Level ..	55
5:2	The Managerial Level	57
5:3	The Production Level	58
5:4	The Educational System: An Ideal Situation ..	60

DEFINITION OF TERMS

The terms below have been operationally defined as are used for the purposes of this study only.

Quality - This will be used to refer to the highest level of academic qualification of the teachers.

Post-Primary Institutions - These refer to Secondary Grammar and Teachers' Grade II Colleges which admit pupils who have completed their primary schooling.

Educational System - This is the whole educational concern including the Government, the Ministry of Education, the school and all those human and material inputs and outputs that contribute or participate in this concern actively or passively.

Institutional Level - This refers to the Ministry of Education as an arm and representation of Government directly linked to education.

Managerial Level - This refers to the school administration including the principal as head and all those who provide supporting services that contribute to the smooth running of the school system.

Production Level - This level is that of the teachers who deal directly with the teaching-learning process.

Graduate Teacher - This teacher holds a recognized University degree regardless of area of specialization.

Grade I Teacher - This refers to that teacher who holds a certificate awarded after training and is certified to teach in lower secondary grammer schools.

Grade II Teacher - This teacher holds the certificate usually awarded after successful completion of five years of study in a Teachers College. This teacher is usually certified to teach any class in the primary school.

Grade II Pivotal Teacher - This refers to that teacher who having completed a secondary grammar school proceeds to a Teachers' College for one or two years to acquire some professional training. After this course he is certified to teach in any class in primary school.

Higher School Certificate - This is a diploma usually awarded after successful completion of a two year course after secondary grammar school. However, in many cases even those who failed the examinations are branded and grouped as "HSC Teachers".

National Certificate of Education - This is a diploma awarded after a successful completion of a three year course in any of the recognized Advanced Teachers' Colleges in Nigeria.

Others - These refer to all those diplomas and certificates which do not come under any of the already described certificates above. These include such diplomas as Diploma in Infant Method, United Kingdom Certificate in Education, Manual Instruction Certificate, etc.

CHAPTER I

INTRODUCTION

All those familiar with the trend of educational development in Nigeria will readily appreciate the phenomenal growth of the nation's educational system in all spheres. For Sokoto State where the first Western type of school was established only in 1905 this growth is most remarkable. Most developing nations, Nigeria inclusive, have posited a great faith in education. "This faith", Hanson noted, "can be measured by any number of quantitative indices: by rapidly rising enrolments, by proliferation of schools and programs from the primary to the post-graduate school in the university, and by not only generous but growing percentages of government budgets devoted to education."[1] Unfortunately, because of the numerous problems and bottlenecks that have plagued the educational sector, a type of situation has resulted which should be termed growth without development. Far from all evidence available this phenomenal growth has not been correlated with general development within the sector.

For the purposes of this study the educational system is going to be looked at as being made up of three tiers that is the 'institutional', the 'managerial' and the 'productive' levels. It is the contention in this study

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[1] Report on the Supply of Secondary Level Teachers in English Speaking Africa. Overseas Liaison Committee of the American Council on Education, Michigan, 1974, p. 1.

that for a proper functioning of the system all three levels must not only work in harmony but must have a coordinated and well integrated plan of action. This study wishes to look at these levels as belonging to a partnership in the educational enterprise.

In Sokoto State, as may obtain elsewhere in the Federation, the tendency has been always to point accusing fingers at teachers at the productive level as if to say they are the only partners in the enterprise. By and large, therefore, teachers have come under attack each time that something goes wrong in the system. From all appearances it seems it is the peculiar role and place the teachers hold both in society and in the educational system that has caused this state of affairs. Talking about teachers Hanson noted that "an important sign of the long range health of a nation is the spirit and quality of its teachers... The future of the nation rests in the hands of its teachers, for the qualities they possess today will inevitably be reflected in the citizens of tomorrow."[2]

It should be emphasized right away that this study is neither out to condemn the teacher nor to exonerate him. One cannot agree more with Coombs that "Teachers next to students are the largest most crucial inputs of an

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[2] Ikejiani, O. (ed.) Nigerian Education. "The Spirit of the Teacher". Longmans Nigeria, Ltd., Lagos, 1964, p. 74.

educational system ... Teachers in fact lie at the heart of the educational crisis for many reasons."[3] This study will attempt to look at the situation in perspective so that the major bottlenecks will eventually be highlighted.

Purpose of Study

This study is aimed at examining and analysing some of the major problems of education in Sokoto State. For this purpose it intends to cover a period of five years examining teacher supply in selected post-primary institutions. Secondly students' results in the same schools will also be analysed for the purpose of highlighting any crucial relationship between them and the entire educational system.

Statement of the Problem

The problem will be delved into by answering the following questions.

a) What has been the nature of teacher supply in terms of quantity and quality in the ten schools covered in this study?

b) How are the schools organized with regard to students' population, their admission and promotion policies and their performance at final examinations?

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[3] Coombs, P.H.
The World Educational Crisis. A Systems Analysis.
O.U.P., London, 1970. p. 34.

c) How indeed is the educational system organized?

It is hoped that an analysis of these questions will throw some light as to where the problems lie.

Significance of Study

In spite of the fact that many improvements and innovations have been effected in the field of education, only a handful of teachers have been replaced or displaced by these innovations. In fact it has been generally acknowledged that these innovations have been made possible through the work of the most qualified teachers. This only goes a long way to emphasizing the key role of the teacher for both the present and future of any educational system. However, should this key role be mistaken for sole partnership in the educational enterprise?

It is the contention of this study that if reality is to be faced and if the problems are to be attacked squarely then it is the analysis of the system rather than looking only at a level within a system that is most urgently needed. In the process of the study it is hoped that such issues as the relationship among the 'Institutional', the 'Managerial' and the 'productive' levels will be looked at. It is hoped that by the end of the study some clearer picture of the major bottlenecks would have been brought more to light and to suggest any possible solutions.

Review of Literature

Even in this age when there is much innovation and

change, when there is a talk about "deschooling", "open schools" and "no more schools", the crucial role of the teacher cannot be over emphasized in any educational system or the nation in general. On this, Ukeje has quite rightly observed that "it is a truism that teachers are the hub of any educational system; that upon their number, their quality and their devotion depend the success of any educational system."[4] The teacher indeed holds such a special position in any educational system and even more so because even those modules which are produced as educational aids, require the services of highly trained teachers. Ukeje also observes that "while it may be true that economists have asserted that education holds the door to modernization", to him "it is the teacher who holds the key to the door."[5]

It is no exaggeration to observe that in many nations sometimes up to 90% of recurrent expenditure in education goes to teachers' salaries. Perhaps this is why people always point accusing fingers at teachers when there is something wrong as if to say the teachers are not justifying the huge investments made in them. Critics tend to forget that in any educational system there are three levels.

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[4] Ukeje, B.O.
"Performance-Oriented Teacher Education." Report of 5th Annual Conference - Western Council of the Association for Teacher Education in Africa, p. 59.

[5] Ibid. Ukeje, p. 59.

Odebiyi on the other hand is of the opinion that "success or failure will depend on the quality of the men and women who are or will become teachers. The quality of the pupils of every school is largely the reflection of the quality of the staff of that school ...."[6] Even if this sounds a bit exaggerated one cannot fail to grasp the message. John Gardner noted that the idea of excellence in any school depends on the goals it sets for itself, but that these goals are in turn dependent on what the teachers are capable of accomplishing.[7] This maintains that even with the best of goals, intentions and objectives the work of the teacher in any school situation remains crucial. Teachers will still be required to mobilize the students and materials in order for these set goals, aims and objectives to be achieved.

In Beeby's opinion, "in the long run, no economy will remain healthy if teachers do a shoddy job in the schools...."[9]

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[6] Odebiyi, J.A.O.
"The aims of Secondary Education in Western Nigeria." West African Journal of Education, Vol. 1 No.2 June, 1967, p.44.

[7] Gardner, J.W.
Excellence - Can we be Equal and Excellent too? New York Harper and Row, 1961, Chapter IV.

[8] Beeby, C.E.
The Quality of Education in Developing Countries. Harvard University Press, Massachusetts, 1966. p. 10.

[9] Investment in Education
The Report of the Commission on Post-School Certificate And Higher Education in Nigeria, F.M.O.E., Lagos, 1960, p.35.

This sounds somewhat idealistic for most developing nations and as Beeby has observed quantity and quality in education are inextricably intertwined and that the relationship is a complex one.[10]

It is a known fact today that the whole educational system is plagued with problems. There is the great dilemma in the choice to make between rapid quantitative expansion or the restriction of this right in order to maintain and increase quality. Worse still for a developing nation like Nigeria where the majority of parents are illiterate, the pressure is for more education rather than better education. The consequent phenomenal increase and expansion is quite obvious today in the educational system. However, unfortunately this expansion did not move simultaneously with an increase in the people who should run the system. Besides Coombs has noted that "education does not attract a considerable number of highly creative, adaptable and dedicated people...." He maintains that "they can hardly be expected to be creative, innovative and ingenious people, especially when the nature of their workload seldom gives them time to reflect to renew their own knowledge, to experiment and to evaluate the results of their efforts."[11] Coombs

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[10] Op.cit. Beeby, p. 10.

[11] Coombs, P.H.
Op.cit. p. 109.

asserts that, miracles cannot be expected of school systems, given the way they are organized and staffed, and their working time and tools. In short from all said so far while nobody disputes the crucial role of the teacher, one must at the same time not be blind to the many problems plaguing the educational system.

Reflecting on Teacher motivation and supervision O'Connell noted that "in general not only are teachers, poorly trained but many, especially young teachers in rural areas are poorly motivated and inadequately supervised."[12] He maintains that these teachers do not give even of their inadequate best. He is generally of the opinion that education cannot be improved until its overall administration has been improved and academic planning and supervision vastly developed. One cannot help but agree with Ogunsola when he noted that "the entire educational programme of this country lacked all along any relevant and nationalistic guiding philosophical principles and so it appears we have continued to muddle through."[13]

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[12] James O'Connell
"Education and Economic Growth: Some Reflection on the Nigerian Situation." Savanna, Vol. 1 No.1, June, 1972. p. 49.

[13] Ogunsola, A.F.
Teacher Education Programme in Nigeria, WAJE Vol. XIX No. 2, June 1975, p. 235.

This brings us to the question of goals and objectives in the educational system. The relative absence of goals and objectives for most schools has worsened the position of the teachers. Consequently the general purpose of the teacher has been reduced to making the students "cover" the content of the prescribed syllabus and pass examinations set on it.[14] One African educator once observed that "the undue importance that is given to examinations and certificates in English Africa is so alarming that one wonders whether what obtains in most countries in Africa today can be called a system of education or a system of examination."[15] A clear definition of aims and objectives for schools is very vital in the educational system. On goals Thompson noted that "only when we have defined our goals can we agree upon what constitutes quality in our work and then can we establish to what extent that quality may be measured." He maintains that "we must recognize at the outset that a distinction may be drawn between what have been termed 'internal' aspects of quality that is to say the extent to which an institution achieves the purposes it sets out to achieve, and 'external' aspects of

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[14] Makinde, I.O. "Improving Techniques of Teaching." Teachers' Monthly June, 1963, p. 7.

[15] Quoted in - Report on the Supply of Secondary Level Teachers in English Speaking Africa, p. 15.

quality, the extent to which the institution meets the real needs of the society it serves."[16] In an ideal situation both the "internal" and the "external" aspects of quality would be in harmony.

Taking the teaching profession generally most educationists believe that there is still much left to be desired as regards the status of teaching. Ukeje observed that Teaching is regarded as the last hope for the hopeless. This state of affairs he maintained has been aggravated by the seeming inability of professionally qualified teachers to demonstrate, in practice, their superiority over non-professionally qualified teachers.[17] Teaching for many is not a career but a step toward another goal. The Udoji Public Service Review Commission noted in its report that fundamental to all the criticisms and defects of Nigeria's educational system is that the teachers are inadequately prepared. Worse still most of them lack the educational dedication and commitment.[18] So Nigeria's problem is not just that of lack of qualified teachers but those who are qualified perform inadequately

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[16] Thompson, A.R. "Efficiency in Teacher Education." Teacher Education in New Countries. Vol.12 No. 3, February, 1972. p. 232.

[17] Op cit. Ukeje, p. 67.

[18] Public Service Review Commission Report. Federal Ministry of Information. Main Report, p. 136.

and those who are not well qualified do not give even of their inadequate best.

