FINANCING TEACHER EDUCATION IN NIGERIA: A CASE STUDY OF FEDERAL COLLEGES OF EDUCATION IN NIGERIA

BY

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DECLARATION

I hereby declare that this project has been written by me, and that it is the work of my own primary research work. It has not been presented in any previous application for a higher degree. All quotations and sources of information as seen in this project are specifically acknowledged by means of the given reference.

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CERTIFICATION

This thesis titled "FINANCING TEACHER EDUCATION IN NIGERIA: A CASE STUDY OF FEDERAL COLLEGES OF EDUCATION IN NIGERIA" BY UDO AKAGHA AKANIMO meets the regulations governing the award of the degree of Master in Business Administration (MBA) of the Ahmadu Bello University, Zaria and it is approved for its contribution to knowledge and literary presentation.

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DEDICATION

This work is dedicated to my late mother, Madam Grace Akanimo Udo-Akagha who, though unschooled, did everything within her meagre resources to see her son educated. It is also dedicated to my uncle, Samuel Udo-Akagha for his encouragement through moral and financial support without which it would have been more difficult for me to get this far.

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I wish to express my profound gratitude to my supervisor, Dr. Abdullahi Sani for his simplicity, understanding and tolerant approach in the supervision of this project.

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Above all, I wish to express my gratitude to the Almighty God for His provision, protection, and direction throughout the period of this course without which this achievement would not have been possible.

ABSTRACT

One of the greatest problems facing the present educational system in Nigeria is that of adequate funding. The Gray Longe Commission observed the entire issue of financing by saying that "underfunding has been identified as the bane of higher education in Nigeria."

Most of the crisis being experienced in our higher institutions today can be traced to the problem of inadequate funding. The problem of underfunding is especially true in teacher education. The teaching profession has been stigmatized with perpetual neglect and spite due to irregular payment of salaries and other deprivations that engender dissatisfaction in occupational disposition. Consequently, many youths manifest aversion for teaching as a career. The implication is that majority of people who are recruited into teaching are either birds of passage or those who have nothing else as a better option.

It is against this background that this research examines the situation in the Colleges of Education with particular focus on the Federal Colleges of Education. Based on the above problems the objectives, justification, scope, research methodology and limitation of the study are first discussed.

The study attempts to appraise the financing of Colleges of Education after making a literature review of past studies on the subject - historical background of teacher education in Nigeria, growth in student enrolment, and staff disposition in the Federal Colleges of Education over the years.

An analysis of funds released to the Federal Colleges of Education for the past six years (the period data are available) compared with total budgeted expenditure is presented to underscore the need for adequate funding of the Colleges. The study also highlights the sources of funds to the Colleges which included government subventions, international donor agencies, and internally generated revenue. The study takes a look at the role of the National Commission For Colleges of Education in the financing and management of the Federal Colleges of Education.

Finally, based on the research findings, recommendations are made on the various ways in which the problem of underfunding in the Colleges of Education can be tackled. There is also a brief comment on the management of the allocated funds by those in authority in the Colleges.

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CHAPTER ONE

INTRODUCTION

1.1 Background

It has always been maintained that adequate funding and timely release of approved financial allocations to institutions of higher learning constitute a formidable determinant of educational quality. Funding teacher education in a depressed economy of the magnitude that has persisted in Nigeria for nearly a decade, has posed a veritable danger to merit and achievement of the standards for many teacher education institutions.

In Nigeria, teacher education attract both public and government attention more than any other sector of our economy mainly because it has been realized that successes and achievements of the nation economically, socially, politically, scientifically and technologically depends on sound education. In other words, it is generally accepted that education unlocks the door to progress and development. Unfortunately in Nigeria, it is scarcely recognized that it is the teacher who holds the key to that door. What the teacher knows and does makes a difference, and what he does not know and cannot do or will not do can be an irreparable loss to the child.

It is significant to note that the National Policy on Education recognizes that the quality of education depends on the quality and quantity of teachers. This is hinged on the impression that teachers are the custodians of the implemented curriculum of education,

and any planning and investment that trivialized the role of teachers would be fraught with disappointing results. It is the teacher's appropriate practices and functional efficiency that the success of the educational system lies. The National Policy on Education recognizes the pivotal significance of teachers in the educational system, hence the aphorism "an educational system cannot rise above the quality of its teachers". The Policy clarified the position of Teacher Education and went ahead to prescribe that, ultimately the N.C.E. shall become the minimum qualification for registration as a teacher in the country.

