THE ROLE OF THE WORLD BANK IN THE DEVELOPMENT OF PRIMARY EDUCATION IN NIGERIA

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DISSERTATION

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DECLARATION

I, Habu Yunusa Mohammed, do hereby declare that this thesis has been written by me and is the result of my research work. And to the best of my knowledge and belief, this thesis has not been presented in any earlier application for a higher degree in any other institution or organization other than the Ahmadu Bello University, Zaria.

All sources of information and quotations are duly acknowledged by means of references.

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MOHAMMED HY

CERTIFICATION

This thesis entitled, "The Role of the World Bank in the Development of Primary Education in Nigeria by Mohammed HY meets the regulation governing the award of the degree of MIAD, in Ahmadu Bello University Zaria and is approved for its contribution in the realm of knowledge.

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DEDICATION

This book is dedicated to Almighty Allah that gave me the wisdom and opportunity to conduct the research. It is also dedicated to the course of education especially primary in the land and to all those who had been looking for ways and means of improving and sustaining the quality of education in the country.

Finally, is dedicated to my father Alhaji Yunusa Mohammed, my mother Hajiya Amina, the entire members of our family and to my fiancée Hajara Muhammed Haleem.

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ABSTRACT

The research reveals an interesting pattern about the distribution of educational services in the country. The research did reveal an encouraging upward surge towards getting more pupils in school as compared to the previous years. The retention rate of all pupils and increasing enrolment of child, reveal indication of narrating gender disparity in the education of children in previous years.

At the same time, the research also reveals a picture of uneven pattern of enrolment distribution weighted heavily in favour of urban settlements. This has consequences, in that education continues to be out of reach of many of many children in the rural settlements. Primary education is grossly under-funded with little attention being paid to the conditions of the classrooms, teachers' welfare or instructional materials. This coupled with an increasing large enrolment serve to over-stretch the little resources available and entrench a sub-medicare quality to the provision of primary education.

While it is often too easy to blame lack of funding and infrastuctural facilities, it should be pointed out that current economic crunch makes any investment in education worthwhile only if the dividend are worth it. Keeping a child in schooling system learning concepts that may have little to do with his everyday reality, may seem to be a little encouragement to make parents invest in the future of their children through massive enrolment.

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CHAPTER ONE

INTRODUCTION

Education has long been recognized as one of the cornerstones of social, economic and political development and stability. It opens the individual's eyes to the vitals of knowledge, equips him with problem solving and productive skills as well as modifies his values and attitudes. The need for education is to intensify rapid advancement in science and technology. The capacity of what depends largely on the extent to which a country makes provision for the population to attain literacy numerically, communication and problem solving skills.

The educational system in Nigeria is confronted with many problems at all levels. However, the primary education sector appears to have more problems than any of the other sectors of the educational system. Some of these problems are poor physical structures, inadequate facilities, ineffective management, scarce resources, unqualified personnel/teachers, unstable policies, poor planning and irregular enrolment pattern etc. The World Bank came in to reduce some of these problems in order to improve the sector.

STATEMENT OF THE PROBLEM

Economic development brings about changes not only in family sizes, but also in allocation of resources among family members. Developing society generally undergo a transition from relatively large

family sizes with low levels of human capital investment per child, to smaller families characterized by higher levels of investment per child. In the course modernization, labour markets come to display significant differential in earnings according to schooling level. Parents then begin to view schooling as an avenue to a better life for their children and as a human capital investment which may over the long term pay dividends to the parent themselves. The World Bank looks at different ways to assist the parents in developing their children at school level. Yet education is costly both in terms of direct costs and opportunity costs of forgone child labour; it is generally too costly for parents to give each child schooling and continue to bear the number of children appropriate to traditional circumstances.

Primary education has two main purposes: to produce a literate and numerate population that can deal with problems encountered at home and at work and to serve as a foundation on which further education is built. In many countries of the developing world, education systems are unable to meet the objectives. Firstly they do not teach children already in school the core skills contained in their national curriculum; secondly, they do not provide all school age children with the opportunity to attend school. As a result of these primary education systems are ineffective and jeopardize national efforts to build a base of human capital for development.[1]

The research seeks to look at whether primary schools in the country are well equipped or not. First of all look into the problems of primary education. There is general lack of teachers in most of the primary schools especially in rural areas, there is general lack of material whereby most of the pupils do not have writing materials and textbooks. Secondly there were dilapidated schools buildings as a result of the number of pupils studying under tree shades, poor funding and management of resources. In contrast private schools possess equipment such as radio, television, computers as well as special room for some studies subject and French teachers. The Bank carried out some in collaboration with National Primary Education Commission on cost financing and management of primary education, social sector client consultation and public expenditure review.

OBJECTIVE OF THE STUDY

This research is undertaken to access the roles of the World Bank in the development of the primary education in the country and intends to examine the contribution made by the World Bank in terms of:

i. Helping in the renovation and furnishing of some schools.

ii. The provision of instructional materials including textbooks in the core subjects that is English, Mathematics, Science and Social Studies including vernacular as well as library textbooks.

iii. Capacity building of educational providers and teachers.

iv. The community pilot scheme conceptualized to engender mass participation as well as encourage self-help initiatives.

v. Exploring new approaches to increase access, equity, quantity and quality and effective mapping up of out-of-school children.

vi. Enhancing universalization and standardization data collection, data storage and retrieval.

SIGNIFICANCE OF THE STUDY:

The research is significant in the following ways:

i. The research will provide information on the contribution of the World Bank in the development of primary schools.

ii. This research will provide information to other developing countries in the area of primary education.

iii. It will also provide information to National Primary Education Commission for proper planning.

iv. The findings of this research will provide information to state primary education boards.

v. It will also help the local government councils as well as its education department to know the areas of the Bank's contribution.

THEORETICAL FRAMEWORK:

World Bank that is International Bank for Reconstruction and Development s(IBRD) which was established in 1946, International Finance Corporation (IFC) 1956 and International Debt Association (IDA) 1960. The last decade of the last millennium has witnessed renewed efforts by the world community to ensure that every citizen of the emerging global village is equipped with at least basic educational skills by the year 2000. Some major declarations lend credence to these moves. The JOMTIEN Declaration of 1990, which, among others recognized the right every citizen to basic education and the provision of same to all by the end of the century is one significant step in this regard. Nigeria also endorsed the United Nations Declaration on the survival, development and education of children and ratified OAU's Declaration on the Right and Welfare of the African child. The New Delhi Declaration of 1993 reaffirmed these commitments.[2]

World Bank is an international organization, and organizations are not just formed for the fun of it. They are formed to achieve certain objectives for members be they municipal, national or international organizations. Thus there are three main theories or approaches used in explaining international organizations. They are: the Idealist, Realist and Functionalist approaches. Many scholars have used these different schools of thought in analyzing international organizations.

The Idealist try to show the entire world in a perfect form or stable even though that perfection may not exist. This theory believes that the rational and moral order can be achieved in the world. It assumes that, it is essential to achieve the good society on earth and that the failure of social order to measure to the rational standard is due to the lack of knowledge and understanding of the absence of social institutions as well as the deprivation of certain individuals or groups. Idealism therefore trusts in education, reform and sporadic use of force to remedy a given situation. It is important to note here also that every organization created represents the needs of the time. For instance, National Liberation Movements in colony states during the colonial times. Most colonies are now independence as such most liberation movements have ceased to exist.