Reflecting on this issue Odebiyi has noted that "possibly the most alarming local factor is the lack of any sense of vocation shown by a large number of teachers with academic qualification from which one would expect something better."[19] He is of the opinion that many teachers take advantage of the acute shortage of properly qualified staff which has led many to adopt a mercenary attitude to their profession which can do nothing but harm to any school in which they serve. To this he adds that sometimes refusal of privileges and perquisites demanded are met by threats of resignation which are occasionally carried out without a thought for the welfare of the pupils or their obligations to their school in the sure knowledge that they can easily secure another appointment. And naturally many proprietors are forced to accept this attitude in order to retain the services of those for whom they know they cannot find suitable replacements.[20]

From all said so far it is clear that in fact the problem is not just one of getting enough teachers who can teach. Coombs has rightly noted that "we can usually find enough willing warm bodies to keep order in the classroom. Our problem is to find enough who can also teach.[21] Problems of education are too numerous

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[19] Op.cit., Odebiyi, p. 43.
[20] Ibid. p. 43.
[21] Op.cit. Coombs, p. 34.

and in fact are as old as education itself. These words seem to sum up the whole problem that educational systems have always seemed tied to a life of crisis and that there is always a shortage of everything except that of students.[22]

By nature of the unfortunate situation existing in Nigeria today whereby schools are branded "good" and "bad" depending on the performance of students at such examinations as WASC and the Grade II Teachers' Certificate examinations, it is not too much exaggeration to observe that examinations have become the sole yardstick of measuring "good" and "bad" schools. Any organization whether a school or otherwise is said to be efficient when the set objectives are achieved. Consequently, in a situation where the passing of these all-important examinations (WASC and Grade II) have become the supreme aim of the schools, one is tempted to use the results of these examinations as an indicator of the efficiency of the teachers. It is the contention of this study that from all evidence available it is clear that Teachers are mainly charged with the duty of ensuring that students "cover" the WAEC syllabus and to see that the students pass the accompanying examinations. Everything else being equal teachers in schools where students either fail to cover the syllabus or fail to pass the examinations or both the tendency is to say the teachers are not efficient.

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[22] Ibid. Coombs, p.3.

It is no wonder that year in and year out school certificate results receive noisy prominence in most of our mass media and Bunting has noted that in fact there is nothing else to be said about the schools.[23] For the mean time, therefore, and until such a time as a better substitute is found, examinations are going to continue to be used as the tools for measuring teacher efficiency in our schools, whatever our objections.

Turning to the issue of supply and demand of secondary level teachers the Sokoto State Government has been faced with serious problems. In a project study on the supply and demand of secondary level teachers in the then North-Western State, Mr. A.O. Ozigi, arrived at conclusions which clearly potray the grave situation that existed. The author of this project concluded that "it is obvious from the statistics available that the expansion of secondary level institution has not been matched by corresponding increase in the number of qualified staff at both graduate and sub-graduate levels."[24] Coupled with this was the fact that there was a relatively small number of Nigerian graduate staff in all the States' secondary level institutions. The writer revealed in his study that the percentage of unqualified teachers which included Grade II and III teachers and others with lower qualifications had not improved over the years.

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[23] Bunting, J.R.
"Certificates in Education". West African Journal of Education, Vol. 2 No. 3 p. 100.

[24] Ozigi, A.O.
Secondary-Level Teachers Supply and Demand in North-Western State. A project of the Liaison Committee of the American Council on Education and Cooperating Organization, n.d. p. 17.

An aspect of the problem of supply and demand of secondary level teachers in the former North Western State which featured in this project study was the State's heavy reliance on expatriate teachers. This reliance was so great that the writer concluded that without their services in secondary schools these institutions would most probably collapse. According to his report, expatriate staff formed approximately 85% of the graduate staff and 70% of the total staff.[25] And the Government had to contend with the problems of expatriate employment including the high cost of living and maintaining them, the discontinuity in staffing, and its effects on standards and school tradition. Besides many of these expatriate teachers were either volunteers or on contract. This meant that just as they were beginning to settle down and get adjusted to the students and system, they were ready to leave at the end of their contracts. This resulted in disruption of the teaching program.

Mr, Ozigi gave three major factors which he found to influence demand for secondary level teachers. These, he said, included the steady but increasing expansion of post-primary education, plus the purely political consideration which he said was related to Government policy regarding the recruitment of non-indegenes to the State. Thirdly, was the financial constraints of the State which had to budget limited resources for educational expansion amidst other important demands made on the Government. As will be shown in the following chapters, these factors have not altered significantly over the years.

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[25] Op. cit. Ozigi. P. 19.

CHAPTER II

THE GROWTH OF WESTERN EDUCATION IN SOKOTO STATE

Background to the Study

Long before the advent of the British in the Nigerian territory Islam had been firmly established in areas known as the Hausaland. Islam being a whole way of life, the Muslim community had consequently already had its own system of education based on Islam. The Quran became central in this formal system of education. For what was known as Hausaland "Islam was more established than anywhere else in the country, this Islamic education was the pillar, the live wire of the Caliphate which had been established early in the nineteenth century."[1] As Gbadamosi has noted, this educational system in fact became the architect of the revolution that is better known as the Jihad.[2] Religious reformers, rulers, judges and scholars who maintained the legal system established by the reformers came in large numbers into this area which had become a seat of learning. In short what should be noted here is the fact that by the time British rule was being established in 1900 in the Northern Protectorate or Hausaland, Islam and Islamic

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[1] Gbadamosi, G.O.
"The Establishment of Western Education among Muslims in Nigeria: 1896-1926". Journal of the Historical Society of Nigeria, Vol. IV No.1, December, 1967, p.92.

[2] Ibid. Gbadamosi. p. 92.

education had been firmly established in the area. Commenting on the Islamic schools in 1919, Lugard noted, "these schools" he said "had produced Mallamai (Islamic scholars), learned in Arabic and teachings of the Koran and commentaries from whose ranks the officers of the Native Administration, the judges of the Native courts and the exponents of the creed of Islam were drawn."[3]

Sokoto which was the seat of the Caliphate attracted a large number of scholars which went a long way to boost Islamic Education. Muslim scholars from other parts of the Caliphate as well as from the larger Muslim World trooped into Sokoto which had already made a name in the Islamic World. Consequently the social and political structure became closely linked with Islamic education. Tibenderana has noted that the social structure became such that "the road to political power was closed to the majority of the people; one sure avenue through which one's social status could be enhanced was the attainment of learning."[4]

In the past the tendency has been to exaggerate the

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[3]Nigeria - Report by Sir F.D. Lugard on the Amalgamation of North and South Nigeria and Administration 1912-1919. p.60.

[4]Tibenderana, P.K.
Administration of Sokoto, Gwandu and Argungu Emirates under British Rule: 1900-1946.
Unpublished Ph.D. Thesis, Ibadan University, June, 1974, p. 381.

importance of Islam as a factor influencing the course of the establishment of Western Education in places such as Sokoto State. Recent research has, however, revealed that in fact "the importance of Islam as a factor in influencing the course of the establishment of Western education has been exaggerated out of all proportion."[5] Tibenderana is of the opinion that with British encouragement and assistance the emirates of Sokoto, Gwandu and Argungu would have leaped higher in Western Educational Advancement than was the case. He maintains that "the blame for the lack of Western educational advancement, largely if not wholly lies with the British colonial administration supported by the colonial office in London."[6]

From all evidence available now it has been shown that the British had prejudged Muslim opposition giving little chance for the Muslim to experience and react to this innovation, the British Government consequently excluded Christian Missionary activity in this area.[7] For the new "Northern Protectorate not only did the British fear any form of uprising particularly from the Muslims but in fact this fear

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[5] Ibid. Tibenderana. p. 380.

[6] Ibid. Tibenderana. p. 381.

[7] Op.cit. Obadamosi, p. 98.

so overwhelmed them that it contributed a great deal in determining British political and social programmes in the area under discussion. Unlike in the South where the British gave positive encouragement to the establishment of Christian Missions, in the North they blocked the efforts of the missionaries. It is little wonder then that by 1896 many Christian missions and stations had been established in the South with the blessing of the British rulers. This blessing was not only concrete but was to such an extent that in many cases the British even entered into treaties where the need arose, in granting protection to the Missionary bodies.[8]

By and large then, the lack of any form of encouragement and assistance from the British rulers, the fact that Islam had been firmly established as a way of life and for a host of other reasons, Western education did not make any impact in the area around Sokoto before 1905. Tibenderana is of the opinion that under such existing circumstances any other form of education could only permeate into the area around Sokoto on the basis of being more self-satisfying and rewarding than the existing Quranic education. He maintains that "as a deliberate policy of the British administration, Western education remained unsatisfying socially, religiously and unrewarding materially ...."[9] This situation remained the

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[8] Ibid. Gbadamosi, p.98.

[9] Op.cit. Tibenderana, p. 383.

same up to the 1940s. What this meant was that parents continued to send their children to these Quranic schools. And obviously if Western education expected to make any headway in the area it needed to show concretely all the benefits accruing from it. From what the populace saw of the few schools that had been established in 1905 and after, giving up Islamic education for Western education was not worthwhile at all. Up to this time one's status in Islamic education was still yielding fruit and still proved a force to be reckoned with within the social setting. Moreover, the British had a deliberate educational policy which only aimed at producing clerks and very subordinate wage earners in their administrations.

However, in spite of everything else, eventually the first school was established in Sokoto Province in 1905. This school was named after Major Burdon who was then the Resident of Sokoto Province (incidentally this school is today known as Government College Sokoto). The school was established to cater mainly for the sons of chiefs and emirs. The fact that this school did not receive much patronage initially should not be mistaken to mean hostility against Western education. This certainly was only a natural reaction to something new and foreign to the populace at large at the material time under discussion. Tibenderana has rightly observed that Islam or no Islam there was no question of chiefs in the emirates being enthusiastic about anything which appeared to favour the strengthening of British hold on their

territories."[10] It should be remembered that up to this time naturally the chiefs in particular were quite apprehensive of the British presence and from the local point of view Burdon's school represented an arm of the machinery which would further strengthen British presence and hold on the area.

By 1907 the initial odds were being gradually overcome and Burdon's school was making some progress. The attendance had risen from four in 1905 to thirty-six in 1907 all being the sons of leading chiefs of Sokoto, Gwandu and Argungu emirates. The initial obstacle to the growth of this school was the fact that the curriculum encouraged farming which was regarded by many Fulanis as a calculated attempt by the British to bring the Fulani aristocracy to the same level with the peasantry, leading subsequently to the abolition of chieftaincy titles.[11] Secondly, it must not be forgotten that by this time most Muslims, and particularly the learned class, were still opposed to Western education which they viewed with suspicion and contempt. Naturally, too, the learned class felt insecure with the presence of Burdon's school which if allowed and encouraged to gain footing would deprive them (Islamic learned class) of pupils on whose gifts they partly depended for their livelihood.

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[10] Ibid. Tibenderana. p. 385.

[11] Ibid. Tibenderana. p. 389.

Gradually it became clear that the British showed no inclination to favour Christianity and consequently better understanding started to develop. In 1912 an elementary school was established in Sokoto in place of Burdon's school. However, the purpose of the school that is for educating sons of emirs and chiefs did not change. It should be pointed out that this policy of educating sons of emirs and chiefs was in pursuance of British educational policy under their system of Indirect Rule which aimed at strengthening the authority of the ruling class over the uneducated peasants. This elementary school on the whole started off well with about twenty-seven pupils in attendance.

By 1914 a similar school was established at Birnin Kebbi for the sons of chiefs in Gwandu emirate. It had an attendance of fifty-six pupils. A point to be noted here was that up to this time English was not being taught in these schools and this was said to have reduced the popularity of the schools. "In other words", Tibenderana observes, "what was holding up the advancement of Western education was not fear among parents that their sons would become poor Muslims by acquiring an Englishman's type of education, but rather, the poor content of education being provided at the Government schools."[12] So from all said so far it can be seen that while in the South most of the first schools were

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[12] Ibid. Tibenderana, p. 392.

established by the Missionaries with a better curriculum in the North and particularly Sokoto Province all the first schools were established by the British administration with a very poor curriculum.

It has been recorded that during the time E.J. Arnett was the Resident of Sokoto (1912-1918) he did nothing to encourage Western education by way of encouraging parents to send their children to school. And in fact, it is said that the Emir of Argungu in 1912 requested that an elementary school be established in his emirate but this request was turned down by Arnett until 1918. At this time, Lugard was on a visit and he personally ordered that a school be established in Argungu emirate with the utmost urgency. This in fact does suggest that the establishment of a school in Argungu Emirate was long overdue. It is pertinent to note that the British at this time were quite cautious at expanding and liberalizing Western education because they were afraid not to produce enlightened elements who would challenge their authority as they had and were still experiencing in their other colonies.

By 1926, there were 18 schools in Sokoto, Gwandu and Argungu emirates. These were made up of ten in Sokoto and four in each of the two other emirates. A Craft School was also established to train people in local handicrafts such as cloth dyeing, leather work and pottery. By 1929 the number of schools had risen to twenty in Sokoto Province but already there was a shortage of trained teachers. Tibenderana observes

that it is most probable that the lack of expansion in the field of Western education during the 1920s was largely due to shortage of trained teachers rather than the people's apprehensiveness towards Western education.[13]

In the period 1930-1935 some noticeable expansion was recorded in the field of Western education. New impetus began in 1930 with the establishment of lodging compounds at district elementary schools in addition to those already established in the Emirates of Sokoto, Gwandu and Argungu. Previously pupils who lived far away from school had problems of accommodation. As a result of the new development in 1931 there were 573 pupils and in 1932 the number had risen to 1027 - half being boarders. By 1933 it was clear that finance more than anything was to control the future of educational development.