1.2 Statement of the Problem

Despite the lofty ideals enunciated by the National Policy on Education, the Federal and State Governments still found it difficult to give adequate financial backing that should reflect the high priority given to teacher education in federal and state educational plans. Lack of adequate funding adversely affect our educational system. Teachers are known to have lower status and weaker authority than other professional groups. The reason for this is that money is power, and sometimes it also endows status and authority. The Nigerian teacher, probably unlike any of his counterpart in other parts of the world, is one of the most poorly paid of all professional workers. Yet the services of the teacher is indispensable to the nation, for they unlike any other professional group, influence in no small measure the lives of the nation's youths and the nation's future. Poorly paid teachers will produce poorly trained doctors, engineers, architects and the like. Indeed the teachers directly influence the quality and the quantity of services provided by all other trades and professions.

Another great problem facing teacher education in Nigeria today, is that of recruitment and retention of competent people into the teaching profession. For the profession to be accorded the high status, there is need to attract high caliber teaching personnel that would improve the quality and productivity of our school system. As Combs aptly remarked,

> "Education is both a producer and a consumer of high level manpower. If it is to serve all other consumers well and each generally better, it must consistently recoup enough of its own best output to reproduce a good further crop".

Therefore the basic approach to quality and excellence in teacher education is the application of a carefully developed and enforcement of rigorous criteria for admission to teacher education as a means of making certain that teacher education will secure its fair share of its own best students.

Before ensuring high caliber students into the teaching profession there is need to improve the social status of teachers. The current low image of teachers is attributable to poor pay and conditions of service. Poor pay and conditions of service is as a result of under funding in the Colleges of Education. Under funding is also responsible for depleted laboratories in our schools, workshops that are empty, and libraries with oldies looking books. This situation partly accounts for non-accreditation of programmes in particular subject areas. Also the non-provision of welfare for students such as health

services, appreciable accommodation, feeding and recreational facilities are as a result of lack of funds.

Like staff in any other working organization, teacher trainers are dissatisfied with a number of issues connected with their work environment. One of these items of dissatisfaction is lack of suitable working space which is usually crowded, making it difficult for quiet working hours or for proper student counseling, or for adequate reading and preparation for lessons. Closely related is the complaint of lack of working tools by way of appropriate textbooks and reference books, laboratory equipment, workshop tools and equipment, and illustrative materials as well as audio visual instruments on which to operate them. Teacher trainers also complain of lack of improvement opportunities such as vacation courses, workshops, refresher courses and higher degree courses. These complaints are directed more specifically at non-funding by the authorities of teacher training institutions for the participation of teacher trainers for such opportunities Underfunding or outright lack of funds is the main cause of these problems.

1.3 Objectives of the Study

The main purpose of the study is to examine the sources, modalities and the adequacy of funding teacher education in the country and the Federal Colleges of Education in particular, and to offer recommendations on ways and means of adequate funding of teacher education in the country. Section 58 of the National Policy on Education (1981) states that the purpose of teacher education should be:

(a) to produce highly motivated, conscientious and efficient classroom teachers for all levels of our educational system;

(b) to encourage further the spirit of equity and creativity in teachers;

(c) to help teachers to fit into the social life of the community and society at large and to enhance their commitment to national objectives;

(d) to provide teachers with the intellectual and professional background adequate for their assignment and to make them adaptable to any changing situations not only in the life of their country, but also in the wider world;

(e) to enhance teacher commitment to the teaching profession.

The study examines how far this purpose has been achieved and the problems militating against the full implementation of the policies,

The study examines the sources of funding teacher education in the country and traces their inadequacy to problems that affect the development of physical facilities, programmes and problems connected with the provision of staff welfare.

1.4 Significance of the Study

The study is considered very relevant since it is undertaken at a time student enrolment in both primary and secondary schools has increased phenomenally without a corresponding expansion in physical facilities, be they classroom space, library space or living hostel provision.

The study is also aimed at assessing the extent to which Nigeria is implementing that part of the National Policy on Education which states that

> "since primary education is the basis of educational development, effort will be made to achieve and maintain both the quantity and the quality of the teaching staff in the existing institutions at a high level".