Therefore, Idealism says, the world is a state of anarchy and thus make war inescapable. That war should be eliminated, and this elimination can not be achieved through any other means than the establishment of World Government, which is sufficient to world order. To Idealist:

> The vision of a unified world freed from the anarchy of tribalistic strife among organized fragments of the Human race and possessed of a government able to disperse justice and maintain order among all men,

> has long captured the prophetic imagination of few philosophers and poets. A much more mundane version of the one world concept has actualized a procession of conquerors, and would-to-be-conquerors, who have been dedicated to the ambition of ruling the world rather than to the ideal that the world should be ruled and who have sought to extend their power over all men rather to provide a just and stable peace or all men. The noble ideal as distinguished from the domestic drive has not entered significantly into the picture of world political reality in times past.[3]

This government is presented prescribed as a uniquely promising system for the management of international relations. As a result, Idealist see international organizations like the United Nations or World Bank for example as an instrument for peaceful ordering of the world as well as necessary steps towards the creation of the world government.

> Additionally .... And the proponents of the doctrine That international organizations rather than world government provide the most hopeful approach to a solution of the worlds fundamental problems of peace and security.[4]

International organizations are thought not just as supplement to help the existing state systems to function well, but as supplant to these territorial states to do away with the vertical fragmentation of the human society into sovereignties which operate essentially as a war system.

Many critics of this school of thought have always asked the question whether world government is feasible in the foreseeable future.

The Realist approach came to contend that, the world as imperfect as it is from the rational point of view is the result of the objective forces inherent in human nature saying the Idealist view is too ideal. That to improve the world we need to work with these forces but not against them. That the world is that of opposing interests which consequently conflicts, therefore moral principles can never be fully realized but must at best be approximated through temporary balancing of interests and settlement procedures.

The Realist approach is highly political and sees as a system of checks and balances a universal principle for all divided societies and hence appeals to historic precedent rather than abstract principles and aims at the realization of the lesser evil than absolute good.

Hans Morganthau in his Politics among Nations in 1948 and a major profounder of realist approach has this to say:

> That a theory of international relations can and must perform, particularly in an age in which the very structure of international relations has radically changed. It is to prepare the ground for a new international order radically different from that which proceed it. Theoretically analysis can also show the political organization that has dominated

> the modern world from the French Revolution of 1789 to this day is no longer valid. The sovereign Nation State ... because it has radically changed the relationship between violence as a means of foreign policy and the ends of foreign policy.[5]

In essence political realism tries to distinguish between what is desirable and what is possible. It believes that people go to war because the nation state system is incapable of providing the peoples' basic needs. Whereas Idealists view international organizations as a place where nations engage in their low and high power politics. Morganthau enumerated six principles of political realism but for the purpose of this study, we shall not allow them to detain us here.

The third theory of international organizations is that of functionalism which is essentially an assertion and defense of the proposition that the development of international economic and social cooperation is a major prerequisite for the ultimate solution of political conflicts and elimination of war, has been the must elaborately developed and persuasively stated by David Mitrany.

A major proponent of this theory Mitrany in his books; The Working of Peace System and The Functional Theory of Politics. In Mitrany terms.

> The problem of our time is not how to keep the

the nations peacefully apart but how to bring them actively together.[6]

He would not approach the problem of peace directly by organizing around the points of national conflicts, but by seeking out the area of mutuality and binding together those interests which are common, where they are common and to the extent to which they are common.

Mitrany frowns at the effort to devise a comprehensive blueprint for the organization of international relations, preferring instead to rely upon the pragmatic development of special purpose organizations which he thinks will tend to evolve their own distinctive structural patterns, procedural systems and areas of competence in accordance with the inherent requirements of their functional missions.

Therefore functional method tries to shift traditional authority away from the vertical divisions of human society to the horizontal approach.[7] This approach cuts across national dividing lines. It stresses the question of what contributions are essential to the creative work of solving common problems rather than that of what sacrifices are required for the negative task of reconciling conflicting interests. Mitrany explicitly links functionalism to the ultimate prevention of war and development of authoritative world political institutions. He views the ideal of peace in terms of national co-activity rather than national coexistence. He puts his

faith "not in a protected peace but in a working peace", and believes that a peaceful world society is "more likely to grow through doing things together in workshop and market place rather than by signing pacts in chancelleries" Mitrany states his thesis as follows:

> Sovereignty can not in fact be transferred effectively through a formula only through a function. By entrusting an authority with certain task, carrying with it command over the requisite powers and means, a slice of sovereignty is transferred from old authority to the new, and the accumulation of such partial transfers in time brings about a translation of the true seat of authority.[8]

Mitrany hypothesizes the development of successive layers of functional collaboration, creating deep and side state of peace, not peace of an alliance but one that would suffice the world with a fertile mingling of common endeavour and achievement. He calls this gradual evolution a process of "Federation by installment" or in Fredrick L. Schman's felicitations phrase, "peace by pieces approach to peace ".

The functional theory emphasizes three broad segments as follows:

a. That war is regarded as the product of the objective conditions of human society. That it is not as a result of man's native instinct nor of his acquired simpleness neither of the state's inherent nature nor irrational policy; but that war is a disease of global society caused by grave deficiencies in the economic and soeial circumstances of mankind. That poverty, misery, ill health, illiteracy, economic

insecurity, social injustice, exploitation, discrimination – these are the factors which create the desperation, apathy, frustration, fear, cupidity and hatred which make the world susceptible to war.[9]

b. The second segment of functional theory attributes the phenomenon of war to the institutional inadequacy of the national state system. That the state is at fault not because it is intrinsically a fighting organism as the power politician would have it but it is increasingly inappropriate and intellectual agency for doing what has to be done in order to promote the economic and social health of the human family.[10]

c. The third segment of functionalism envisages. Its task in terms of the alteration of the subjective conditions of mankind. Functionalism emphasis that the treatment of economic and social matters should take priority. That while this happens political matters will along solve themselves.[11]

It is in this light that functionalism stresses the need for economic, social, technical and humanitarian matters as against problems which may be described as political. Therefore functional activities are immediately and explicitly concerned with such values as prosperity, welfare, social justice and good life rather than the prevention of war and elimination of soacial insecurity.

Given the three theories of international organizations, it can be deduced from these three assertions that functionalist theory is more pragmatic. It emphasizes doing things in common and is non political. It believes in an economic and scientific, international organization whose objectives are aimed largely at educating the child for a better tomorrow and alleviating poverty and elevating the living standards of people particularly among the less developed countries.[12]

The study has also adopted the functionalist perspective which explains better the ideals of international organizations. World Bank is a functional relational international organization whose aims and objectives are more economic rather than political.

This is not to say the theory does not have its shortcomings. These shortcomings stem from the struggle to achieve economic consistency as could be noted in the case of Iraq and Kuwait during the last Gulf war. War sometimes becomes eminent, and that is why the realist have criticized the idealist that their theory is too ideal, that such idealism is not realized anywhere in the world.

HYPOTHESIS

a. World Bank has been contributing to the smooth development of education for the past one decade.

b. World Bank also looks into the effect of the recession of primary education in Nigeria and sets many targets among which there is education for all.

c. Substantial funds have been set as role by the World Bank in order to boost the attainment of both instructional and technical equipment.

d. The World Bank has also looked at its main areas of consideration, the reactivation of the primary school curriculum in Nigeria.[13]

DEFINITION OF TERMS

WORLD BANK: International Bank for Reconstruction and Development (IBRD) which is established in 1946, International Finance Corporation (IFC) 1956 and the International Debt Association (IDA) 1960. They are both branches or affiliates of the World Bank. The Bank is a brother of IMF. It was founded in 1944. While the IMF was designed to provide short term balance of payment and the World Bank is required to provide longer term fund for investment in productive endeavour. It is an independent body that provides provision financing, reconstruction

and reactivation to some important projects across the world especially in developing countries.[14]

EDUCATION: This is defined as the acquiring of such knowledge, skill, attitudes and values as may enable a person to function effectively in his or her society.[15]

PRIMARY EDUCATION: This is the foundation or fundamental stage of the education of the younger ones in long term objective to become at least literate to be able to read and write.[16]

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CHAPTER TWO

REVIEW OF RELATED LITERATURE

PREAMBLE: This chapter gives the theoretical basis for the research, as it clarifies some concepts and revises works done by other researchers. It also highlights the basis in understanding the role of the World Bank in the development of primary education.