By 1933 the Sultan and Emir of Gwandu requested for a Girls' School. Unfortunately this demand fell on deaf ears as the British gave all types of flimsy excuses. When the Sultan demanded for female Yoruba teachers the British remained adamant in their refusal because this unfortunately was contrary to the British policy of keeping the Northern Protectorate from "Southern influence".[14] In this same year

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[13] Ibid. Tibenderana, p. 401.

[14] Ibid. Tibenderana, p. 404.

too a new revelation came to light. All this time the British had prejudged Muslim opposition against Christian Missionary activity. However, in this year the Sultan and Emirs of Gwandu and Argungu expressed their willingness to welcome missionaries in their territories. In 1933, therefore the first missionary work was recorded in Sokoto Province.

In 1934 a Girls School was opened at Sokoto and Birnin Kebbi and in 1935 a similar one was opened at Argungu. The Sultan and the emirs however, opposed co-educational schools. And from all evidence available it has been established that apart from this open opposition to co-educational schools the Sultan and emirs actively cooperated with the Provincial Administration in encouraging the chiefs and emirs to send their children to school. Up to 1933 the schools were still largely attended by sons of emirs and chiefs.

By 1935 progress was steady, Quranic education continued to flourish and Western education was still to make much impact in the society. With much campaign propaganda in 1936 the number of pupils rose to 2088 in 1937. And not only did enrolment increase but in this year children of peasants started to go to school.

The period 1935-1945 was full of problems in the field of Western education. For in 1939 the boarding compounds which went a long way to increasing attendance in schools were abolished and also the schools were more and more experiencing

acute shortages of teachers and funds. The problem was to such an extent that up to 1946 the Birnin Kebbi Middle School which had been closed down was not reopened for lack of teachers. All in all by this time there were 3,285 pupils attending schools in Sokoto Province.

By the early 1950s the trend of Western educational growth had taken a new turn. With Mission schools scattered in all parts of the Province by now, and Government schools gradually expanding, Western education became more and more accessible to the children of chiefs and peasants alike. The period after independence witnessed large increases both in the number of schools and number of children in attendance. It was during this period that the first secondary schools were established. In 1961 the Government Secondary School at Birnin Kebbi was established and what was Burdon's school became the first Government College.

Presently in Sokoto State there are eighteen Government Secondary Schools for boys, four Government Secondary Schools for Girls, one Vocational Training Centre, twenty Teachers' Colleges for men and five Teachers Colleges for women. Added to all these of course are the universal primary schools opened up to meet the demands of Universal Primary Education launched in September 1976. The State Government has in addition established an Advanced Teachers College and this year a State Owned College of Arts and Science has been opened.

It has been necessary to give a brief background to the educational situation in Sokoto State, for without it the reader is not likely going to apprcciate the predicament of Sokoto State. And if as has been shown, by 1937 Sokoto had started to experience acute teacher shortage when there were only a few elementary schools, one can appreciate the problem now with this phenomenal expansion. Even though the study will only concentrate at the post-primary level, it should be pointed out that at the primary level the situation is not any better.[15] In fact it is no exaggeration to maintain that Teacher shortage in Sokoto State is as old as Western education itself. It is largely to counteract this shortage that the State Government has resorted to employing teachers from anywhere available both within and without the nation. It might interest the reader to note that as of July 1976 of the 788 teachers teaching in post-primary institutions only 397 are Nigerians. And also as at October 1976 the State Government has a teacher shortage (in post-primary institutions) of 347 teachers in all the different subjects including surprisingly enough Hausa and Islamic Religious Knowledge - areas in which one would have least expected any kind of teacher shortage.

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[15] As the author has shown in the report of an internship in the Ministry of Education, Sokoto on "Problems and Prospects of UPE in Sokoto State", the State Government has decided on the meantime to enrol only 36% of school age children for UPE this academic year. This figure was arrived at after every effort made to secure teachers failed, the State Government decided to enrol only the number of pupils that will be proportionate to the number of teachers available.

POST-PRIMARY EDUCATION IN SOKOTO STATE: ADMISSION POLICY INTO SECONDARY AND TEACHERS GRADE II COLLEGES

Secondary Schools

Selection into secondary schools has been based on selecting those who can cope with secondary education. For these purposes the State Government needs both the National Common Entrance Examinations results and the interview methods but places more emphasis on the interviews. In fact the results of the National Common Entrance Examinations are secondary, being used only to make a final decision when the choice is between two candidates. Previously, however, there was heavy reliance on these results. The Government has found the interview method not only more suitable to its needs but also more reliable. Problems such as cheating have been greatly reduced. The interview focuses on examining candidates on numeracy, literacy and general knowledge. The interview panel is made up of principals of schools, the Divisional Educational Officer and some Local Education Authority Officers. The interviews are scored out of twenty-five.

For the girls the least score is 10 out of 25, and for the boys, sometimes as low as 6. This arises mainly because the number of boys' institutions is about four times the number of the girls' institutions. There are 40 boys schools and 9 girls schools and yet the number of boys in Primary Schools is not much higher than that of girls.

Special privilege is given to the indigenes of the State. However, other "non-indigenous" staff such as those deployed to the state from 1968 whose children went to primary school in Sokoto State are treated like indigenes. Then after these all other "non-indegenous" are considered if places are

available . To encourage a good mix of students from the different parts of the state each Local Government Body has a quota in the State.

Previously principals did not have any say in the admission of candidates into their schools. Now, however, they are members of the interview panels of the Divisions. The Ministry is of course aware of the many political demands which the principals, if left to select candidates on their own, will not be able to satisfy. The Panels make the final decision as to who goes to what school but the choice of the candidates is taken into consideration.

Teachers' Colleges

The pattern of admission into Teachers' Colleges is on the whole the same as that of the secondary schools. However, here a more liberal policy operates in the admission of "non-indigenes". Since the Federal Military Government sponsors all Teacher Colleges, the state has an open door policy of admission. Secondly the State is in such need of teachers that it encourages everyone who wishes to go to a teachers college, hoping that they will agree to teach after their courses. Here as in the admission policy into secondary schools the Panel has the final say.

Priority Schools*

Priority schools are six secondary schools selected by the government for special treatment. Included in this list are five boys' and one girls' secondary school. The oldest girls' school and the oldest boys' school are included in this list. These schools receive the same financial allocation per head of student as the others. But they get certain priorities including getting the best students and a constant supply of teachers. They also get first choice in building programmes, in the supply of science equipment and laboratories, and in the provision for staff housing. The idea behind these schools is to improve them till such a time as they achieve what has been termed the peak of development. It should be pointed out also that this special attention is not limited to these six and yearly one or two schools may be added to the list, depending on availability of resources and political circumstances. Selection is based on the type of impact the schools have on the areas in which they are situated. Consequently, besides the two oldest schools, all the others are schools situated in relatively backward areas of the State.

Promotion of Students - Post-Primary Institutions

Previously all promotion of students in both secondary and Teachers' Colleges had been automatic. The State Government has, however, just promulgated a policy that promotion has to be based on merit in all colleges.

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*These schools were created so that government would be able to concentrate resources thus limiting the tendency, in a situation of rapid expansion, to spread itself too thinly.

Automatic promotion has had an adverse effect in these schools in that many students just got promoted without having learned anything. It is not clear, however, what will happen to a student who fails to pass for two consecutive years or more. It is to such an extent that pupils who have finished primary schools have been found to be still very much illiterate. And when there was still heavy reliance on the National Common Entrance Examinations, with all its attendant shortcomings particularly in areas relating to cheating, it was not uncommon to find students in their second year in post-primary institutions who were still very much illiterate. The interview method has helped to curb this problem. And, therefore, with a system of automatic promotion yearly one would not be exaggerating much to say that it is possible to find students who complete five years in secondary or teachers colleges who may not be able to do much. And because of the nature of our education in which there is very little harmony among the various educational levels that is primary, post-primary and university, and because there is a basic assumption or certain expectation that having completed primary school a student should proceed to secondary school, there is very little room provided to help the more backward students. The tendency has been to start students from a place they are assumed to have reached even though many might

never have got to anything near it.[16]

Students Population

Most of the post-primary institutions are heavily populated. As at July, 1976 there were 17,356 students in attendance in post-primary schools in Sokoto State with an average of about 361 students per school. The number of streams for the whole state as at July, 1976 was 501.

Employment of Teachers

Prior to 1976 all teachers from secondary schools and teacher training colleges were employed into the service of Sokoto State Government by the State Public Service Commission like all other civil servants, (except of course the few officers seconded from Federal service). Consequently, all the recruitment processes were done by this body. The Ministry of Education was only notified to send a represenative but whether or not that representative arrived the interview took place. What should be noted here was the fact that the Ministry of Education only came in at the interview stage. And at the interview because of the acute shortage of teachers and the urgency to recruit people it has become common

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[16] The writer is very much aware of problems of wastage and stagnation in education which should be discouraged. But in a situation where there is nothing else to do one cannot but sanction repeating in the schools, whatever the objections held by planners, if only as a last resort.

place knowledge that the interview has become a formality in that not much details one entered into.

This year, however, a new policy has been adopted whereby teachers are going to be employed by the Ministry of Education directly. This appointment panel is made up of the Chief Inspector of Education, the Chief Education Officer in charge of staff and subject Inspectors. The panel will take over all the recruitment processes up to the appointment of teachers. It is hoped that the new system will help in alleviating some of the major bottlenecks previously faced by the Public Service Commission particularly those related to the professional aspect of the work.

Teacher Maintenance

On the whole the question of teacher maintenance in Sokoto State has not been too bad. In 1976 for example of the seventy teachers recruited into the service the State Government lost about fifteen. Included in this list were those affected by the nationwide purge. However, there are quite a number of problems ranging from personal to administrative that have necessitated a few resignations here and there. These will be looked at in a later chapter.

Teacher Development

In spite of the acute shortage of manpower the Sokoto State Government encourages teachers to improve on their qualifications. Those graduate teachers without a teaching qualification for example are encouraged to apply for the sandwich post-graduate diploma in Education. The State also gives in-service training to its teachers but here there is a special emphasis only for the indigenous teachers. Teachers who hold the National Certificate of Education who serve for two years are also given a scheme known as the higher scheme for serving officers which gives them their salaries as allowances. On the whole Sokoto State Government is trying everything possible to maintain and develop their teachers in spite of the dire need of them on the job.

CHAPTER III

DATA ANALYSIS

Introduction

The major purpose of this chapter is to analyse information gathered on the nature of the quality of teachers supplied over a period of five years from ten selected post-primary institutions in Sokoto State. Most of the information reported here has been derived from files in the Statistics section of the Ministry of Education. Use will also be made of information got through both formal and informal discussions with officials of the Ministry, schools, principals, teachers and students alike.

The ten schools used here have been selected on the basis of their establishment and age, qualities that will best meet the purposes of this study. Five of the schools are teachers colleges and the other five are secondary schools. Two are a Girls' Secondary School and a Women's Teachers' College. These data were collected between April and October, 1976.

Information Colleted: Teacher Quantity

The highest academic qualification of individual teachers were classified into categories such as follows:- Graduates, National Certificate of Education (NCE), Higher School Certificate, Grade Two Teachers' Certificate and others.

These terms have already been defined under the section on definiton of terms.

Tables 1:1 to 1:10 show the nature of teachers supplied in the various schools over a period of five years. At a glance these tables depict the teacher quantity in terms of their strength and also their quality. The number of streams in school per year is given. It should be noted that all the figures given here include the school principal..

In terms of numbers, Table 2:1 shows that there is not a single school in the five years covered where the number of teachers was twice the number of streams. In Tables 1:1 to 1:10, it is interesting to observe that increases in the number of streams during years of expansion was not necessarily accompanied by a corresponding increase in the supply of teachers. In seven of the ten schools, the session 1973-74 witnessed substantial increases in the numbers of streams. It has already been mentioned that this was the year of reorganization after Government took over all voluntary agency schools. This reorganisation resulted in movement of both students and teachers alike. This year was also a year of massive expansion particularly in the teachers' colleges in preparation for the launching of Universal Primary Education (UPE). Tables 1:1 to 1:5 easily reveal the trend in increase in number of streams in Teachers' Colleges. To meet the new demands created by the aforesaid reorganization

and expansion the then State Government intensified efforts on overseas recruitment of teachers.