The study is also undertaken at a time when the National Policy on Education has made the Nigerian Certificate in Education {N.C.E.) the minimum qualification for teaching in primary schools in Nigeria. Incidentally, student enrolment in teacher training institutions in the country are going down due to aversion to the teaching profession, and qualified teachers are on the lookout for greener pastures. The study aims at proffering solutions to the dwindling quantity and quality of teacher education in the country.

The Federal Government being the major source of the Federal Colleges of Education funding, the study takes a look at the whole issue of funding and makes recommendations pointing out other sources that could supplement the Federal Government effort.

1.5 Scope of the Study

The study gives the historical background of the Colleges of Education in Nigeria and discusses their financial operations. It discusses the financial sources for funding the Colleges of Education in general and the Federal Colleges of Education in particular and how the government has been carrying out that responsibility, The Federal Colleges of

Education is selected for this study because of the vital role these institutions play in the production of professionalized and career oriented teachers who are the moulders of the minds of our children from the primary to tertiary institutions. The study covers the span ten years corresponding to the ten-year anniversary of the National Commission For Colleges of Education, the supervisory body of the Colleges.

1.6 **Research Methodology**

Various methods of data collection were used in conducting this research, and the interview method was found to be most appropriate. Useful information were gathered from the primary and secondary sources of data. Much of the information was gleaned from the publications of the National Commission For Colleges of Education, including their annual reports, journals, seminar papers, and write-ups presented at conferences and workshops. Some officials of the National Commission For Colleges of Education and the Federal Colleges of Education were interviewed personally by the researcher, and vital information not readily available through secondary sources were gathered in the course of the interview. Those interviewed include officials of the Planning, Research and Statistics department of the National Commission For Colleges of Education, bursars of some Federal Colleges of Education and External Auditors of some of the Colleges.

At the National Commission For Colleges of Education the researcher was privileged to hold interviews with the Directors of Finance and Supplies, Physical Planning and Development, and Planning, Research and Statistics. They were very helpful in providing

useful information and statistics on past, current and projected supply and use of funds and other data of the Federal Colleges of Education.

This research work is very different from a library research work because most of the data and information were gathered from the field.

1.7 Limitation of the Study

The research work of this nature has certain limitations, more so in a developing country like Nigeria where paucity of data is a major problem. Even though the researcher used the interview method of data collection to take advantage of the time limit, information in most instances could only come by after repeated visits to the respondents. The topic of the project, which is mainly on finance, placed a major limit on the research work. Many institutions both academic and non-academic do not readily release their financial records to outsiders. The researcher had an uphill task in obtaining financial information from the Colleges.

CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

For a developing country like Nigeria the teaching profession is perhaps the most vital, crucial and strategic of all professions for national development. It is a truism that no educational system can rise above its teachers and education is the most critical instrument for change in any society. Therefore the quality of education provided in any society and the nature of the change effected by that education are both dependent on the quality of teachers and the effectiveness of their teaching in the schools.

Education is the greatest power man has developed either for his continued progress or for his eventual destruction. Education is the only potent instrument for social reconstruction and teacher education is the foundation of quality in the schools.

The apparent growing nightmare of hopelessness and helplessness in our society today can be halted or even eliminated through the unlimited power of education. But the key to functionality to education is the teacher and consequently teacher education.

If we are serious about the reconstruction of the Nigerian society then we must first accept our present ills, then design and articulate the future we want and eventually design and adequately finance an appropriate educational system with particular

reference to teacher education. The National Policy on Education (1981) contain an appropriate design. What remains is for it to be accorded a national priority position as a veritable agency for national development. This means proper funding and diligent implementation.

The importance of teachers and teacher education cannot be over emphasized. For instance, if a doctor makes a mistake a patient may die; if an engineer makes a mistake a bridge or a structure may collapse; if a lawyer makes a mistake somebody may lose his liberty; but if a teacher makes a mistake, generations yet unborn may suffer the consequence. Therefore the education of a teacher should be an issue for serious national consideration.

KASHIM IBRAHIM

Formal western education in Nigeria was initiated by Christian missionaries. Their major purpose was to produce teachers of Christian religion or catechists, office clerks and interpreters. The content of education then was essentially based on the 3 Rs – Reading, 'Riting and 'Rithmetic. The worth of education was, for all practical purposes, tied to the Christian faith. However, with the dawn of patriotic and nationalistic tendencies and the ultimate attainment of independence in 1960, education naturally became an instrument of emancipation and hope – emancipation from ignorance and superstition, and hope for political awareness, skill acquisition, manpower development and social engineering. By the time the National Policy on Education emerged, education has become identified as an instrument par excellence for national development.