Unfortunately, Nigerian primary schools, nation-wide suffer for a number of problems which include among others, deteriorating infrastructure, lack of qualified teachers, insufficient primary school text-books, lack of provision of library text-books, inadequate educational technology, instructional materials and inadequate supervision

It is hoped that the review will give a comprehensive knowledge of the World Bank primary education project, with the aim of upgrading the quality of primary education through provision of textbooks and supplementary material, improvement in curriculum delivery, increasing enrolment through media campaign.

PRIMARY EDUCATION IN NIGERIA

Since this study has to do with World Bank role in development of primary education, it is pertinent to provide a brief review of the primary education scene in Nigeria. The review is based mainly on the provisions of the National Policy of education (N.P.E) on primary education.

Primary education is referred to in the NPE as education given in an institution for children aged between six and eleven year plus.[1] The document provides seven general objectives of primary education viz:

a. The inculcation of permanent literacy and numeracy and the ability to communicate effectively;

b. The laying of a sound basis for scientific and reflective thinking.

c. Citizenship education as a basis for effective particular in and contribution to the life of the society;

d. Character and moral training and the development of sound attitudes;

e. Developing in the child ability to adapt to his changing environment;

f. Developing in the child opportunities for developing manipulative skills that will enable him to function in the society within limits of his capacity

g. Providing basic tools for further educational advancement, including preparation for trades and crafts of the locality (NPE section 3(14)).[2]

The curricular content prescribed for primary schools include the inculcation of literacy and numeracy, the study of sciences, social studies, physical and health education, moral and religious education, creative and musical activities , local crafts, domestic science and agriculture.

Among other things, the NPE provides that the medium of instruction would initially be the MT (mother tongue) LIC and later English. It also proposed a teacher pupil ratio of 1:30 in the near future. With regards to educational services, the NPE says that the government would among other things make provision for specialist teachers for particular subjects including science and language arts with special emphasis on reading.[3] The document equally makes it clear that the ownership and management of primary education schools would not rest only on the solders of government; voluntary agencies, communities and private individuals could also establish and run primary schools.

On a general note, primary schools in Nigeria are divisible into two broad categories. These two categories, admit children from two different population groups that are stratified along educational and socio economic lines. The first category constitute the free-paying privately owned schools which generally admit children from the educated and economically advantaged, elite population. English has been and will for some reasons likely continue to be the medium of instruction in private schools. The second category of schools is made up of State and Local Government owned schools which generally admit children from the low income, urban and rural population. The medium of instruction could range from English for the whole of primary school (from urban

multilingual schools) to initial mother tongue education and later English, especially for some unilingual rural schools.

A majority of the teachers in public schools are still holders of the grade two teachers certificate but many in private schools have in their employment teachers whose qualifications range from the Nigerian Certificate in Education (NCE) to post graduate degrees. The teacher-pupil ratio of 1:30 target of the NPE is yet to be met, especially in public primary schools. The Federal Ministry of Education cited in Bamgbose (1992) reported a drop-out rate of 37.4% for the 1979/80; 42.1% for 1980/81 batch; 52.7% for the 1881/82 batch. Bamgbose attributes the high drop-out rates to socio- economic reasons as well as the inability of pupils to cope with school work as a result of language deficiency, among other variables. These reasons especially the last one, tend to suggest that the high drop-out rate may have something to do with the medium of instruction in schools. Many of the pupils who stay up to the sixth year especially in public schools are hardly literate either in English or Nigerian languages at the end of primary school.[4]

Primary education in Nigeria lasts for a duration of six years, at the end of which pupils take a first leaving school certificate examination. Primary education could be terminal for some children but for many it is a preparation for secondary education, admission to which is normally

through a common entrance examination conducted by the federal and state ministries of education or private secondary schools.

HISTORICAL DEVELOPMENT OF EDUCATION

The history of education reveals that Christian missionaries were the first to introduce Western system of education in the 1940s and to administer them through their superintendents (Mussazi, 1985).[5] After the collapse of the Roman Empire in the 5th century A.D. their system of education was secular in nature; diminished because it was seen as pagan Europe spent sometimes without any coherent form of education in the fulfilment of its needs. Hence Western education came into the hands of Church from the state for more than a thousand years, after the Roman empire Western education was under the sole monopoly of the Church in Europe, thus has no doubt influenced the moral development of Europe. Later on, British colonial proceeds American Asian and African.

During the colonial administration after the second Macphason constitution which was unilaterally imposed on Nigeria, divide the country into three regions: East, West and North (Fafunwa, 1974). This event marked the beginning of active politics in Nigeria. Also during this period education witnessed the most phenomenal expansion. In similar event asserted that from 1952 onward the regional government started their education programs with all seriousness.[6] The regionalisation of

education in 1951 and rise of three political parties to power in each of the three regions in 1952, intensive political rivalry developed and each party tried to do other improving social amenities in their areas of jurisdiction. The Western and Eastern regional governments placed highest priority on education. The main feature of their programs was the introduction of universal primary education (UPE).

However, the efforts of the former Southern region to give their people universal primary education failed to achieve the anticipated success. Their failure was due largely to a preponderance of untrained teachers and lack of continuity to large class, enrolment of under-aged children, unstandardize syllabus, lack of cooperation by parents and inadequate supervision of schools by inspectorate.[7]

The effort of the Southern region posed a challenge to the northern region. The region could not embark on universal primary education at the time because of its size and the huge number of population of the school going age in the region. The administration of Primary education in the northern Nigeria was undertaken by various proprietors were mainly Native Authorities (NA).[8] The northern regional government invited Mr. Oldman a Chief Education Officer in 1961 to look into financial and administrative problems that will arise in the region progress towards universal primary education. The Oldman commission had the following terms of reference:

a. To advise on whether there would be advantage in delegating control of primary education authorities and whether or not such local education authorities should have power of precept.

b. To advise on whether form which local contribution to the cost of primary education should take.

c. To advise on the English system molded and controlled school or the Scottish system of transferred school or some modalities of either could have relevance to the northern Nigerian condition.

d. To advise on any amendment to the education laws and future development of primary schools inspectorate on the administrative machinery required by the universal primary education. (Fafaunwa, 1976).[9]

THE ADMINISTRATION OF PRIMARY EDUCATION

The Oldman commission recommended the establishment of local education authorities on uniform pattern throughout the region. It also recommended complete separation of administrative and inspectorate function (both of which were carried out by the provincial education official and the training of primary school administrations.

However, Oldman commission not only gave birth to local education authorities but serves as spring-board to primary education in Northern Nigeria. It was sequel to Old man commission report that one

year course for primary education administration was organized by regional ministry of education at Ahmadu Bello University, Zaria. This course was designed with the objective of creating a pool of training administrative capable of helping to establish the education authority system. With this goal on mind, the ministry of education invited each provincial education department to recruit candidates for the course. On completion the administrator was expected to the respective provinces. Since 1964, the local education authority was solely responsible for the administration of primary education until 1976, when the local government reform altered the arrangement by creating local government department system in place of local education in Nigeria immediately after independence.[10] The consequence of implementation of the report generates comments, observations and recommendations from several schools and researchers. Their contribution shed more light on the field of primary education administration. Thus the pioneering work on the administration of primary education in Nigeria under the distinguished chairmanship of Mr. H. Oldman. The member s look into the financial and administrative problems that would arise during the regions march towards UPE. The Oldman commission report (1961) came to be the source book of primary education in Nigeria. It was also important in the sense that it provides primary education with authority structure with

which power of administrative inspectorate and the training section of primary school administrators was rested.