In Table 1:1 the number of teachers in four years ranged from sixteen to nineteen with the number of streams ranging from ten in 1973 to sixteen in the 1975-76 session. In Table 1:2 teacher number ranged from eleven in 1973 to thirty three in the 1975-76 session. Streams increased from fourteen to nineteen.

In Table 1:3 teacher number ranged from ten to nineteen between 1972 and June 1976 and streams on the other hand ranged from ten to twenty three. In Table 1:4 the number of teachers ranged from eight in 1973 to twenty by June, 1976. The number of streams at this time ranged from ten in 1972 to thirteen in the 1975-76 session. In school five as represented by Table 1:5 teacher strength ranged from twenty two to thirty in a period of five years, with streams ranging from twenty to twenty four.

Table 1:6 shows that teacher strength ranged from eight to fifteen and the number of streams ranged from ten to fourteen within the same period. Table 1:7 reveals that between 1972 and 1975-76 session teacher strength ranged from ten to twenty while the number of streams ranged from thirteen to sixteen. In school eight which is represented by Table 1:8 teacher strength between 1972 and June 1976 ranged from seventeen to thirty four while the number of

streams ranged from eighteen to twenty three.

In school nine as represented by Table 1:9, teacher strength ranged from fourteen to twenty between 1972 and June 1976, while the streams ranged from ten to fifteen. In school ten, teacher strength ranged from seven to nineteen while the number of streams ranged from ten to eleven, all within a period of five years.

It is interesting to observe the general trend in expansion in all the schools. In the five Teachers' Colleges (Tables 1:1 to 1:5) streams generally increased from the standard ten that was most common to twenty three in some schools. In the secondary schools, the increase was from ten in 1972 to twenty four by June, 1976.

Table 2:1 gives a summary of the teacher strength against the total number of streams. In the secondary schools (Tables 1:6 to 1:10) in a period of five years the number of teachers ranged from sixty-one to a hundred and forty six. During the same period the number of streams ranged from fifty-three to a hundred and two. In the Teachers' Colleges (Tables 1:1 to 1:5) on the other hand the total number of teachers in a period of five years ranged from sixty-four to a hundred and thirty-six while the number of streams ranged from forty seven to a hundred and four. It is interesting to observe that it is not the school with the highest number of students that has the highest number of teachers.

TABLE 1:1 SCHOOL 1

CLASSIFICATION OF TEACHER QUALIFICATION - INCREASE/DECREASE IN TEACHER SUPPLY

1	2	3	4	5	6	7	8	9*	10**
YEAR	No. of Gradts	No. of NCE	No. of HSC	No. of Grd.II	Others	Total Teachers	Total Streams	Total Teachers Required	Incr./ Decr.
1972	-	-	-	-	-	-	-	-	-
1973	8	6	-	-	4	18	10	15	+3
1973-74	11	2	-	-	3	16	10	15	+1
1974-75	11	1	1	-	5	18	11	18	0
1975-76	14	3	-	-	2	19	16	24	-5

*Derived from the regulation of 1½ teacher to 1 stream/class
**Derived by subtracting column 9 from column 7.

TABLE 1:2 SCHOOL 2

YEAR	No. of Gradts	No. of NCE	No. of HSC	No. of Grd.II	Others	Total Teachers	Total Streams	Total Teachers Required	Incr./ Decr.
1972	3	3	4	5	4	19	14	21	-2
1973	7	2	-	-	2	11	14	21	-10
1973-74	12	4	-	-	5	21	15	24	-3
1974-75	10	4	-	2	9	25	15	24	+1
1975-76	26	2	-	2	3	33	19	30	+3

TABLE 1:3 SCHOOL 3

YEAR	No. of Gradts	No. of NCE	No. of HSC	No. of Grd.II	Others	Total Teachers	Total Streams	Total Teachers Required	Incr./ Decr.
1972	7	4	-	4	4	19	10	15	+4
1973	6	1	-	-	3	10	10	15	-5
1973-74	9	1	-	-	4	13	10	15	-2
1974-75	5	3	-	-	3	11	18	27	-16
1975-76	8	-	-	3	3	14	23	25	-11

CLASSIFICATION (Cont.) TABLE 1:4 SCHOOL 4

YEAR	No. of Gradts	No. of NCE	No. of HSC	No. of Grd.II	Others	Total Teachers	Total Streams	Total Teachers Required	Incr./ Decr.
1972	3	2	1	1	3	10	10	15	-5
1973	6	-	-	-	2	8	10	15	-7
1973-74	6	3	-	3	4	16	11	17	-1
1974-75	4	5	-	-	1	10	13	20	-10
1975-76	12	-	-	4	4	20	13	20	0

TABLE 1:5 SCHOOL 5

YEAR	No. of Gradts	No. of NCE	No. of HSC	No. of Grd.II	Others	Total Teachers	Total Streams	Total Teachers Required	Incr./ Decr.
1972	16	4	3	-	7	30	20	30	0
1973	17	4	3	-	6	30	20	30	0
1973-74	16	6	2	-	5	29	20	30	-1
1974-75	18	2	-	-	5	25	20	30	-5
1975-76	14	2	-	2	4	22	24	36	-14

TABLE 1:6 SCHOOL 6

YEAR	No. of Gradts	No. of NCE	No. of HSC	No. of Grd.II	Others	Total Teachers	Total Streams	Total Teachers Required	Incr./ Decr.
1972	12	-	3	-	2	15	10	15	0
1973	5	3	-	-	5	8	10	15	-7
1973-74	7	3	2	-	3	12	12	18	-6
1974-75	7	2	2	-	2	11	13	20	-9
1975-76	10	3	2	2	2	15	14	21	-6

TABLE 1:7 SCHOOL 7

YEAR	No. of Gradts	No. of NCE	No. of HSC	No. of Grd.II	Others	Total Teachers	Total Streams	Total Teachers Required	Incr./ Decr.
1972	4	4	-	-	2	10	13	20	-10
1973	14	4	-	-	4	22	13	20	+2
1973-74	14	5	-	-	4	23	15	23	0
1974-75	14	1	-	-	3	18	16	24	-6
1975-76	11	2	-	-	4	17	16	24	-7

TABLE 1:8 SCHOOL 8

YEAR	No. of Gradts	No. of NCE	No. of HSC	No. of Grd.II	Others	Total Teachers	Total Streams	Total Teachers Required	Incr./ Decr.
1972	21	3	2	-	2	28	18	27	+1
1973	16	-	-	-	1	17	19	29	-12
1973-74	29	2	-	-	3	34	20	30	+14
1974-75	26	3	-	-	4	33	22	33	0
1975-76	28	2	-	1	3	34	23	35	-1

TABLE 1:9 SCHOOL 9

YEAR	No. of Gradts	No. of NCE	No. of HSC	No. of Grd.II	Others	Total Teachers	Total Streams	Total Teachers Required	Incr./ Decr.
1972	8	5	1	-	2	16	15	23	-7
1973	15	1	2	-	-	18	10	15	+3
1973-74	10	1	2	-	1	14	10	15	-1
1974-75	16	2	-	1	7	20	10	15	+5
1975-76	12	3	2	-	-	17	10	15	+2

TABLE 1:10 SCHOOL 10

YEAR	No. of Gradts	No. of NCE	No. of HSC	No. of Grd.II	Others	Total No. of Teachers	Total No. of Streams	Total No of Teachers Reqd.	Increase Decrease
1972	7	2	-	-	-	9	10	15	-6
1973	6	1	-	-	-	7	10	15	-8
1973-74	14	1	-	-	-	15	11	16	-1
1974-75	9	-	-	1	6	16	11	16	0
1975-76	14	1	2	-	2	19	11	16	+3

TABLE 2:1

FIVE-YEAR PERIOD: TOTAL NO. OF TEACHERS AS AGAINST THE TOTAL NO. OF STREAMS. INCREASE/DECREASE IN TEACHER SUPPLY

SCHOOL	TOTAL NO. OF TEACHERS	TOTAL NO. OF STREAMS	TOTAL NO. OF EXPECTED TEACHERS*	TEACHERS INCREASE DECREASE**
1	71	47	71	0
2	109	77	116	-7
3	67	71	107	-40
4	64	47	71	-7
5	136	104	156	-20
6	61	59	89	-28
7	90	73	110	-20
8	146	102	153	-7
9	85	55	83	+2
10	66	53	80	-14

*Derived from the regulation of 1½ teachers to 1 stream
**Derived by subtracting column 2 from column 4.

TEACHER SUPPLY: INCREASE/DECREASE

This section will concentrate largely on teacher supply in order to see the trend on the all-important issue of supply and demand. Columns 9 and 10 of tables 1:1 to 1:10 shows the actual number of teachers required and the increase/decrease respectively. Column 9 shows the numbers required in an ideal situation.(1) The increase/decrease column shows the trend in teacher-supply over the years.

A glance at columns 9 and 10 at once depicts a grim situation because there has been quite an alarming rate of decrease in teacher-supply in these schools. The most striking example was the dramatic decrease particularly in the 1973-74 session when in eight out of ten schools teacher-supply was on the decrease. And to a certain extent from 1973 on, the decrease has been quite consistent in most schools compared with the previous years.

In School ≠≠ 1, as shown in table 1:1, increase/decrease ranged from -5 to +3 in the period under discussion. A sharp decrease was experienced in the 1975-76 session in this school. In school ≠≠ 2, (table 1:2), a sharp decrease was recorded in 1973 when it was short of 10 teachers. Indeed the supply was on the decrease from 1972 up to the 1973-74 session.

In School ≠≠ 3, (table 1:3), there was a consistent decrease from 1973 up to the 1975-76 session. Shortages in this school ranged from -2 to -16. In school ≠≠ 4 (table 1:4) shortages were experienced in all

(1) The formula used here is the generally accepted ideal of 1 class/stream to 1½ teachers. So, for example, a school with ten classes should, ideally, have 15 teachers.

but one year. Similarly, in school ≠≠ 5 (table 1:5) teacher shortages over the years ranged from -1 to -14.

School ≠≠ 6 (Table 1:6) has experienced consistent shortages in all but one year in the period under discussion. Shortages in four years ranged from -6 to -9. Table 1:7 which represents school ≠≠ 7, does not give a better picture. For example in 1972 the shortage was -10 and in 1974-75 and 1975-76 the shortages were -6 and -7 respectively.

School eight (table 1:8), however, deviates slightly from the others. For in this school the supply was consistently good in all but one year. It must, however, be pointed out that this is a priority school and consequently this picture is in line with the policy that governs the priority schools. School ≠≠ 9 though not a priority school, has also had the fortune of having quite a steady supply in three out of the five years covered in this study. However in the two remaining years the shortages were -1 and -7. School ≠≠ 10 (table 1:10) shows consistent decrease from 1972 to the 1973-74 session when shortages ranged from -1 to -8.

The general picture given by this table shows that there was no continuity in the supply of teachers in relation to demand. Even the priority schools which are supposed to be fully staffed all the time were short of teachers. The picture has been summarized by Table 2:1 which places the total number of teachers against the total number of classes in the five-year period under discussion. Columns 4 and 5

give a summary of the total number of expected teachers and increase/decrease of teachers respectively. Column 5 reveals a critical situation in which, in the ten schools, the increase/decrease indices ranged from +2 to -40. Average shortage in the eight schools was -18.

A breakdown of teacher shortages according to schools shows that schools ≠≠ 3, 4, 5 and 6 have had the highest shortages among the ten schools. On the whole the years 1973 and 1973-74 present the most gloomy picture. This, as has been explained earlier on, can be largely attributed to the mass reorganization that featured in those years. It was then that voluntary agency Schools were taken over, new schools were established and the school year was changed from calendar to academic year.

Teacher Quality

Here again Tables 1:1 to 1:10 refer. Even though there is not a single minimum requirement agreed upon for measuring quality, one official of the Ministry of Education did observe that if things were as they should be, nobody short of a holder of the National Certificate of Education will be allowed to teach in a post-primary institution. However, from all appearances this basic requirement will need years to materialize.

In school one, represented by Table 1:1, 61.9% of the teachers who taught there within the four-year time period were graduates, 16.9% were holders of the National Certificate of Education. In school two of the one hundred and nine teachers who taught in the school with a four-year period of time only about 53.2% were graduates, while 13.7% were N.C.E. teachers. In school three Table 1:3, of the sixty-seven teachers who taught in the school 52.2% were graduates while 13.4% were N.C.E. holders. In school four out of the sixty four teachers who taught in the school within the period under discussion, 46.8% were graduates while 15.6% were N.C.E. holders. In school five, sixty-eight teachers taught in the school within our period of time and 52.1% of them were graduates and 13.2% N.C.E. holders.

In school six, of the sixty-one teachers who taught in the school 67.2% were graduates and 18% were N.C.E. holders. In school seven ninety teachers taught in the

school within a five-year period, 63.3% were graduates and 17.7% were holders of the National Certificate of Education. In the eigth school, a hundred and forty-six teachers taught in the school, 76.9% were graduates and 6.8% N.C.E. holders. In school nine of the 85 teachers, 64.7% were graduates and 14.1% were N.C.E. holders. In school ten, of the sixty-six teachers who taught in the school 75.7% were graduates and 7.5% were N.C.E. holders.