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An X-ray of our educational system will reveal a catalogue of regrettable developments, disappointments and frustrations in one way or in several ways. The causes of this deviations from our expectation constitute the issues and the problems our education system is currently experiencing. A critical examination of the issues associated with contemporary education in Nigeria will enable lovers of education, policy makers, teachers and the entire Nigerian citizenry to appreciate the problems confronting education and therefore proffer a solution on how to salvage education from the threatening "shadow of death".

2.2 An Overview of Teacher Education in Nigeria

The history of teacher education in Nigeria can be equated with the history of higher education in the country. As mentioned above, the early aim of higher education in Nigeria and elsewhere in Africa was primarily to train for ecclesiastical order. This aim was translated into action by the establishment of the Fourah Bay College in Free Town Sierra Leone in 1927.

Teacher education in Nigeria started in a small way during the second half of the nineteenth century. Since the history of teacher education is conterminous with the history of education, it can be claimed that its beginning dates back to the coming of Christian missionaries. The Church Missionary Society (C.M.S.) is credited with

initiating Teacher Training in Nigeria when it established a teacher training institution at Abeokuta in 1833. It can be said that formal teacher education in the country began in 1896 when the Church Missionary Society opened the St. Andrew College of Oyo. Teacher education started in Nigeria in a rudimentary form and for a long time, the training of teachers was in the hands of the various Missionary organizations whose motive was to produce teacher catechists for evangelism, who would propagate their religious beliefs while imparting the rudiment of the three Rs. The curriculum was narrow and unstructured. Similarly the Koranic schools in the North fulfilled the same functions in respect of the Moslem religion in that part of the country.

The colonial government interest in teacher education was expressed mainly through the Education Ordinances of 1882, 1887, 1909 and the Education Codes of 1916 and 1926.

The African Education Commission popularly known as the Phelps-Stoke Commission provided the first external assessment of education being provided for Africans by the colonial government administration and missionary agencies. Before this report government established training centers at Benin (1901); Bonny (1906); Warri and King's College, Lagos (1909); Hans Visher's Nassarawa School, Kano (1909); Onitsha and Katsina (1928); and Toro (1929). The 1922 report on education seriously criticized the quality and quantity of education available and also criticized the absence of clear-cut educational objectives by the British Government, the Missionaries and local administrators. The Commission emphasized the importance of adopting education to the needs of the individual and the African society. Consequently, in the 1925 Memorandum

on Education in British Colonial Territories, the need for a broad curriculum, the use of local languages, the inclusion of vocational subjects, agriculture and handicraft, the importance of well trained and motivated teachers, as well as the usefulness of supervision and inspection of schools were emphasized. After the proclamation of the 1925 Memorandum on Education by the colonial government, the status quo in teacher education continued to a large extent until 1929 when the two departments of Education in the Northern and Southern provinces were amalgamated. Mr. E.R.J. Hussey, who was appointed the Director of Education for the whole of Nigeria, reorganized the educational system along the principles enunciated in the Phelp-Stoke report and in keeping with the 1925 Memorandum provisions. Thus, two types of teacher education institutions were approved, namely:

(a) The Elementary Training College (E.T.C.), sometimes known as Grade 3 Teacher Training College;

(b) The Higher Elementary Training College (H,E.T.C.), sometimes known as the Grade 2 Teacher Training College.

However, there was Probational Teacher Competency (P.T.C.), thus bringing the number to three programmes with three distinct levels. The Probationa Teacher Competncy was a one-year selection training programme to identify the would-be future teachers. The successful completion led to selection for a two-year teacher training programme for the award of Teacher Grade 3 certificate.

The Elementary Training Colleges were designed to train teachers who would be qualified to teach in the corresponding lower elementary primary schools. After a minimum of two years of teaching, the teacher would be qualified for admission into another two-year training programme, which is designated as the Higher Elementary Training College. This Higher Elementary Training Colleges award Grade 2 certificate. The teacher with this certificate is qualified to teach in the Higher Elementary primary schools.