It was in view of this that BASSO (1981) indicated that the experiment of establishing local education authorities or local government. He noted that the two most important goals of creating local education authorities were given representation to all educational interest in a given area and make local education authorities to unite of education administration (self accounting) then there is no doubt that the local education authorities in remote area of Nigeria had achieve these goals. This was because during the period following the attainment of local education authorities schools were provided directly by the authorities which was then disbursed to the education department.

According to the 1981 findings, substantial portion of these funds were divided to the native treasury. Funds for purpose were equally accorded to local education authorities to form education committee and sub-committee in order to make them interact fully with all those concerned with primary education, such as voluntary agencies, parents and so on in terms of planning, supervision and policy making. BASSO (1991).[11] World Bank came in for the purpose of enhancing the background of educational sector through National Primary education Commission (NPEC).

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HISTORICAL BACKGROUND OF NATIONAL PRIMARY EDUCATION COMMISSION

The National Primary Education Commission (NPEC) was initially established by Decree No. 31 of 1988 as a result of recommendations of inter ministerial committee which looked into the problems of primary education with a view to resuscitating its already fallen standard in the country. However, the commission was scrapped in its infancy after barely two years of its existence through Decree No.2 and 3 of 1991,[12] which transferred the funding and management of primary schools to the local government council and the World Bank Project to Federal Ministry of Education under project implementation unit of the Ministry. About two years after the change of batons primary education reached its highest crisis period in which teachers salaries and allowances were owned in substantial areas and basic infrastructure and instructional material were totally, non-existent in virtually all the primary schools nation-wide. This state of affairs necessitated the federal government to reconsider its earlier decision on national primary education commission which during its very short life span had achieved a lot in resuscitating primary education.

According, national primary education primary education commission was re-incarnated through decree 96 of 1993. The decree was set up of national primary education commission as a statutory body

charged with the responsibility of funding and management of primary education throughout the country, using three tier levels of administration.; namely state primary education Board (SPEB), Local Government Education Authorities (LGEA) and the District Education Committees (DECs)[13]

STRUCTURE

National primary education commission operates through five departments namely:

a. Personal and Administration

b. Planning Research and Statistics

c. Finance and Supplies

d. Monitoring and Evaluation

e. World Bank and Special project [14]

FUNCTION

The functions of the commission are centred around coordination, supervision, development, financial and monitoring of all activities of primary education in the particular:

a. Prescribe the minimum standards of primary education throughout the country

b. Inquire into and advise the federal government on funding of primary education in Nigeria.

c. Receive the national primary education fund and allocate to some primary education board of each state and the federal capital territory, Abuja, and to any agency responsible for federal government sponsored special primary education project in accordance with formula prescribed from time to time by the federal government.

d. Collate after consultation with all the state governments periodic master plan for a balance and coordinated development of primary education in Nigeria such plans include the following:

i. Proposal to the federal government for equal and adequate primary opportunity in Nigeria .

ii. Ensuring the basic national curriculum, syllabus and other necessary instructional materials are in use in primary schools in Nigeria.

iii. Collate analysis and publish information relating to primary education in Nigeria.

iv. Carryout a regular personnel audit in each state of the federation.

v. Carryout such other activities that are relevant and conducive to the discharge of its function under this decree and such other function as the executive secretary may refer from time to time determine (NPEC Handbook, 1996)[15]

GOALS OF NATIONAL PRIMARY EDUCATION COMMISSION

National Primary Education Commission's terms of reference include the prescription of minimum academic standard document to be attained, maintained and enhanced all over the country.

a. After due consideration with all the state governments prescribing periodic master plan, for a balanced and coordinated development of primary education.

b. Making proposal to the federal government about equal and adequate opportunity for primary education in the country.

c. Developing proposal on basic national curriculum and syllabus for primary education adequate to the national need.

d. Publishing a regular primary teachers register and gathering as well as disseminating relevant information on primary education.

e. The commission will also annually calculate the cost of primary school salary for both teaching and non-teaching staff throughout the country, the commission will then issue 65% of this from the federal government paying it into national primary education funds which will then disbursed money to all state primary schools management boards (New Nigeria News paper December, 1994). Part of this money can serve as counterpart fund that will have to come from the government before bank approves its own commitment given by approval with no objection letter.[16]

FUNDING

Education is a strategic and capital intensive industry where proper funding calls for contribution from not only the government but also from voluntary agencies, private individuals, communities, parents and even the beneficiaries themselves.[17] And also as long as primary education continues to serve the wheel base for the education system commensurate funds must be expected on it.

Today, although education generally has continued to attract huge share of annual national budget, the percentage allocation has declined progressively with the lowest percentage figures recorded in the 90's. This is as a result of government's commitment to other sectors as well as dwindling revenue base.[18] Consequently government alone is unable to successfully bear the financial burden for all levels of education. The major problems of primary education in Nigeria are related to funding and management of available resources. There is need for adequate funding through a rational allocation of funds, a broadening of revenue generation base and judicious utilization of available resources to match the need for enhanced school performance. The contributions of all stake-holders – the government, private school, individuals, parents and NGOs are important in the process of establishing a broad-based participation framework for improving primary education funding.

ACCOUNTABILITY

In these days of rising cost of education and loss of confidence in public primary schools by the general public, there is an increasing need for educational accountability and judicious use of available funds and resources. Government, the major financier of public education should enforce accountability by determining how public funds are utilized by education authorities. This it is hoped would trigger the adopting of cost effective strategies, avoid duplication and wastage of efforts in planning and execution of targeted programmes and initiatives.

STRUCTURE AND MANAGEMENT

The utilization of two different primary education management system (NPEC structure and local government) has shown that the NPEC structure is a better option judging by the dilapidating of infrastructure, non-payment of teachers salaries etc. that characterized the period when management of primary education was assigned to the local government. This is not to say that the current system has proved to be totally foolproof as it is characterized by overlapping of functions and tensions at certain levels. The government decided to come in by inviting the international organization to solve some of the basic problems .

The central purpose of primary education in Nigeria is twofold. First, to produce literate and numerate population and second to lay the

groundwork for further education. Nevertheless, according to IBRD/ the World Bank (1990:2).

" In many countries in the developing world's education systems have not met their objectives. First, they have been ineffective in teaching students the core skills contained in their national curriculum, second they have not provided all school age children particularly girls with the opportunity to attend school. As a result, these primary education systems have jeopardized national efforts to build a human capital base for development.

As a means of improving the overall performance of the primary education sub-sector. The Nigerian primary education project (CR2191 – UNI) was approved on December 13th, 1990 signed on August 15th 1991 and became effective on March 12, 1992. The project is intended to assist the government programmes for:

a. Upgrading the quality of primary education
b. Improving resource allocation
c. Increasing enrolments
d. Strengthening institutions
e. Facilitating future planning [19]

The World Bank Missions had embarked upon constant supervision of the project since 1992 at least twice a year. after the World Bank's mission. On March 27 – 31 1995, the honourable Minister, federal

ministry of education was informed through its letter of June 16th 1995 thus: Our evaluation of project performance is based on the Bank's last supervision mission in March 1995 and subsequent follow up by Bank staff in Nigeria and Washington.[20] Very little has been achieved in the three years since the project became effective on March 12, 1992. Of total IDA financing of SDR 90.6m (US$120 million equivalent) only SDR 4.8 million (US$ 7.5 million equivalent) has been disbursed as of June 14th 1995.

The letter went further to stress two major constraints constituting bottleneck for the project vis-à-vis lack of counterpart funds to support the project implementation and lack of coordination in project management among the implementing agencies. In spite of the fact that the IDA closing date of the project is June 30, 1997, the undisbursed project funds as of October 21, 1996 was SDR 81.4 million US$117 million equivalent) out of the approved IDA credit of SDR 90.6million 9US$120 million equivalent)/. This implies that only 10.45 per cent of the project funds was utilized within the first 87.3 per cent of the project life – an indication of unsatisfactory project performance.