The percentages of teachers with qualifications other than a degree or the National Certificate of Education ranged from 14.8% to 37.6%. Similarly the percentage of graduate teachers who taught in the ten schools within the period under discussion ranged from 46.8% to 76.9%. On the other hand the percentage of N.C.E. holders in the ten schools ranged from 7.5% to 18.0%. For a summary of this Table 3:1 refers.

On going through teacher duty cards in the statistics section of the Ministry, it was gathered that more than 80% non-graduate teachers do in fact teach up to class five students. This situation has been aggravated because of the acute shortage of teachers in the school. One N.C.E. teacher found teaching class ive was asked to comment on this situation he retorted - "look in this State circumstances are not normal so there is nothing else we can do. After all it will only reduce the volume of our work if there were enough graduates to teach classes four and five."

TABLE 3:1

FIVE-YEAR PERIOD: CATEGORIES OF TEACHERS IN PERCENTAGES

School*	Total No. of Teachers	% of Graduates	% of N.C.E.	Remainder in %
1	71	61.9	16.9	21.2
2	109	53.2	13.7	33.1
3	67	52.2	13.4	34.4
5	68	52.1	13.2	34.7
6	61	67.2	18.0	14.8
7	90	63.3	17.7	19.0
8	146	76.9	6.8	16.3
9	85	64.7	14.1	21.2
10	66	75.7	7.5	16.8

*These schools appear in the same order as those on pages 37-42

TABLE 3:2

TEACHERS IN POST-PRIMARY INSTITUTIONS IN SOKOTO AS AT JULY, 1976

Teacher Nationality	Nos.	%
Nigerians	397	50.3%
Pakistani	33	14.1%
Indian	108	13.7%
Sudanese	66	8.2%
Egyptian	55	7.0%
Filipino	47	5.9%
Scottish	1	- *
Irish	4	- *
Canadian	5	- *
Ceylonese	5	- *
Hungarian	1	- *
Cameroonian	1	- *
Tanzanian	1	- *
American	2	- *
Chinese	1	- *
New Zealander	1	- *
TOTAL	787	100%

*Less than 1%.

Teacher Nationality

As at July, 1976 of the 787 teacher in all post-primary institutions in the State only 397 or 50.3% were Nigerians. See Table 3:2 for a clearer picture of their numbers by nationality.

The implications of such a situation cannot be over-emphasized. In the teaching-learning situation for example, students are likely going to experience a lot of difficulty. Most of these foreign teachers do not themselves communicate effectively in English; the students similarly are not any better. In short there are communication problems which are bound to crop up under this situation. Effective learning can only take place when communication is effective and not hindered by any obstacle.

Moreover, many of these so called experts come with all types of dubious and bogus qualifications and this further limits their quality of instruction. Indeed how much commitment do these teachers really have? How much do they identify with the needs, values, and problems of the students?

Teacher Shortage

Table 3:3 at once shows the position relating to teacher shortages in Sokoto State. As of October, 1976 total teacher requirement was three hundred and forty seven in both Teachers Colleges and Secondary Schools. English

TABLE 3:3

TEACHING STAFF REQUIREMENT*: OCTOBER, 1976

No.	Subject and Institution	Total
1	ENGLISH	
	i. Teachers' Colleges	40
	ii. Secondary Schools	30
2	EDUCATION	
	Teachers' Colleges	22
3	HAUSA	
	i. Teachers' Colleges	15
	ii. Secondary Schools	20
4	MATHEMATICS	
	i. Teachers' Colleges	30
	ii. Secondary Schools	20
5	GEOGRAPHY	
	i. Teachers' Colleges	20
	ii. Secondary Schools	15
6	HISTORY	
	i. Teachers' Colleges	5
	ii. Secondary Schools	10
7	ISLAMIC RELIGIOUS KNOWLEDGE	
	i. Teachers' Colleges	15
	ii. Secondary Schools	10
8	PHYSICAL HEALTH EDUCATION	
	i. Teachers' Colleges	15
	ii. Secondary Schools	-
9	ARTS AND CRAFTS	
	i. Teachers' Colleges	20
	ii. Secondary Schools	-
10.	HOME ECONOMICS	
	i. Teachers' Colleges	5
	ii. Secondary Schools	-
11.	SCIENCE SUBJECTS	
	i. Teachers' Colleges	22
	ii. Secondary Schools	23
	GRAND TOTAL	347

*This has been derived by multiplying the number of classes/ streams without teachers by 1½.

language and literature tops the list in terms of shortages with a total requirement of seventy teachers. Mathematics comes next with a need for fifty teachers. This is followed by science subjects (physics, chemistry and biology) with a shortage of forty-five. Hausa and geography next with shortages of thirty-five teachers each. History and Islamic Religious Knowledge each has a shortage of twenty-five teachers. Education needs twenty-two teachers and Arts and Crafts have a shortage of twenty teachers. Physical Health Education and Home Economics are short of fifteen and five teachers respectively.

It is interesting to observe that there is not a single subject that is fully staffed in Sokoto State. It appears quite understandable for English, Mathematics and the Sciences to top the list in terms of teacher shortages but what of subjects such as Hausa and Islamic Religious Knowledge? Certainly these could be remedied early considering the background of the State.

CHAPTER IV

STUDENTS' PERFORMANCE IN FINAL EXAMINATIONS: A CRITICAL ANALYSIS

Introduction

Whatever one's reservation on the validity of examinations, in the absence of a reasonable substitute for students evaluation, they have continued to enjoy a high priority in schools. And for most average Nigerians, high scores at final examinations have become 'reliable' indicators of good schools and good teaching. The noisy prominence given to annual examination results by the mass media is a clear indication of the high esteem in which these examinations are held. Consequently for most purposes now, the efficiency and ultimately effectiveness of a school is measured in terms of student performance in their final examinations. It has not been uncommon either to associate high scores to good teaching and poor scores to bad teaching. Granted, the school is indeed at the hub of the educational system. Teachers and students therefore are indeed an important part of the whole system.

However, in spite of the very vital role the school plays, the contention of this study is that student's performance in final examination does not depend entirely at the production level. Indeed problems of poor performance must be seen in perspective. Consequently anything short of a diagnosis of the whole educational system is a

misdirection of both human and material resources.

The major intention of this chapter therefore is to highlight and analyse students examination results in the ten schools under discussion. This will be followed by an analysis of the educational system as it obtains in Sokoto State taking each of the three levels that make up the educational system. This is finally concluded by highlighting some of the major bottlenecks and loopholes at the various levels and show how they contribute to students' performance at final examinations.

Students Results

Table 4:1 shows students performance in final examinations over a period of five years in the ten selected schools. Unfortunately at the time this data was collected the 1975/76 Grade II Teachers results had not yet been released.

In the Teachers' Colleges (Table 4:1, Schools 1-5) percentage passes in 1972 ranged from 2% to 48.7%. In 1973 percentage passes ranged from 0% to 5.0%. In the 1973-74 session it ranged from 4.1% to 21.3% and the 1974-75 session was 5.0% to 18.6%. In the four years covered for Teachers' Colleges average percentage passes in five colleges ranged from 2.7% to 26.2%.

In the Secondary Schools (Table 4:1, Schools 6-10) percentage passes in 1972 ranged from 31.8% to 76.4% in 1973 from 32.0% to 50.7%. In the 1974-75 session the percentage passes ranged from 0% to 20.9% and in the 1975-76

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TABLE 4:1

STUDENTS' PERFORMANCE IN FINAL EXAMINATIONS: PASSES IN PERCENTAGES

School	1972	1973	1973-74	1974-75	1975-76	Average %
	%	%	%	%	%	%
1	16.7	10.1	10.8	18.6	-	14.5
2	2.0	0	4.1	5.0	-	2.7
3	12.0	12.9	18.5	6.0	-	12.3
4	29.6	7.9	14.5	6.8	-	14.7
5	48.7	20.0	21.3	17.0	-	26.2
6	76.4	32.0	0	10.3	10.0	32.1
7	59.0	70.7	10.3	10.6	21.4	34.4
8.	50.0	32.2	0	20.9	20.0	30.7
9	55.0	40.2	22.6	0	5.2	24.8
10	31.8	58.1	50.7	29.9	32.7	38.9

session the percentage passes ranged from 5.2% to 32.7%.

On comparative basis (school ≠≠ 1-5 vs 6 - 10), performance in Teachers' Colleges and that in secondary schools shows that the highest percentage score in the Teachers' Colleges was 48.7%. In the secondary school on the other hand, the highest percentage score was 76.4%. In fact in the secondary schools in the five years covered, there are seven instances when the percentage scores were 50.0% and above. In 1972 alone

for example, in four of the five secondary schools the scores were 50.0% up. The school with the least score had 31.8%.

In 1973 the picture changed. The scores in percentages declined quite sharply with only two schools scoring 50.0% and above. By the 1973-74 session only one school had over 50%. In the 1974-75 and 1975-76 sessions percentage scores stood at 32.7% and 38.9% respectively.

In the Teachers' Colleges percentage scores in five years ranged from 0% to 48.7%. In the secondary schools the scores ranged from 0%-76.4% as the highest.

On the whole, it is not quite easy to make a categorical statement as to the trend in students' performance. It is however, easy to observe that there has been a decline over the years. The past two sessions notably witnessed quite a sharp decline in students' performance. Likewise it is quite obvious to observe that percentage scores have been higher in the secondary schools than in the Teachers' Colleges.

THE MANAGEMENT OF EDUCATION IN SOKOTO STATE

The Institutional Level

The institutional level as it exists in Sokoto State is roughly represented by Table 5:1. This level is better known as the Ministry of Education. At the top of the structure is the Commissioner of Education who is the political head of the Ministry. Consequently he represents

the Ministry in the State Executive Council's deliberations.

Next is the Permanent Secretary who is the Executive head of the Ministry. Down the line is the Deputy Permanent Secretary followed by the Chief Inspector of Education who is also the professional head of the Ministry.

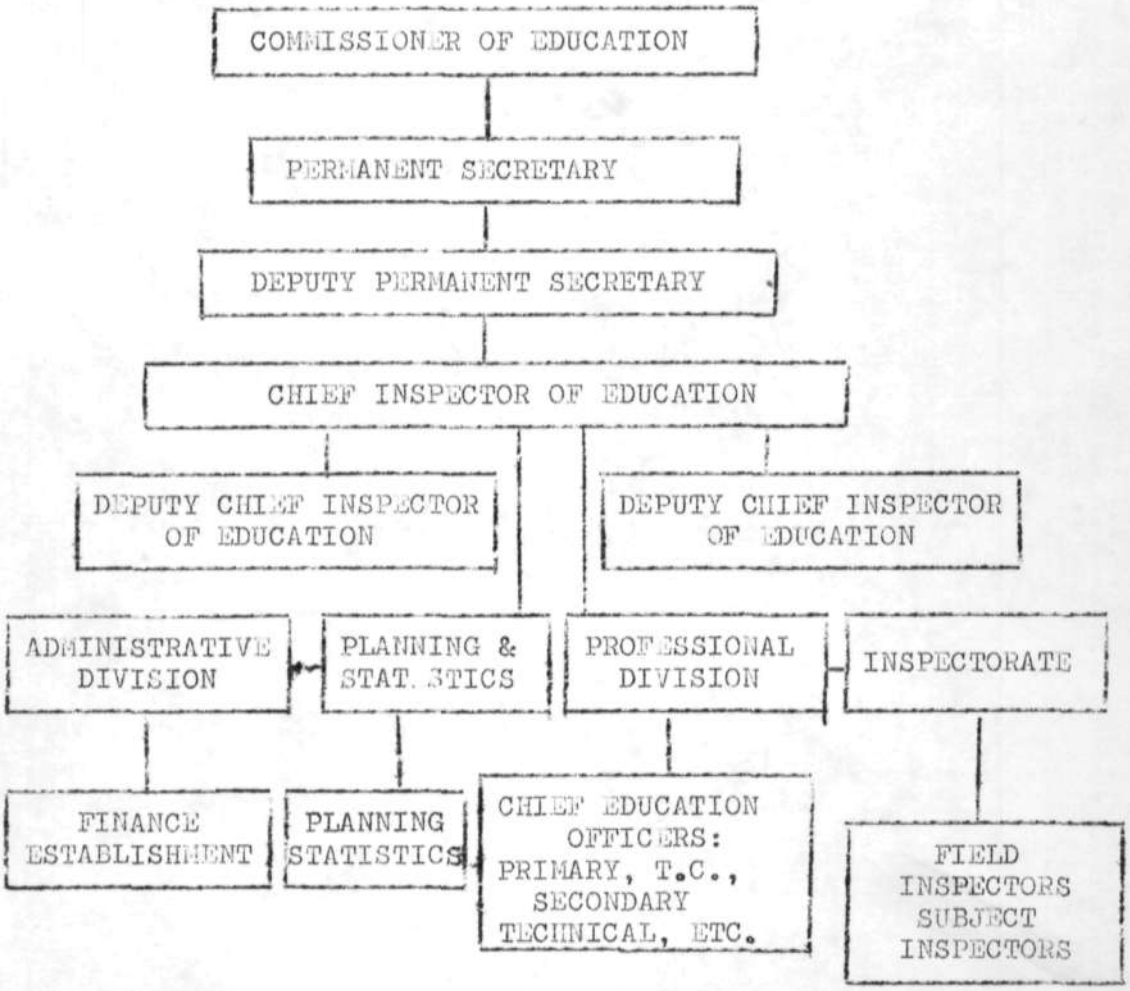
The Ministry is divided into four sections which come under the following divisions: - the Administrative, the Professional, the Inspectorate and the Planning and Statistics Sections. These major divisions are further sub-divided into sections which come under the four major divisions. These sub-divisions include the Finance and Establishment subsections which come under the Administrative sector. Under the Professional sector are the Chief Education Officers in charge of primary schools, teacher colleges, secondary schools, technical education, handicapped children's education and other. In the Inspectorate sector are the field inspectors and various subject inspectors. The Planning and Statistics sections take charge of such matters as building programmes, expansion projections, general planning and data collection.