These patterns of training teachers created "deadends" in the teaching profession for those who were willing to advance further. However, a solution was found with the introduction of an emergent programme leading to the award of Teachers Grade 1 certificate, which qualified the candidates to teach in the lower secondary schools. The early teacher training programmes lacked sound academic and intellectual training in the curriculum. As a result of these deficiencies, the P.T.C. and the Teachers Grade 3 were phased out in the early 1950s and mid 1960s.

The period 1929 – 1960 witnessed the opening of more centers for the training of men and women. With the establishment of Regional Governments, several Commissions were set up, such as the Banjo and Dike Commissions, geared to evaluating educational policies and programmes.

The establishing of Yaba Higher College in 1932 was an important landmark in Nigeria's educational enterprise. A three-year diploma course in Education was introduced for candidates who had passed both the Yaba College entrance examination and Senior Cambridge School Certificate. The diploma programme filled the yawning gap which existed in terms of preparation of secondary school teachers. By 1948 the Yaba Higher College was merged with the new University College, Ibadan. In 1950 the diploma course in Education was phased out.

The Elliot Commission of 1945 significantly influenced teacher education in Nigeria. It recommended the establishment of an Institute of Education to serve all West Africa and to undertake research in education psychology and language study. Also a one-year course for graduates resulting from diploma in education was to be introduced for

successful candidates.

From this survey, it can be seen that teacher training programmes have tended to be given less sustained attention with the result that at independence teacher education became one of the least crystallized aspect of the educational system.

The expansion of both primary and secondary schools, beginning from the early 1960s , led to a new dimension in the recruitment to the Teacher Training Programme. Of great significant value was the Ashby Commission on Nigerian Post Secondary School Certificate and Higher Education (1959 – 60). The Commission made profound recommendations embracing all facets of Nigerian education, in particular the need to expand the Nigerian educational system. Of significant note was the Commission's recommendation for the establishment of a Special Grade 1 Colleges for the training of Grade 1 teachers for two years duration. This led to the establishment of Colleges of Education.

The idea of Advanced Teachers College emerged from the Ashby recommendation for a

two- year Grade 1 Teachers Colleges which should be associated with Institution of Education of Universities. However, the two-year proposal was modified by government to three years. This gave rise to a new programme and new certificate, the Nigeria Certificate in Education (N.C.E.). The main purpose was to train for the expanding school system, well qualified non-graduate professional teachers for work in secondary, teacher training, and technical institutions. By 1970 it was projected that those colleges should be producing 3,000 N.C.E. teachers annually, but regrettably by that year the total annual output was less than 1,000 and by 1973, N.C.E. enrolment was below 1,500, while output was established at about 900. The implication was that the N.C.E. programme never reached its quantitative goals. However the decision of the Federal Government to establish Advanced Teachers Colleges in States that did not have any, and with the creation of more States, more Colleges of Education were established. This indiscriminate establishment of Colleges of Education has had attendant problems which has msade it difficult to claim that there is a national standard for the N.C.E. This brought about the establishment of the National Commission For Colleges of Education charged with the responsibility of laying down minimum standards for all programmes of teacher education at the N.C.E. level, and accrediting their certificates and other

academic awards.

2.3 The Role of Colleges of Education in Nigeria

At the first National Curriculum Conference in 1969, the teacher was described as the key man in the entire educational programme and the Conference noted that "the quality of his training makes or mars the end result of his job as a teacher". Indeed a teacher affects eternity. For instance, the average teacher affects directly or indirectly as many as 20,000 people before his retirement. It is upon their number, their quality, their devotion and commitment to duty, their effectiveness and efficiency, that depends the success and progress of any educational system and consequently the future of any nation. It takes good and dedicated teachers to produce efficient doctors, competent lawyers, functional engineers, etc. Therefore the education of teachers should be an issue of serious national consideration. If we appreciate the fact that the standard role of teachers is to educate the society and also that teachers constitute the foundation of any viable manpower development, then we would be better placed to appreciate the role of Colleges of Education in national manpower development.