More so, on September 11, 1996 at the Country Portfolio Performance Review (CPPR) conducted jointly by the world Bank and the federal ministry of finance in Abuja, the federal minister of finance

(FMF) noted the unsatisfactory performance of this project and instructed the NPEC to consult with the federal ministry of education (FME) to:

a. Prepare a financing plan for qualitative improvements in primary education.

b. Identify project components that require foreign exchange financing. The Aide-memoir of the CPPR recorded the following decisions.

i. The project would close as scheduled on June 30th 1997.

ii. Any amount unlikely to be utilized by June 1997 would be cancelled immediately.

iii. Funds from the Petroleum Trust Fund (PTF) would be used in addition to regular budget to meet counterpart fund requirement.[21]

At a meeting on September 27, 1996 held in Washington prior to the International Monetary Fund/ World Bank Annual meetings, the FMF as head of the Nigerian delegation requested the Bank's assistance in preparing the annual capital and operating budget for the education sector and this achievement is what make the project to have extension in order to solve the sector's problems.

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19. Opcit. Handbook page 11

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21. Opcit Handbook page 31.

CHAPTER THREE

METHODOLOGY

The World Bank carried out three studies under the Nigeria primary education project (Cr. 2191 UNI) clearly capture the state of primary education in Nigeria today in relation to these assertions. The national Policy on Education (1981) had enunciated very laudable policies on primary education, but the implementation has proved to be less than stated. The economic sector work (ESW) (1989); the Poverty Assessment Study (1991) and the social sector Review (1994), conducted by the World Bank revealed that the primary education sector in Nigeria was performing below expectation and at variance with the policy provisions. Correspondingly, parents had a very low perception of the primary education serves offered their children and wards. In order to identify ways of improving the situation, the federal government through National Primary Education commission (NPEC), in conjunction with the World Bank, decided to undertake the following studies with a view to identifying the sector's problems in more concrete terms thereby finding lasting solutions to them. The studies included a probe into:-

a. Costs, financing and management of primary education in Nigeria.

b. Stakeholders perception of the primary education services (social sector client consultations).

c. School expenditure patterns (through the examination and analysis of the input – output variables (Public Expenditure Review) in primary education.

COST, FINANCIAL AND MANAGEMENT OF PRIMARY EDUCATION IN NIGERIA (1997)

This study was aimed at identifying and analyzing the strengths and weakness of primary education in relation to:

a. the performance of the sub-sector between 1990 – 1996; describing the major achievements and shortcomings in terms of enrolment trends, learning outcomes, teachers performance, availability of learning materials, physical conditions of schools etc. noting where variations exist in different parts of the country, highlighting the factors which have affected performance and identifying the major problems and constraints.

b. The cost and financing of primary education sub-sector between 1990 – 1996 showing actual recurrent and capital expenditures provided by the Federal, State and Local Governments, and the items and categories of these expenditures, comparing the expenditures against the budgeted amounts, identifying areas of critical shortfalls describing measures if taken to counteract the effects of such shortfalls and analyzing available information on

contributions by parents and communities in the form of school fees, textbooks and school furniture etc.

c. The enrolment projections and the implied demand for human, physical and financial resources, identifying the major issues to be considered in the development of primary education sector over the next five years.[1]

These objectives were set in the belief that information collected will help to identify and analyze the strengths and weakness of the system in order to enhance information management for more result oriented planning, budgeting and management of primary education as well as assist the State Primary Education Boards (SPEB) in analyzing data on primary education for the purposes of improving the planning capacity for cost, financing and staffing for the sub-sector. The study revealed that:

a. The total enrolment was 15.5 million with boys consisting about 56% of this total and girls 44%.

b. 80% of primary schools are situated in rural areas;

c. The level of infrstructural dilapidation is very high;

d. Over 80% of the schools have no library facilities;

e. Instructional materials are grossly inadequate and less than 40% of pupils have basic textbooks and writing materials;

f. Teaching staff situation is improving in quantity and quality – more teachers are being trained (31% NCE + 48% TC II and 21% unqualified). However, there are more female teachers in the south (63%) and more males in the north (72.8%). The incidence of untrained teachers however, remains a feature of the system especially in the northern states (42%), in the south only 6% are untrained (below TC II)

g. Teacher-pupil ratio is about 1:76;

h. Pupils performance in basic skills is rising albeit very slowly.

i. Government is the principal financier of education, innovative sources of funds are not being explored meaningfully;

j. Per pupil cost of education is escalating;

k. There is wide gap between funding and needs and actual allocation hence funding is staggeringly inadequate;

l. Funds from government sources do not flow right down to the schools;

m. The impact of NPEC, SPEBs and LGEAs is now being felt, especially in relation to payment of regular but poor teachers' salaries.[2]

SOCIAL SECTOR CLIENT CONSULTATIONS (1997 – 1998)

Based on the critical revelations from the cost and financing study, this consultative study was designed to:

a. Assess the expectations and levels of satisfaction with primary education on the part of service, producers and users (parents, teachers, communities, NGOs).

b. Investigate perceived constraints to the improvement of service provisions;

c. Identifying existing innovative approaches to improving performance through community participation, targeting client involvement, fiscal decentralization and other mechanisms;

d. Assess suggestions made by various stakeholders for improving primary education delivery and ;

e. Develop recommendations for the development of pilot initiatives to take these approaches within the framework of the World Bank-Assisted Primary Education Project.

Participatory qualitative methods were used to collect data from stakeholders drawn from 54 primary schools and their communities, selected from across the nation's geography-political zones in equal representation. Results indicate that:

a. Substantial contributions are made by communities to their local schools through PTAs (Parent Teachers Association), school

council and community based organizations in the areas of construction, repairs, maintenance provision of furniture and instructional materials promoting pupil enrolment and school attendance.

b. Although teachers love their vocation, they are dissatisfied with their remuneration, working conditions and constant transfers which have resulted in low morale and low esteem.

c. There are more male teachers (54.1%) than female teachers (45.9%). However, there are more female teachers in the southern zone (63%) and more teachers in the northern zone (72%).

d. The school environment is not conducive to learning – classrooms are overcrowded and in poor state of repair.

e. Instructional materials especially textbooks are not available in adequate numbers. Even the NPEC textbooks (produced with funding support from the World Bank) are not readily utilized because the book – lending policy (paying N20 per book on rental basis) is untidy and unacceptable.

f. There are zonal imbalances in enrolment as well as seasonal periodic variations in attendance especially in the rural areas and market days.

g. There is almost a gender balance in pupil participation in education in the West, accessibility is skewed in favour of males in the

Northern zones due to early marriage and in favour of female in the Eastern zone due to trading activities.

h. Supervision of schools is irregular and inadequate. In many cases, supervisors are far less experienced than the teachers they supervise.

i. Head-teachers are not provided with any funds to respond to minor maintenance needs and running cost.

j. The transfer of management of federal allocation for primary school teachers' salaries and operational costs of primary education to NPEC/SPEB has resulted in successful payment of teachers' salaries. Nevertheless, the fact that Education Secretaries are responsible rather than the local government councils which appoint them, has resulted in tensions between LGAs and SPEBs and conflicting pressures on the Education Secretaries.

k. Despite the contributions made by LGAs, State and Federal governments, PTAs, NGOs and host communities, available funds are not enough to meet the demands of primary education.[3]

PUBLIC EXPENDITURE REVIEW (PER) 1998

Based on the deficiencies identified in the two earlier studies, especially in the area of school expenditure, this study was designed to:

a. Make a preliminary analysis of the determinants of primary education outcomes with an emphasis on outcomes per input, especially at the school level.

b. Make a preliminary analysis of planned versus actual expenditure data.

c. Analyse the pattern of actual expenditure on key educational inputs.

d. Investigate the process by which primary education expenditure are allocated at levels of government.