In short it is at this level that the general administration of education is organized. Here, all decisions relating to policy and code of conduct in terms of goals are laid down. Decisions relating to supply of personnel, money and materials for the schools are also taken at this level. Here decisions relating to values

for the schools are decided upon also. Other functions of this level include the supervision and coordination of activities. All matters relating to staff welfare, students' welfare are ultimately controlled at this level.

FIGURE 5:1

ORGANIZATIONAL CHART OF MINISTRY OF EDUCATION, SOKOTO STATE - THE INSTITUTIONAL LEVEL



Allocation and decisions as to which school gets what, when and how are controlled. This level also provides the general plan of action for all schools and consequently also takes charge of overall coordination.

On the whole this level is charged with the responsibility of administering the entire educational program to lead to the achievement of the set goals. Such matters as inspection, supervision, examinations, initial posting of teachers all come under its jurisdiction. It also ensures the disbursement of all monies provided in the budget to all its different sections.

In form of feed-back it receives reports from the various institutions and from these reports makes adjustments and modification and issues circulars accordingly. In short functions at this level involve a wide range of administrative, supervisory and inspectorial responsibilities, all aimed at ensuring that educational goals are filled.

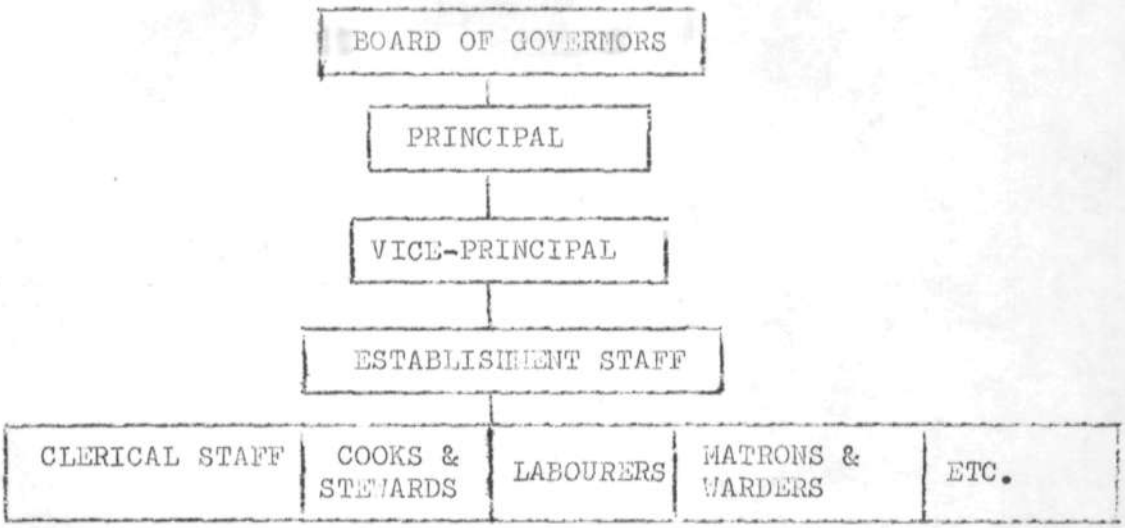
It should be pointed out, however, that what has been described above is only what is laid down and what should obtain in an ideal situation.

The Managerial Level

This level is represented diagramatically by Table 5:2 It is made up of the Principal as the executive head of the school and all those establishment staff who provide

FIGURE 5:2

THE MANAGERIAL LEVEL

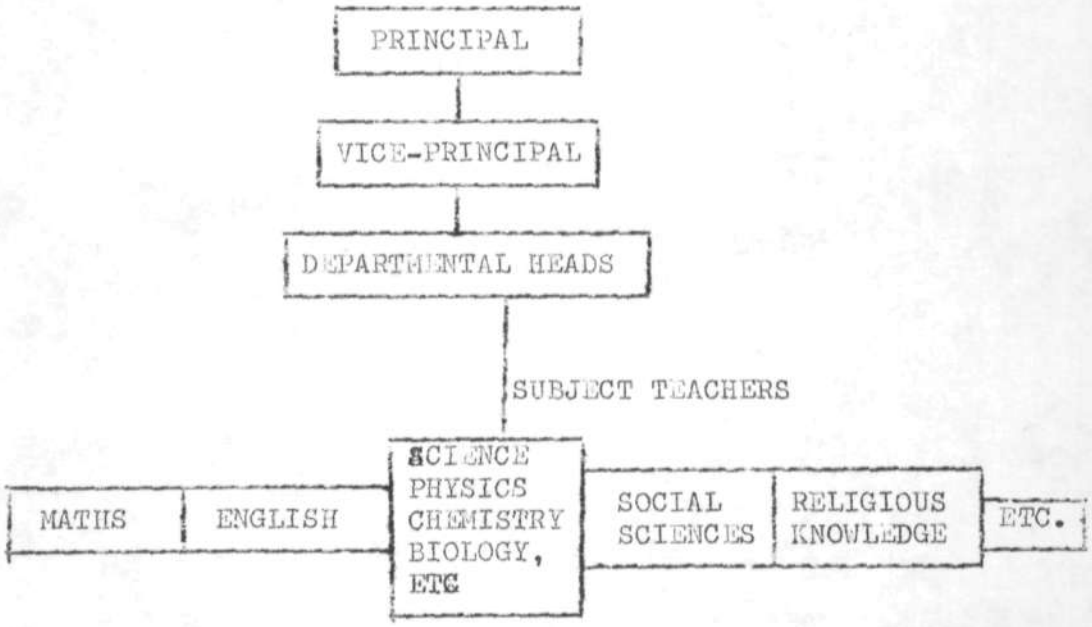


supporting services that contribute to the smooth running of the school. In short it is here that the actual administration of the school program is planned, organized and coordinated. Its functions include drawing up a plan of action and making a schedule of duties. Specific school objectives are drawn in conjunction with other staff members and all other matters relating to the day to day running of the school are decided upon. Individual school activities are coordinated for onward transmission to the institutional level. All matters relating to the school public relations are taken care of at this level and decisions are made and recommendations likewise given. In short all those duties relating to local supervision of staff and finding solutions to local conflicts are also referred here and expected to be sorted out here. To execute its duties effectively

a local schedule is drawn aimed at the mobilization of both men and materials in order for school objectives to be achieved. Above all it is expected that all activities at this level should like the previous one lead to the achievement of educational goals in whatever terms those are defined.

FIGURE 5:3

THE PRODUCTION LEVEL



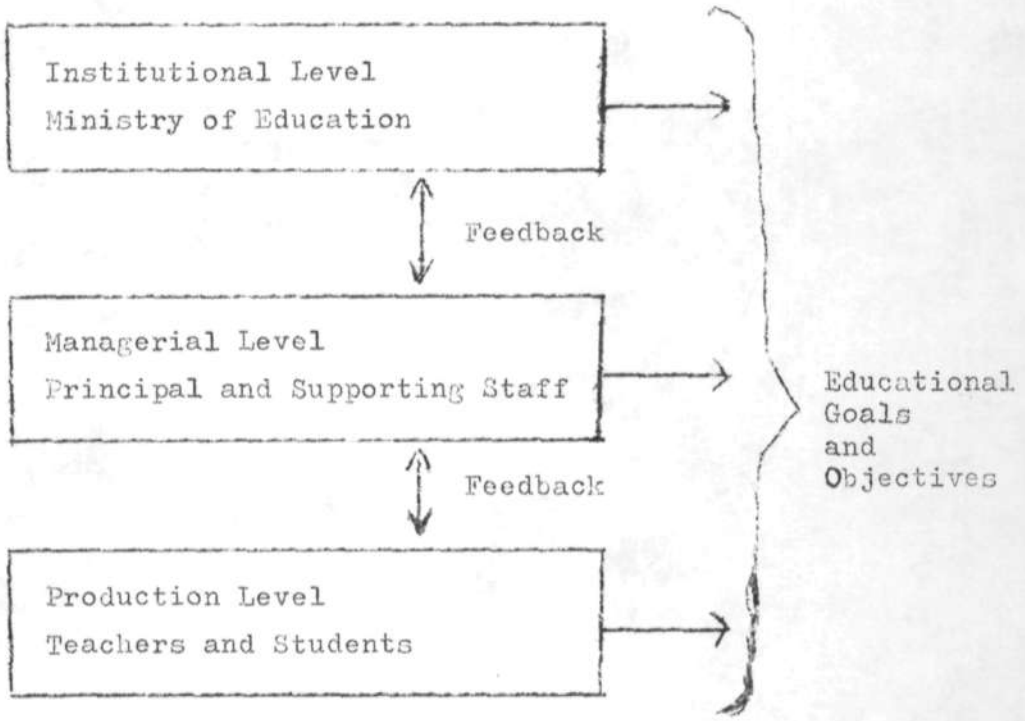
The Production Level

This level has been diagramatically represented by Table 5:3. This is the level at which the actual work of learning and teaching takes place. At this level the plan of operation of the smallest unit takes place - this has been represented by departments. Such decisions relating to specific objectives, grouping of students, teaching method, record-keeping are all decided upon here. Here too activities are coordinated at departmental levels for onward transmission to the managerial level, where the general coordination takes place, to be sent to the institutional level. Here too the idea is to ensure that all activities are leading towards the achievement of set goals and objectives.

General Observations

It is clear from the general description of the arrangement that there are certain basic assumptions in the educational system. The first observation is that it is assumed that all levels are working towards the achievement of general but known educational goals and obectives.

FIGURE 5:4 The Educational System: An Ideal Situation



Secondly it is assumed that there is a clear type of relationship among the three levels with a clear system of feedback and coordination. This ideal state of affairs is represented by Table 5:4. But a study of the situation in Sokoto leaves much to be desired.

Identified Problems in the Educational System in Sokoto State

Having had an overview of the real situation in Sokoto State it is now important to turn attention to highlighting some of the major loopholes in the entire set-up. Having seen the nature of teacher supply qualitatively and quantitatively and having also seen the trend in students' performance one or two categorical statements can be made. Clearly, from all evidence available, it is abundantly clear that problems of students performance in final examinations are to be found at all levels of the educational set-up.

Problems at the Institutional Level

The functions of this level have already been identified in the previous section. As has been shown in Table 5:4 all the activities at all levels are expected to lead to the achievement of the educational goals set. Consequently the crucial question is -- does this level in fact have and work towards any set educational goals? From discussion with various officials of the Ministry it was obvious that this has been taken for granted. One can conclude that it is either that everybody is expected by some means to be

acquainted with his job or else that this aspect of the functions of the Ministry is too minute to be of any importance. Indeed this is a major loophole. And because of the present system under which just anybody is posted to the Ministry of Education as Commissioner of Education and Permanent Secretary without necessarily any prior knowledge or commitment to education and its aspirations, it is important that goals are set and known by everybody who participates in the system. Specific educational goals are a matter of priority. The role of educational goals has been for all purposes underestimated.

Secondly as of now there is not a sound system of feedback and coordination of activities. Thirdly there is a lack of the proper channels for communication. This level is expected to gather and disseminate information and be able to know what is happening where, and at what time.