The origin of Colleges of Education formerly known as Advanced Teachers Colleges dates back to the Ashby Report of the early 1960s. Part of the report was a comprehensive analysis of the manpower situation in Nigeria based on the study carried out by Professor Frederick Harbison of Princeton University. Harbison's task was to estimate Nigeria's requirement for high level manpower over a period of ten years. He was also to outline the constraint that might be faced in the generation of the required manpower. As stated by Harbison and reported verbatim in the Ashby Report:

> *Of all the resources required for economic development, high manpower required the longest "lead-time" for creation. Modern dams, power stations, textile factories or steel mills can be constructed within a few years. But it takes between 10 to 15 years to develop managers, the administrators and the engineers to operate them. Schools and college buildings can be erected in a matter of months, but it requires decades to develop high-level teachers and professors.*

An inevitable follow-up of this impression was that Nigeria needed massive expansion of "intermediate education" as a matter of priority.

The Ashby Commission was specifically mandated by the Nigerian Government to

conduct an investigation into Nigeria's need in the field of post primary school certificate and higher education in the next twenty years. In addressing this responsibility the Commission was guided by three principles:

1. The pattern of education must produce enough students with post secondary education to satisfy the nation's need for high-level manpower.
2. The pattern of education must be properly balanced as between primary secondary and post secondary education,
3. It must narrow down the gap between educational opportunities in the North and South without producing an unbalanced educational system for the North.

The Commission showed considerable interest in two areas. These were the areas of secondary education especially the sixth forms which were to serve as "nurseries for universities and some other form of higher professional training" and secondly, the area of training of teachers of intermediate status.

The issue of teacher training was very critical as the Commission had observed that "something like nine-tenth of the primary school teachers and over half of the secondary school teachers were not adequately or fully trained for their work". Consequently the

Commission recommended two-pronged approach; the one to tackle the issue of remedial teacher education aimed at upgrading the then existing teaching force in the primary schools through vocational courses, and the other the supply of trained teachers for the proposed expansion of secondary education.

For the supply of highly qualified sub-degree professional teachers (that is what became the N.C.E. holders), the Ashby Commission specifically recommended a growth rate of 3,000 per year in the first instance so that by 1970 a total of 18,000 teachers would have been produced. This 3,000 teachers to be produced annually were to be distributed in the primary and secondary schools to teach at the ratio of 1:2, that is, 1,000 to primary schools and 2,000 to secondary schools. The teaching of this level of teachers was regarded as imperative as the Ashby Commission concluded that "if this figure was not attained, the whole foundation of Nigerian education, and hence in the long run of Nigerian economy, will be insecure".

The Nigerian Government in its white paper published in 1961 endorsed the recommendation of the Ashby Commission and went ahead to implement the

development of teacher training as a priority programme. Thus emerged the first four A.T.Cs in Nigeria between 1962 and 1967. By 1983, the number had increased to 44 and By 1992 the number of Colleges of Education in Nigeria had risen to 62 consisting of 20 Federal Colleges, 38 State Colleges, three privately owned Colleges, and one for the Military. Enrolments have experienced a similar stupendous increase from 34,710 in 1983 to 57,481 in 1985/86. By 1991/92, a total student enrolment of 88,154 with a graduate output of 22,283 have been recorded. Ten of the Federal Colleges of Education produce only vocational and technical teachers and also with one producing teachers for the handicapped.

The Federal Colleges of Education Decree No. 4 of March 1986 has the following mandatory functions all of which are related to manpower development specifically for the educational sector:

(a) to provide fulltime courses in teaching

1. in technology, applied science, commerce, arts, social science, humanities and management; and

2. in such other field of applied learning relevant to the needs of the development of Nigeria in the areas of industrial and agricultural production and distribution and for research in the development and adaptation of techniques;

(b) to conduct courses in education for qualified teachers;

(c) to arrange conferences, seminars and workshops relative to their field of learning; and

(d) to perform such other functions as in the opinion of the Governing Council will serve to promote the objectives of the College.

The edicts establishing other Colleges of Education in Nigeria provide for similar functions which translate to the same objectives of teacher education.

If we give a careful examination to Nigeria's philosophy of teacher education vis-a-vis teacher roles in school and the requirement of qualitative teacher education and professional development, we may not find it difficult to agree that the Colleges of Education are the most suited institutions for the production of professionalized and career-oriented teachers.