Based on the objectives above, educational inputs were measured in terms of school level expenditure patterns, teacher quality (qualification and attendance), teacher/pupil and classroom/pupil ratios while educational outputs were measured using pupil enrolment, attendance and learning outcomes. Results in the area of educational input indicate that:

a. Teachers welfare (salaries, training and benefits) attracts the largest percentage of available funds while instructional materials, school furniture and maintenance of facilities attract the least.

b. Many teachers do not have minimum qualification specified in the National Policy of Education, with more untrained teachers in the Northern zone.

c. Classrooms are overcrowded with an average of one classroom to 72 pupils.

d. The Federal Government contributes only N50 per pupil from the National Fund altogether per pupil recurrent cost per annum rose to an average of N891 in 1995 to N1,030.40 in 1996.

e. There is a disparity between the urban and rural areas in terms of expenditure. In the rural areas 99% of funds are used for teachers salaries leaving little or no funds for other expenses. In the urban centres where there are other incidental charges there are funds left over after salaries have been paid for other minor expenses.[4]

In the area of outputs, it indicate that:

a. Drop-out rate is high especially at higher classes

b. Teacher attendance rate is encouraging

c. Success rate in State Common Entrance Examinations are generally high ranging from 93.8% in Osun to 73.1% in Bauchi.

d. Management of primary education is highly centralized. However, school and district committees' inputs are collated at the LGEA level and passed on to the State level and finally up to NPEC. Release of funds is subject to availability of such funds.

e. Despite the clearly delineated level of responsibilities within the structure, the process is grossly abused with overlapping responsibilities, limited coordination and ineffective monitoring.[5]

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CHAPTER FOUR

PRESENTATION AND ANALYSIS OF DATA

For some years, primary education has suffered from inadequate financial, human and material resource allocation and increasing population pressures. As a result, primary school children have been deprived of the good quality education, which would develop sufficiently sustainable skills and knowledge to enable them to contribute to society and improve the quality of their own lives. Many pupils were learning under intolerable condition in overcrowded, dilapidated or unsafe building with little or no furniture, few textbooks and limited teaching aids, while being taught by teachers with minimal skills and low motivation. Government's response to this situation was to increase funding to the sub-sector through national primary education fund and to create a commission that will administer the fund and ensure that major sectional problems were addressed through the primary education improvement programme. Nigeria becomes one of the eight other countries that had benefited the first phase of World Bank assisted project, such include Brazil, Lebanon, Mozambique, Sudan, Slovakia, Sri-Lanka, Oman and Tanzania.

According to the International Bank for Reconstruction and Development (IBRD) World Bank (1990):

"In many countries in the developing world education system have been ineffective in teaching students, the core skill contained in their national curriculum, secondly they have not provided all schools age children particularly girls with the opportunity to attend schools. As a result this primary education system have jeopardized national efforts to build a human capital base for development".[1]

World Bank Education sector strategy in Nigeria emphasized for all human resources as the foundation for all human resources development. It stresses the need to up-grade personnel skills and improve the quality of provision at all educational levels, increase access and equity at primary levels increase over all sectoral funding, raise internal and external effectiveness and efficiency, develop middle level manpower, provide a sound university education and improving planning management and quality control throughout the sector. Because of its importance to development and the overall decline in its provision, primary education improvement must be considered a priority. In both conceptualization and design the proposed project fits well with Bank strategies, since it has been influential in capacity building by challenging and training local personnel and involving them in the identification and solution of sectoral problems. Also it aims at improving the quality of education by raising the levels and use of human and material inputs, increasing participation, improving sustainable funding, strengthening

planning and implementation through the development of more valid and reliable data base action, oriental research and staff training raising motivation, commitment and accountability by improving working condition, timely remuneration and enhancing quality control based on the introduction of facilities of regular monitoring and evaluation.

The World Bank Primary Education Project was based upon sector work carried out in 1987 and discussed with government in 1988. The gray cover report Nigeria : Primary Education Sub-Sector Study (Report No. 7398-UNI, dated June 30th 1989) identified the following as major problems in Nigeria's Primary Education Sector:

a. Quantitative and qualitative decline.

b. Under – financing

c. Inefficient control and management.

d. Non-availability of human and material resources.

e. Imbalance in access and equity.[2]

A key ingredient of the project is the provision of textbooks, supplementary material and instructional materials. These would be supported by training programmes for educational practitioners, supervisors and managers to effect short term improvement and by research and management information system to provide the basis for long term development.

Prior to 1987, the Bank had a limited role in Nigeria's educational development. The Bank group financed three projects in education all of which are now completed for a total of US $91.3 million. The First Education Project (Cr 72 UNI for US $20 million equivalent signed on March 1st 1965 and closed on December 31st 1979, PPAR No.2498 dated May 7th 1979) assisted increasing secondary school and technical teachers trained craftsmen and technical. The Second Education Project (Loan 814 – UNI for US $17.3 million equivalent signed on April 18th, 1972 and closed on December 16th, 1973) assisted in the rehabilitation of war-damaged comprehensive secondary schools in Eastern Nigeria as well as the training of technical subject teachers and secondary school curriculum development. The Third Education Project (Loan 929 – UNI for US $54 million equivalent signed on August 15th 1973 and closed December 31st 1982, PPAR No. 5178 dated June 29th 1984) assisted the Northern states to expand primary teachers training facilities and increase secondary school enrolments.[3] The performance of these three projects of which concealed, suffered from weak management and implementation, capabilities of state governments, low quality and over-burdened construction industry, poor communication, uncertainties in the supply of material, equipment and furniture, complex and inefficient federal state financial arrangement and poor project institutions scattered over a vast area.

After a decade of virtually no involvement in education in Nigeria, meaningfully policy dialogue was resumed in late 1980s through sector work on all levels of the formal system highlighting issues of educational quality and financing. A technical education project (loan 2926 – UNI for US $23.3 million equivalent signed on July 1st 1988) was devised to assist government programme for improving the quality and efficiency of middle-level technical institution and strengthening planning, management and coordination of technical and vocational education.[4] Project design was deliberately simple and limited in scope to avoids the project of the previous decades implementation progress well and disbursement were schedule.

The importance of primary education was reinforced by the finding of a Bank-man age study, conducted in Ibadan in 1989 on education and training for skill and income in the urban informal sector, the study found that the acquisition of at least primary education seemed to be important as a means of acquiring essential life-time skill in the informal sector, it noted that decline in primary education enrolment will have high social lost and advises that the issue required urgent attention to determine more precisely why enrolment have collapsed and provide justification for project support.

During preparation of the proposed primary education project, to minimize problems experienced in previous project considerable attention

was given to building commitment and to monitoring development of implementational capacity of NPEC and its cooperating institutions national consensus and commitment to primary education exists. Capacity is judged to be adequate for project implementation.

To improve overall performance of the primary education sub-sector, the Nigerian primary education project (CR 2191 – UNI) was approved on December 13th 1990 signed on August 15th 1992, the project is intended to assist the government in the following.

a. Improving the quality of primary education in the country, i.e. provision of textbooks, library books and other instructional materials for pupils and teachers.

b. Improving revenue allocation for primary education i.e. maintenance of adequate funding of primary schools.

c. Increasing primary school enrolment

d. Strengthening institutions responsible for primary education.