The next major constraint at this level is lack of enough staff both qualitatively and quantitatively. And because of the consequent inefficiency arising from this it was found that not only was work held up for days but in cases where it was done sometimes it had to be repeated. In the process of the collection of this information an incident was observed where a voucher had to be raised three times because the clerk in charge repeatedly made mistakes. In many cases work that should be done by a

clerk had to be done by a senior officer because the clerk was not able to do it. In like manner the few officers available are to say the least very much overloaded. Consequently important matters are overlooked as luxuries to the judgement of these over-worked officers. During an understudy of one such officer it was noted that if in fact the officer decided to attend to all the official visitors who had come to see him with one problem or the other he could in fact spend the whole day attending to these to the neglect of other official duties. Consequently there was this famous note pinned on his door every-morning,"if you want to discuss anything with me see me after 12.00 noon". On asking such an officer what me meant by that "anything" he maintained that he meant really anything at all. He went on to explain how without coming back to the office after closing hours, files would have filled his office.

Perhaps it should be emphasized here that in fact all the visitors were mainly teachers and principals on the field who had come to discuss problems which ranged from personal to official. These personal problems include such relating to getting their postings, transfers, car loans, mileage claims, gratuity and a host of others. When one of the teachers was asked why he did not write instead of coming himself - he retorted - "look, Madam, I came only after writing for two months and nobody even bothered to acknowledge receipt of my letter. If I do not come how do

you think I will ever get this thing through?" "This thing" was of course his gratuity because he is a contract officer. Another principal was there to report that in his school with twelve streams he only had seven teachers on the staff and his letter to the Ministry had not even been received not to talk of receiving attention.

In the Inspectorate Section the picture is no better. One school visited reported that they had not been inspected for quite some time. Asked to elaborate on this the Principal mentioned that since he has been in the school which was two years nobody had come to visit him from the headquarters for inspection purposes. And according to him no records left by his predeccessor indicate such a visit either. This means that this section largely resulting from understaffing is not fulfilling its responsibility of supervision and inspection which indeed are very essential for our schools.

The administrative section is not only understaffed but staff there are generally inefficient. Many cases of lost files are reported almost daily and where they are available they are hardly ever up to date. The effect is of course that an officer's letters of whatever importance are delayed as action is not taken on unfiled letters. These lead to frustration and all other types of problem. In fact an official of the Ministry confessed that one or two teachers had resigned because of constant loss of

files.

In terms of materials and equipment also, supplies have not been adequate. In one secondary school visited, which is supposed to be offering science subjects at WASC the science laboratories were virtually empty.

Problems at the Managerial Level

Duties to be performed at this level have already been described. Here the chief actor is of course the Principal or headmaster of the school. The Principal is himself plagued with personal problems. Less than half of the principals have received any kind of training in educational administration. The writer of this study was in fact a victim. Having never taught before, nor done any education at school, she was asked to go and head, or in fact, to establish a new school. All objections by the victim turned on deaf ears as according to the officer in charge of posting - "there is nobody else to go." So many of the principals have no formof experience or training.

Consequently the idea of - management by crisis takes the place of management by objectives. Because of the lack of training and experience decisions are taken haphazardly and very little planning takes place. Secondly, because of the many problems plaguing the schools from over-crowding, to lack of enough teachers the Principals are more than overworked. Sometimes the Principals are themselves teachers and this leads to all types of problems.

By and large, then, such duties of the principal, as coordination of school activities, drawing up plans or schedules of duties and others are regarded as luxuries in the presence of such other grave problems as teacher shortage and overcrowding of students.

The principal's work is worsened because letters hardly ever get replied. This means that for every problem he has to drive down himself to the headquarters if he wants any attention. Consequently even a trained or experienced principal is so much overworked that there is very little time left for day to day administration. In one incident a situation had been observed where the principal spent a whole day trying to convince the Ministry of Works to come and mend teachers' houses and classrooms and offices that leaked.

Also because of his relative lack of administrative skills the principal is very often involved with all types of problems with his staff which sometimes lead to personality conflicts. In some cases it is indeed power struggle where a principal is competing with his teachers. In most of these cases these result in administrative chaos with no cooperation between the principal and his staff. All these problems leave the principal very little time to do his duties of supervision, coordination, evaluation and general planning. In fact instead of mediating among his staff he himself may be at the heart of the conflict.

Problems at the Production Level

The schedule of duties for this level have already been given previously. Here as has been shown on Table 5:4 the main actors are the teachers and students. Problems here range from overwork to lack of motivation. Quite a number of problems in fact emanate from problems at the other two levels already discussed. The problem of lack of objectives for example is a case in point. Most teachers do not know of any existing school objectives. Consequently for most teachers school objectives are tantamount to the "covering" of school syllabuses. More than 90% of the teachers' time is spent on efforts geared towards covering these syllabuses. A teacher in reply to a question posed to him stated that he would have failed in his job as a teacher if by the time students sit for their final examinations syllabuses are not covered.

As has been shown in Tables 1:1 to 1:10 teacher shortages are really acute to say the least. Consequently the few teachers available are very much overworked. A look at these tables will show a better picture. And because teacher workload is so heavy they have little time to pay attention to problem students. Unfortunately in Sokoto many students are in fact problem children in the sense that most of them need individual attention. This problem has been further aggravated by the low

quality education of primary schools in Sokoto State. In a survey carried out by the statistics division of the State Ministry of Education it was discovered that many pupils end up very much illiterate after spending seven years in primary school. And because primary school pupils who proceed to secondary schools are assumed to have reached a certain level, the practice has been to start them off in like manner from a certain level. This is regardless of which students have reached what level.

Perhaps a question will be posed as to how these students get admitted into secondary school. Many cases of cheating have been uncovered. The State Government therefore decided on the interview method described in Chapter 2 which should minimize cheating as obtains in the common entrance examinations. In short this is emphasizing the fact that teachers are dealing with problem students many of whom cannot even communicate effectively in English, which incidentally remains the medium of instruction. Where there cannot be effective communication one cannot expect much learning to take place.

There is also the question of the foreignness of the teachers. As of July, 1976 only 50.3% of teachers teaching in all primary institutions in Sokoto State are Nigerians. (Refer again to Table 4:1). Even though as of now no specific research has been done as to the effect of this

issue on students, it is generally accepted that it has its shortcomings. These people come with different ideas and values on education and these can hardly be expected to fit easily into our type of school system established to cater for our youths whose culture is very much different from that of their teachers. Secondly, as has been pointed out earlier, none of these teachers speak any local language. This means even in a situation where they could render help to individual students in a language they understand, this attempt is curtailed.

In many cases these foreign teachers do not receive any orientation course before getting posted to teach. This situation has been brought about by the urgency with which the teachers are needed in the schools. An expatriate teacher was seen whose appointment letter had not even been released from the Public Service Commission and whose salary scale had not been agreed upon but who was virtually begged to go and start teaching. And because the Inspectorate Section is itself understaffed, this teacher will probably only muddle through as there is hardly any likelihood of anybody ever visiting to supervise and help him.

In a school visited there were two cases of expatriate teachers who had been ill for over three weeks running. In that school which was already understaffed there were classes which did not have any teacher at all even if to

maintain discipline. These teachers have to adapt to the new climate, besides the fact that many have such bogus qualifications and others are very new in the profession.

Until recently all appointments of expatriates and those Nigerians who are not from Sokoto was on contract. This meant that after each two or three years these people were entitled to get their contract gratuity and other entitlements. This state of affairs has created a serious bottleneck arising mainly from the fact that because so many mistakes are made in the Ministry some applications not attended to, many of these teachers have had to make many trips personally to get their claims approved and paid.

Some teachers like those who hold the National Certificate of Education have been specifically trained to teach in the lower classes of our post-primary institutions. However there were cases of some assisting the principals as their deputies and many teaching up to class five students. In this situation it is no exaggeration to observe that in quite a number of cases these teachers are mere bodies keeping order in the classes but doing hardly any teaching. In some cases teachers are asked to teach subjects other than the ones they qualify in, much against their wish and certainly much against the students' progress. For these teachers there can hardly be any motivation. And because they are already overworked

(some up to thirty five lessons a week!) there is hardly any time to do extra work to brush up.

A glance at Table 3:3 will give a clearer picture of the problem of teacher shortages. The few teachers who are available are spread over the institutions with the results that no school is sufficiently staffed. The situation in the schools therefore becomes very much like spreading butter thinly over bread and consequently not giving the required taste.

CHAPTER V

GENERAL OBSERVATIONS, SUGGESTIONS AND RECOMMENDATIONS

General Observations

At this juncture it is pertinent to highlight some general observations arising from this study. From all the information available it is evident that there is an absence of clear and woll stated educational objectives at all levels of our educational system. Consequently the management of educational affairs has been left largely to the mercy of the individual's drive and initiative at any given level. It is little wonder then that management by crisis should triumph over and above management by objectives.

Secondly from all indications there is abundant evidence showing the serious manpower constraints at all levels of the educational system in Sokoto State. These constraints can be easily seen in both quantitative and qualitative terms. A reference to Tables 1:1 to 1:10 will show at once both the teacher strength and its quality at the production level. Unfortunately the picture is not any better at the institutional and managerial levels. For the students, therefore they not only have to be taught by second rate teachers but sometimes they have no teacher at all even to "babysit" or maintain ordinary discipline in the classroom. This crisis situation surely does not

augur well for good education despite the huge investment made. Unfortunately too, the few people that are qualified and available are overloaded with work which in itself does not allow for maximum efficiency. And worse still those who are not properly qualified do not seem to be giving even their inadequate best.

Thirdly there is enough evidence showing that problems of education in Sokoto are to be found at all levels of the educational system. In the past the tendency has been to restrict studies of problems to the production level, but it is clear from this study that all levels are indeed plagued with various problems. It is not the intention of this study to lay the blame on any particular sector other than to maintain that all levels are "ill."

Another important issue arising is that of overall coordination of educational activities in the system. There is very insufficient coordination which leads to all types of problems such as duplication of efforts which in turn leads to under use and waste of both human and material resources.

Fifthly from the statistics here available on students' performance, a sharp decline can be observed in the 1973-74 session. Reasons for this decline can be found in the fact that this was the first year after the general reorganization of schools. In January, 1973, the Government

of the then North West State took over all voluntary agency schools. During this takeover some secondary schools were turned into Teachers' Colleges, co-educational schools were turned into single sex schools and so on. This take-over resulted in the movement of both students and teachers alike. This was also the first session after the school year was changed from the former calendar year to the academic year. Thirdly the year 1973, witnessed general expansion in the field of education in Sokoto State. Preparations were started as a prelude to the implementation of the universal primary education which has now been launched. Unfortunately as has been shown in Table 1:1 to 1:10 this general expansion and reorganization was not necessarily followed by a corresponding increase in the number of teachers. Instead there was a redistribution of the few teachers already available in the field. The situation in the schools became like the proverbial thin spread of butter on bread. However, while one cannot make a categorial conclusion as to the relationship between teacher supply and students' performance from the evidence available here, one can on the whole observe that expansion of schools and consequent redistribution of teachers has led to a decline in students' performance in Sokoto State.

The final important observation is related to the foreigness of the teaching staff. From evidence available for this study it is not possible to make a clear-cut

remark as regards the relationship between teacher nationality and students' performance. A few suggestions can be made however. Is it likely that students' poor performances may have been exacerbated by their sudden exposure to strange accents which cause some grave communication problems? The importance of communication in the teaching-learning situation cannot be overemphasized. Moreover, the preponderance of expatriates of varying nationalities and often of questionable qualifications in the teaching staff may have caused some adjusting problems to students. The result of such a situation could be that the already bad situation is even made worse. However, until specific research is conducted in this area it is difficult to draw a final conclusion.

Suggestions and Recommendations

Having had an overview of the situation, what suggestions and recommendation can be made? An area of education in which there is general agreement is that relating to educational goals and objectives. All educationists and laymen alike generally agree that the educational, as indeed any other, enterprise should be managed by objectives. The ideal situation has been diagrammatically represented by table 5:4. Under this situation not only are the goals and objectives known by all participants in the system, but indeed all gear their energies and the material resources at their disposal

towards the achievement of these goals. It is little wonder therefore, that the Udoji Commission took a whole chapter stressing such things as Results-Oriented Management by objectives.[1] Those ideas should be adopted at all levels of our educational system. The governments need to state in clear terms what long and short-term educational goals need to be achieved. Nigeria has generally accepted the principle that education should benefit both the learner and the nation as well. This is looking at education as both a consumer and a capital good. If then the government wants through education to discover and exploit human talent and to build up healthy minds and attitudes in the pupils, these should be stated in categorical terms and also made known to all participants, students and teachers alike. And accordingly, it must be emphasized that all those resources necessary for the achievement of these goals must be made available.

Secondly, a structural reorganization in the Ministry of Education is necessary. The situation as it now exists has already been described in an earlier chapter. Under

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[1] Udoji Commission: Public Service Review Commission. Main Report. Federal Ministry of Information, Lagos, 1974. Chapter 3.

the present situation the post of Commissioner is political. He is usually appointed from any walk of life. In short the Commissioner may never have had anything to do with education in all its various ramifications. The Permanent Secretary on the other hand is the chief executive of the Ministry. He is the link between the Commissioner and the other officials under him. Usually the Permanent Secretary is somebody who has risen from the bottom rung of the clerical officer grade to that of administrator. He too like the Commissioner may have had little if anything to do with educational administration. It is the Chief Inspector of Education who is the Professional head of the Ministry. Yet he is accountable to the Permanent Secretary. Most decisions by the Chief Inspector of Education have to be approved by the Permanent Secretary. The Permanent Secretary on the other hand might and might not consult the Commissioner on certain decisions. In short under the present system many loopholes are bound to exist. The Udoji Commission[2] has observed that "the service is at present organized to suit an out-dated concept of class and educational qualifications, whereas it should be organized primarily around the achievement of objectives and to encourage the development of employees

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[2] Ibid. Udoji Commission Main Report, p. 28.

to the greatest extent." As of now it appears that the three positions described above all have different objectives.

First it would appear as if the Commissioner is there to fulfill the political needs of the Ministry of Education. In fact to a certain extent his function is very much restricted by the Permanent Secretary. The Commissioner hardly sees any one beyond the Permanent Secretary. And because the Permanent Secretary uses his discretion as to which minute or file the Commissioner should see, this means that the Commissioner will only see what the Permanent Secretary wants him to see. On the other hand the Permanent Secretary as the administrative head of the Ministry sees and gives the final verdict on all major decisions whether administrative or professional. His functions are quite wide and he wields a lot of authority. He, therefore ensures the smooth running of the Ministry.

The Chief Inspector of Education as the professional head of the Ministry is subordinate to the Permanent Secretary. Usually the Chief Inspector of Education is an educationist. Unfortunately, however, most of his decisions, whether professional or administrative, have to be countersigned by the Permanent Secretary. This of course limits the extent to which his work could be carried with dispatch and efficiency.

From the discussion so far it would appear as if the three key figures in the Ministry of Education might not

be seeing things in the same light; while one tries to see to the political needs on such things as the siting of new schools, the other tries to ensure smooth administration and the other the professional decisions. Would it, for example, be different if the Commissioner, the Permanent Secretary and the Chief Inspector of Education were all educationists? What results would accrue in a situation in which all three key figures talk on the same wavelength, have the same commitment to education, and same sense of priorities? Are these people indeed speaking the same language? Or are they all speaking the language they understand at the expense of education? It would indeed pay better if all three figures had the same objectives and were all working towards the same objectives. For so long as they continue to function on different wavelengths the rhythm will certainly not be in harmony.

One would therefore recommend that both the Commissioner and Permanent Secretary should have some background as committed educationists who are genuinely interested in educational affairs. If this were the case then even if the post of Commissioner remained political, one would still expect him to put educational goals in the forefront. Likewise if the Permanent Secretary were an educationalist he would be more likely to see the urgency of certain decisions taken by the Chief Inspector of Education and would give the go ahead without subjecting

them to administrative red-tape.

At the managerial level Principals as key figures in school administration are in urgent need of In-service Training in school or Educational Administration. While the Government should be commended for efforts so far made, there is still plenty of room for improvement. Trained educational administrators are needed to mobilize men, women, and materials for maximum yield. There is a lot of evidence to show that the resources at the disposal of school administrators are underused - they are not being fully mobilized to yield the maximum benefit. Indeed most Principals work or manage by crisis rather than by objectives. Concepts such as management by objectives, Project Management and Programme and Performance Budgeting as propounded by the Udoji Commission should be known and practised by school administrators.

At the production level teachers and students are involved in the teaching-learning situation. Table 4:1 in Chapter III clearly shows the position regarding teacher nationality. From the evidence available it is clear that the majority of the foreign teachers are those who cannot communicate effectively in English. The teaching-learning situation is such that it is affected greatly by the ability of both parties to understand each other. In a situation where the teacher hardly understands the student, and vice-versa

very little learning can take place however good the teaching. Indeed how much commitment do these foreign teachers have in their work? To what extent do they really identify themselves with their students? To what extent do they understand the students' environment, their attitudes, outlooks and values? Do they see education in the same way as the students? What indeed is the quality of their instruction? Consequently, in spite of the acute shortage of staff the Government is facing, it must be cautioned against mass recruitment of many of these foreign nationls. Many of them are those who under normal circumstances would not get a job in their home country. These come here and are given our citizens and future leaders to mould. What is not good enough for their country should not be good enough for Nigeria. It is only common sense to note that it is wiser to recruit a qualified person with commitment rather than many without any commitment or fake qualification.

What of the students themselves? How committed are they to education? What are their motivational and aspirational levels? Are they really convinced that they should receive western education? What support do they receive from their parents and environment which serve as incentives to go to school? Most of these questions cannot unfortunately be answered in the affirmative. It is a known

fact in Sokoto State that many pupils complete their primary school without having received any education. Indeed many are still very much illiterate by the time they have completed primary school. In this type of situation parents are encouraged to send their children to school. Quite a number come from well-to-do families and since going to school is equated with acquisition of money later, for such pupils who have rich parents, they have no motivation towards western education.

One would suggest here that Government should intensify efforts geared towards propaganda in favour of Western education. For as long as students' motivation towards Western education remains low, very little learning will take place.

In this regard one would like to suggest the immediate introduction of guidance and counselling services at all levels of the school system. These services will not only help to expose students to the various problems but will also help in sorting out both their academic and social problems. Many students have problems on how to study, what to study and so on. In short quite a number of students are not even aware of their abilities and shortcomings. The introduction of guidance programmes will help to alleviate a great deal of students' problems.

In the area of teacher recruitment, maintenance and development one would recommend that the Ministry should

devise its appraisal and scoring forms of qualities it expects of its prospective teachers. Rather than the mass recruitment of just anybody to teach in schools it would yield better results if fewer more committed and qualified teachers are recruited. A teacher who is qualified and committed to his profession and students is more likely going to produce better results even when conditions are not so favourable. An uncommitted and ill-qualified teacher will not give of his best even when the conditions are favourable. It is important to emphasize that the morale of both teachers and students is very important in determining the quality of their work.

The Ministry of Education needs to be reorganized in order to improve the quality of work of its staff. What goes on in the Ministry affects the Principals, teachers and students. A Principal who cannot get his letters attended to unless he follows it up personally cannot give much of his time to his school affairs. Likewise a teacher who has to come personally to the Ministry to process his gratuity, claims and car loan forms is bound to miss classes. Lost files and letters cause a lot of frustration and may indeed lead to loss of teachers through resignation when the case appears hopeless. Teachers need to be shown that their work is appreciated by getting their various problems sorted out promptly in the Ministry. Their morale is bound to be affected by what goes on in the Ministry

and this in turn affects their work as teachers.

Finally the attention of the Government should be drawn to the fact that problems of education, students' performance inclusive, should always be examined and tackled in perspective. It is no use blaming teachers alone on poor students' performance. Students' performance like most other educational problems are tied up to all levels of the system. To attack the problem squarely therefore requires an analysis of the entire system. It is only then that the problems are likely to be successfully attacked. In terms of teacher shortages Government should endeavour to ensure that scholarship awards, training programmes and in-service training are linked with the teacher shortages. No stone should be left unturned in making sure that scholarship awards, in-service and other training programmes are geared towards meeting the manpower needs of the Government. Even if it means resorting to giving inducements and incentive for certain subject areas as a short-term measure, the Government should not hesitate to do this in order to improve this critical manpower constraint. This calls for a well thought out and integrated plan of action. All hands should be on deck to curb this unpleasant situation as shown in Table 3:3.

The problems of wastage and dropouts is one that

stands out clearly in the educational system in Sokoto State. In the ten schools used for this study percentage scores in five years ranged from 2.7% to 38.9%. This indeed is a sad situation. And under the present arrangement in which paper qualification is about the only acceptable passport this means that those students who cannot make it in their final examinations have to some extent become dropouts in the society. The dropout percentage is too high to be overlooked. This only goes further to call for governments' immediate attention to help curb or at least reduce this unhealthy situation.

What of the schools curriculum itself, how does it in anyway affect students performance? Experience has shown that in Sokoto State students generally record high passes in Islamic and Christian Religious knowledge. These are two areas in which clearly students receive support from their parents and the public. Students are brought up to appreciate these and are given every encouragement to learn them. These two areas are such that the parents and public are acquainted with and do not hesitate to help their children. However, a look at the rest of the students curriculum will show that the curriculum is quite foreign to parents and a good percentage of the public. From evidence recorded by high passes in Religious Knowledge one can assert that if the curriculum had been more relevant and familiar to the parents and public students are more

likely to receive support as they do in Religion. This calls for the attention of the Government to look into this problem. How for example can the curriculum be made more relevant and better appreciated to the students and their immediate communities?

The high percentages of those who cannot pass their final examinations many of whom have become misfits in the society is a case in point. These students end up with no paper qualification, yet they become alienated from their communities because they refuse to believe that by virtue of their having gone to school, it is a disgrace to go back to the land. If the curriculum had been related to their immediate environment, those students who fail to pass their examinations should fit conveniently back into their communities. To a certain extent Government has been able to contain most of these categories of students in Sokoto but what of the future? Schools are expanding and results are getting poorer, Government will hardly be able to contain all these students and these students naturally feel that they should get jobs. These are bound to become a nuisance to the Government. Immediate attention is therefore required in the area of the curriculum in order to alleviate the growing problem of mis-fits in the society.

CHAPTER VI

SUMMARY AND CONCLUSION

This study has attempted to identify and highlight some of the major loopholes in the educational system in Sokoto State. By and large efforts have been made to carry out a critical analysis of the three levels that make up the educational system. In particular the study aimed at looking at the overall organization and how the various levels, sections and departments interact with each other.

Specifically Chapter 1 has concentrated on introducing the study including the scope, significance, purpose and statement of the problem. The second part of the chapter dealt with the review of related literature. Chapter 2 dwelt on the historical background to the study. It gave a brief history to the growth and development of Western education in Sokoto State. This the writer has found necessary to do in order for the reader to appreciate more the problems discussed in the study. It has now been made abundantly clear that indeed the British had a contributing hand in the backwardness of Sokoto State in the area of Western education.. For the British had pre-judged that the people of Sokoto State were going to be hostile to it. Consequently the British made little effort to encourage the Missionaries who wanted to come in to the area or to

establish their own Government schools. Various studies have now shown that the British were instrumental to the late growth and development of Western education in Sokoto. The British in the early days deliberately made sure that those who went to the Western schools only got jobs as clerks and generally at the lowest rung of the ladder in their administration, consequently western education in the early days in Sokoto remained unsatisfying, non-lucrative and with hardly any prestige. In short the Mallams and those educated in the Islamic way continued to fare better in society than those who received Western education. British calculated actions, therefore, had the adverse effect of keeping the natives very much uninterested in Western education.

The third chapter dealt with the data on teacher supply in ten selected post-primary institutions in the State. The tables 1:1 to 1:10 showed the nature of teacher supply both qualitatively and quantitatively. It also showed the teacher strength and shortages. This chapter also has tables on teacher nationality and the manpower requirement in the institutions in the State.

The fourth chapter delved into students' performance in their final examinations with a critical analysis of it.

The tables in the chapter gave a picture of the situation as it existed. The second part of the chapter concentrated on highlighting the loopholes in all levels of the system. The chapter ended with the belief that the problem of students' poor performance was affected by all levels of the system and that it is only a critical analysis of all levels that would yield profitable answers to the problems. Key among the problems highlighted are lack of educational goals and objectives at all levels of the system. Secondly there are critical manpower shortages at all levels, inefficient administration at the institutional level and the like. The fifth chapter has mainly concentrated on making general observations, giving suggestions and recommendations.

Before concluding it should be mentioned that there are quite a number of areas which need scientific investigation in order to find some concrete solutions to them. These areas include the schools curriculum. How best can it be adapted to the students' needs and those of their immediate environment? How can it be made more relevant to the community? What indeed is the effect of teacher foreignness to students performance? How can this problem be alleviated or at least reduced? These and other similar issues need to be studied because from all available evidence they seem to contribute a lot to students'

performance.

In conclusion one would hope that this study has succeeded in throwing some light on the problems of education in Sokoto State. On the surface the problems appear quite numerous and complicated but with proper planning, foresight and a system of built in evaluation quite a number of the problems will be gradually eliminated. The situation in Sokoto State might be peculiar but it certainly is not hopeless. The problems will take time and both human and material resources but they are indeed surmountable. However, it must be cautioned that by and large it is the quality of resources put into the system that will determine the quality of the output. With planning, coordination and built in evaluation this stage could be passed faster but it can hardly be skipped. The fact that things have not been so good should not deter the efforts of the Government. In fact if anything these should be taken as a challenge to all and sundry.

While this study claims not a comprehensive and thorough coverage it is hoped that it will provide some insight into the problems of education in Sokoto State. It is also hoped that the challenges arising from the study will provide some stimuli for further investigation into specific problem areas of education in Sokoto State as earlier given.

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