This is based on US $120 million credit agreement signed between the Federal Government and International Development Association (IDA) otherwise known as World Bank.[5]

Furthermore World Bank project was not alone in particular in assisting primary education in Nigeria but other International Organization i.e. United Nations International Children Emergency and Scientific Cultural Organization known as UNESCO. These are non-

governmental Organizations i.e. the United Nations Agencies formed to provide community-based on primary health care, nutrition as well as the basic education. Accordingly, UNICEF Programme Plan of Action (PPA) for the year 1997 – 2001 the United Nations International Children Emergency Fund, World Bank and other agencies declare EDUCATION FOR ALL (EFA) to children that have no access to primary education especially boys and girls.[6]

The Nigerian primary education project was designed to support government's programme of enhancing the quality and quantity of primary education in the country. Some of the major components of the project include:

a. Provision of primary I – VI textbooks in four core subject areas Mathematics, English, Social Studies and Primary Science.

b. Provision of vehicles/Boats for school inspection and other primary education related activities.

c. Provision of library books to all LGEA libraries.

d. Provision of instructional materials for both pupils and teachers.

e. Provision of school furniture.

f. Training of primary education personnel. Initially the project was based on the US $120 million dollar as indicated above.[7]

According to the initial design the project was to terminate in June 1997. However, the terminal date has been extended to June 1999 and the amount reduced to US $48 million.

The role as regards to development include the following:

i. **Provision of Textbooks**

Already primary I textbooks in the four core subjects areas were produced, distributed and utilized in terms of usage and suitability to all primary schools in the country. Then latter primary II and III followed and now IV- VI were recently distributed but were not in use as of I – III and the parents were happy with the position of the books together with the teachers, because the National Primary Education Commission (NPEC) in connection with State Primary Education Boards (SPEB) monitored some schools to see how the distribution of the books was conducted by the Local Government Education Authorities (LGEAs) and the utilization of textbooks in schools.

ii. **Library Books**

Preliminary work was completed for the award of contract for library books supplies based on previous library books evaluation exercise SPEB and LGEAs are hereby urged to ensure the provision of well-equipped libraries in each LGEA Headquarters, Local Government Councils are to provide the library buildings while SPEB furnish them before the books will be released to LGEAs central libraries.

iii. **Provision of Vehicles, Boats and Motorcycles**

So far a total of 547 vehicles were procured and distributed to some LGEAs for school inspection and distribution of school materials. Efforts are being made to clear the boats at port Lagos for the old LGEAs that are in the riverine areas before distribution and is anticipated that very soon the NPEC will clear the goods while motorcycles will be procured for the new LGEAs to assist the school supervision.

iv. **Provision of Classroom Furniture**

Classroom furniture worth US $5 million has been procured and distributed to some schools nationwide. In this regard, ten primary schools in each state of the federation have been provided with furniture and the physical planning unit of the commission works for the specifications of the furniture.

v. **Educational Management Information System (EMIS)**

Plans were at advanced stage to get primary education data fully computerized where we can get the information from NPEC Headquatters and its Zonal offices to possibly SPEBs and LGEAs. The Bank has supplied the computers to NPEC Office in Abuja. Moreover, the commission has established computer training centre for training of its staff the basic computer components.

vi. **Revolving Funds for Textbooks Renewal (RFTR)**

One of the major components of the project is the provision of instructional materials mainly for the purpose of improving the quality of instruction in schools. Among the materials are texbooks in four core subject which aims at ensuring school children have access to set of core textbooks at the beginning of the year. As part of the effort to ensure sustainability in textbook provision to schools even after the expiration of the project, a fund known as Revolving Fund for Textbooks Renewal (RFTR) was established into which the N20 rental fee per textbook is deposited. So far well over N100 million has been collected and deposited into the account.[8]

Training is one of the vital sectors responsible for the improvement and maintenance of quality and quantitative primary education system in developing countries like Nigeria. Having realized this, the National Primary Education Commission in conjunction with the World Bank Primary Assisted Project made an elaborate training policy that could facilitate curriculum delivery, efficient planning and management in the Nigeria's Primary Education system. The contents of the training is designed to enhance the professional skills and competence of teaching staff.[9] The programme include:

a. Orientation Training in Project Management

The Project Officer and Senior Accountant attended an orientation course in procedures association with disbursement and withdrawal under the IBRD loan and IDA credit on the 20th August, 1996. The Chief Project Officer and Senior Accountant at the resident mission in Abuja led the training. Five NPEC staff were trained in Ghana from 8 – 14th September, 1996 in procurement and accounting. The training was an orientation on World Bank Procurement and Accounting Procedures at the Project Implementation Unit in Accra. Another batch of four officers went for procurement and disbursement, officers training at the Ghana training Institute of Management and Public Administration (GIMPA) Accra, Ghana in October, 1996.[10]

b. Production of Training Handbooks

The printing of Training Handbook in nine (9) subjects areas (English, Mathematics, Primary Science, Social Studies, Continuous Assessment and Record keeping, Cultural and Creative Arts, Library and care of books, Management and Educational Planning, Statistics and Computer Operation) have been completed. The handbooks will facilitate many of the programmes of Master Trainers for Teachers and LGEA staff. The books were developed with the assistance of UNICEF and the World Bank.

c. Training of Grade II Referred Teachers

The commission is now directing its attention to the gradual and ultimate eradication of unqualified teachers within the Primary Education Sub-sector very soon as envisaged by the National Council of Education. Strategies have been mapped out for intensive training programme for grade II referred teachers with the relevant institutions especially in the states where their percentage is still high. We hope that SPEBs and LGEAs will give maximum support and cooperation towards the realization of these noble objectives whenever the training commences.

d. Master Training Workshop on School Based Budget, Auditing and School Mapping.

A national workshop on cost, financing and management of primary education was conducted at NTI Kaduna in December, 1996. Similar workshops on school based budget, auditing and school mapping were held in Jos and Umuahia in January and April 1997.[11] The objectives of these workshops were to ensure that the beneficiaries from the states acquired skill and techniques that will enable them conduct similar training at state and LGEA level.

e. National Workshop for Writing/Critique on Production of Manuals for Accounting, Auditing, and School Mapping.

The objectives of critique workshop is to produce a standard financial, auditing and accounting manuals for all SPEBs and LGEAs for

uniformity and effective financial management in primary education sub-sector. To produce a criteria/format for locating and relocating of schools in Nigeria.

f. Workshop on Use of Curriculum Modules

Workshops have been conducted for NPEC, SPEBs LGEAs and ministries of education officials in 1998 on the effective use of the curriculum modules. These officers will later train the Head-teachers and teachers in their respective states.

g. Training of Teachers on Core Subjects

in 1998 when the teachers handbook in various subject became available effort has been made to conduct workshop to update teachers competencies in teaching the various subjects.

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CHAPTER FIVE

SUMMARY

As we are in the 21st century, the crisis of primary education service delivery in Nigeria have persisted thereby bringing the sub-sector to a cross roads, it either responds to the need for change or it could be left behind in the technological race.

In realization of the need for Nigeria to move successfully into this century with a citizenry that has at least obtained basic literacy and numeracy skills, through an effective basic education, the National Primary Education Commission (NPEC) (supported by the World Bank) try to identify was of enhancing the sub-sector and the results obtained in their three studies outlined earlier indicate the following:

a. The school environment is not conducive for learning.

b. Existing infrastructural facilities are inadequate and the available ones are highly dilapidated.

c. Library facilities are not available in most schools.

d. Instructional materials especially textbooks (produced with funding support from the World Bank) are not readily utilized because the book lending policy is untidy and unacceptable.

e. Federal Government is the major financier of primary education but Parent Teachers Associations (PTAs) Community Based Organizations (CBOs) and School Committees also make

substantial but unqualified contributions in the areas of construction and renovation of infrastructural facilities as well as pupil enrolment.

f. There is a wide gap between funding needs and actual allocation.

g. The innovative sources of funds for the sub-sector are not fully identified or acknowledged or pursued meaningfully or vigorously.

h. Funds from government do not flow down to the schools.

i. Individual school administration is not provided with any funds with which to respond to minor maintenance needs and running costs.

j. Inspite of the clear delineation of levels of responsibility within the NPEC structure, the process is grossly abused within overlapping responsibilities, limited coordination and ineffective supervision/monitoring.

k. The incidence of untrained teachers remains a feature in the system especially in the Northern part of the country.

l. There are more male teachers (54.1%)than female (45.9%). However, there are more female teachers in the South (63%) and more male teachers in the North (72%)

m. Teachers are dissatisfied wit their remuneration and working condition.

n. There is virtually no provision for in-service training or professional development schemes for teachers.

o. There are zonal imbalances in enrolment as well as seasonal periodic variations in attendance especially in rural areas.

p. Pupils literacy and numeracy skills have declined considerably, although repetition and drop-out rates are fairly low.

Going through the above, it is obvious that the problems facing primary education in Nigeria are numerous and are related to funding and management of the sub-sector. To the growth of it we need to make substantial changes in the way we fund and manage the sub-sector.

RECOMMENDATIONS

FUNDING

1. The Federal Government has a responsibility to fund education at the basic level (primary level).
2. The Federal Government should devote 15% of the GNP (as recommended by UNESCO for all developing nations of the world) as expenses for education. 40% of this should be devoted to primary education.
3. Other sources of funds (NGOs, International Organizations, companies/industries and philanthropies) should be identified by

10. Internal and external auditing system should be instituted and annual auditing of expenditure made mandatory.

11. The Federal Ministry of Education should monitor the use to which released funds are put.

12. The current primary education management structure should be revised – NPEC – SPEB – LGEAs – School Committee.

13. Each level of the management structure should be headed by a seasoned educationist.

14. Head-teachers should be given more administrative and disciplinary powers in the schools.

15. School supervisors should be selected from among experienced primary school teachers and head-teachers. Such teachers should have served at least 20 years.

16. NPEC should ensure that monitoring of teaching and learning is institutionalized at the local government, state and national levels.

DEVELOPING AND MAINTAINING ADEQUATE INFRASTRUCTURAL FACILITIES

17. Infrastructural need- assessment should be carried out constantly, preferably annually, with a view to providing adequate infrastructures for total school enrolment figure.

18. Capital funds should not only be budgeted, they should be released to appropriate bodies for building construction and renovation as at when due.

19. NPEC should use local contractors (indigenes of the community) to construct new classrooms, office spaces, conveniences fences etc identified in the state.

20. NPEC should encourage communities through the institutionalization of the matching grant policy to construct additional buildings for classrooms, office space etc.

21. Classrooms should be constructed to accommodate a maximum of 40 pupils and each level should have a maximum of five (5) arms for an average school (i.e. a total of thirty (30) classes for primary one to six).

22. Adequate school land demarcation (through fencing) should be undertaken to discourage encroachment. In addition, security should be provided by the communities.

23. Every school should be provided with portable water, electricity and conveniences.

24. Health facilities or at least first aid box should be provided in every school.

TEACHERS STRENGTH AND QUALITY

25. More teachers should be hired for the system as a matter of urgency in such a way that the teacher-pupil ratio will be reduced to 1:40 within the next 5 years and 1:30 thereafter.

26. There should be two types of training available to the Nigerian primary school teacher:

a. Pre-service training to the NCE level.

b. In-service /teacher development programmes

a. Pre-service Training

27. All serving teachers who are yet to obtain the NCE qualification should be made to do so on or by the year 2005 or be replaced.

28. Initial teacher education programmes must be broad-based to include many specialized fields to meet the demands of the 21st century and allow for versatility of knowledge, coupled with specialization and teaching skills acquisition.

29. People selected into teachers training should not be drop outs, but those who have successfully completed education at least at the secondary school level or its equivalent (with at least 4 credit passes). Candidates admitted into Art and social science courses must in addition obtain a credit in English language and at least a pass in Mathematics while candidates admitted into science-based

courses must obtain a credit in Mathematics and at least a pass in English language.

30. After three years of pre-service training an additional six month should be spent for internship in school designated by the teachers' council in each state.

31. At the end of the six month period, candidates should be examined centrally and licensed by the teachers council before they can be employed as qualified teachers.

b. **In-service/Teacher Career Development Programmes**

32. Teacher career development Programmes of the short in-service type should prepare teachers for newly introduced concepts or innovations within existing school curriculum (e.g. Biology teacher could train for environmental education, a mathematics teacher as an expert in computer education etc.).

33. Retraining should not be a one-shot issue but carried out on institutionalized schedules through primary teachers monitoring programmes within school localities.

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TEACHERS SALARIES AN CONDITIONS OF SERVICE

34. Teachers should be paid a living wage adjustable with inflation.

35. Promotion should be constant but by merit.

36. There should be an attractive welfare package for teachers which will serve as an incentive for retraining achieving teachers and

attracting new brilliant ones (e.g. creativity allowance, rural service allowance, long service award etc.).

37. Rural communities should be made to provide good (and if possible free) living quarters for teachers posted to their schools.

38. Every trained teacher should be made to teach for a stipulated number of years in a rural area as a compulsory service.

39. Duty pots with allowance should be created in primary schools.

40. Government should provide living quarters for Head-teachers within the school premises.

41. Head-teacher should have put in 15 years of service as head-teachers and have reached retiring age should retire with full benefits.

42. Any additional qualifications acquired through training on the job should attract an upward adjustment in salary.

43. Primary school teachers pension scheme should be developed.

REVITALIZATION OF THE PRIMARY SCHOOL CURRICULUM

44. Minimum standard should be developed for all subjects and these should be made compulsory for both public and private schools.

45. The language of instruction for the first three years of primary education should remain the mother tongue or the language of the immediate community.

46. English language should be given adequate attention from primary 1 – 6.

47. Local handcraft should be reintroduced into the primary school curriculum and honestly taught.

48. Curriculum in use should be reviewed constantly (every six years) to keep abreast with current trends in research and development.

49. Junior libraries must be developed for individual or cluster schools within each LGEA.

50. Units should be set up within LGEAs to take care of children with special needs (exceptional ability and handicapped).

51. Pre-primary education section should be introduced into every primary school.

PROVISION OF TEACHING/LEARNING MATERIALS

52. Textbooks for primary schools could vary for both private and public schools provided they conform with approved curricular and standard requirements and these should remain in use for at least six (6) years.

53. The NOT FOR SALE inscription on the NPEC books (World Bank assisted), should be removed. But the collection of compulsory library fee should be instituted.

54. The distribution of these books and non books materials must be timely, regular and uniform nation-wide and effective utilization should be encouraged and monitored.

ENROLMENT ATTENDANCE AND RETENTION

55. Primary education should be made compulsory and free for all children between ages 6 – 12.

56. All pupils should be made to stay in school until graduation.

57. Flexible school scheduling to accommodate seasonal and local or cultural demands in enrolment, attendance and retention should be encouraged.

58. The school environment should be made conducive, enabling ad child friendly.

59. Intensive public enlightenment campaign should be mounted to encourage parents to enroll their children in schools.

INFORMATION GENERATION AND STORAGE

60. Schools should be mandated to keep-up-date records on their various programmes. Records so collected should be classified for easy referencing.

61. LGEAs should be provided with computers with which to store information collected from schools annually.

CONCLUSION

We must conclude by noting once again that no nation can advance if its primary education system is not paid adequate attention. The Nigerian nation cannot afford to gloss over this level of education without serious consequences. The current efforts at revitalizing the sub-sector gingered by funding assistance from the World Bank and other International donor agencies like UNICEF, UNESCO, UNDP etc. must be sustained by all means and at all costs for the benefit of the nation and its citizens. This is why the recommendations made here must be taken seriously and examined dispassionately with a view to developing the best for primary education in Nigeria for the 21st century.

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