When talking about teaching as a profession, it should be emphasized that reference is to the preparation of true professional teachers at which the political philosophies of the nation, the people's socio-moral ideas and values, and their economic aspirations are reduced into curricular experiences to be transmitted to the learners. In other words, the Nigerian public expect teachers to be an embodiment of social values and attitude which they are expected to transmit to the pupils. Teacher preparation, therefore, demands much more than academic improvement of the students. There must be a combination of academic enhancement and the pedagogy of teaching as a professional activity besides adequate emphasis in the practicuum both in micro teaching situation and in practising schools. Admittedly the faculties of education in our Universities are significant producers of educational graduates many of whom find employment in the teaching profession at the secondary school level. But it should be pointed out that the teachers generally teach as they are taught. It is, therefore, feared that if graduate teachers from the universities were to emulate approaches of their lecturers by lecturing rather than teaching pupils, and selling handouts rather than organizing instructions and directing learning, then our educational standards will be the worse for it.

Teaching is a multi-faceted activity the success of which depends on intelligent planning, skilful execution and objective evaluation of the activities. Teaching has three phases, namely, (a) the pre-active phase consisting of lesson planning and preparation of resource to aid class interaction; (b) the inter-active phase consisting of transactions between teacher and pupils, and (c) the post-active phase consisting of the reflection and analysis of the inter-active phase with intent to evolving necessary modifications that would improve subsequent pre-active and inter-active phases. It is the role of the teacher education to initiate their students into these phases of teaching.

An effective teacher is a devoted researcher. He is committed to testing various curricular hypotheses in the classroom and monitoring the effect of different methodological approaches. The Colleges of Education have become centres for research in education. Unlike the Universities, the researches in the Colleges of Education are more concerned with action research aimed at finding solutions to multifarious problems of education. Another motivation of Colleges of Education towards research is for the purpose of initiating innovations in the methods of teaching and general school management.

Perhaps one of the most significant role of the Colleges of Education in Nigeria is what has been described as "extended professionalism" (Kirk 1988). By this we mean the involvement of the teacher in extra-classroom activities. Elements of extended professionalism include participation in curriculum development, external examination moderation, models of industrial democracy and commitment to student training and supervision.

The Colleges of Education in their role of manpower development for Nigerian schools act as models of industrial democracy. This implies that all the staff, as professional people, contribute to matters affecting the Colleges. They also insist on standards of behaviour that are consonant with teacher professional code of conduct. What this suggests is that teachers whether intentionally or not are models for behaviour for the students and that they can exert monumental educational influence on them whether or not they are performing obvious teaching roles in the classroom.

The extended professional roles of the education in Colleges of education provides a

stimulus to more enterprising work. Furthermore, it helps the student teachers to gain greater insight into the operation of the hidden curriculum, and a commitment to exploit a greater knowledge of special subjects to achieve a wider range of social objectives. Hence, both directly and indirectly the Colleges of Education are engaged, in the short run, in the production of needed teaching force, and in the long run, in the attainment of Nigeria's rather utopian national objectives, namely,

1. a free and democratic society;
2. a just and egalitarian society;
3. a united, strong and self-reliant nation;
4. a great and dynamic economy;
5. a land of bright and full opportunity for all citizens.

2.4 The Nigerian Certificate in Education (N.C.E.) as Minimum Qualification for Primary School Teachers in Nigeria

Primary education occupies the first tier of the 6-3-3-4 system of Nigerian educational structure. Being the stage at which the foundation of the educational structure is normally laid, one can logically assert that no investment for enhancing its quality can be

said to be misdirected. Just as a solid building foundation ensures the stability and resplendency of a house, similarly high quality primary education determines the standard and quality of secondary and even tertiary education.

The National Policy on Education (FRN 1977) recognizes the vital place of primary education and so has justifiably taken a committed and progressive stance as it states in Section 9, subsection 59 (3) that:

> *since primary education is the basis of an educational development, effort will be made to achieve and maintain both the quantity and quality of teaching staff in the existing institutions at a high level. .*

A brief history of teacher supply in terms of quantity and quality since the end of the Civil War will help us appreciate the current innovative policies in teacher education. According to available statistics, between 1971 and 1974, the number of teachers increased from 116,640 to 143,014; an increase of about 22.61 percent. This compares with 33.35 percent increase in pupil enrolment during the same period.

The introduction of the Universal Primary Education (U.P.E.) in 1976 resulted in an unprecedented explosion in pupil enrolment. This was not unexpected since crash programme teacher education had already begun in order to raise the number of teachers

required for the projected enrolment of 9,511,000 pupils in 1979 at a pupil-teacher ratio of about 28:1. In addition to the crash programme, pre-service teacher training was also intensified. The need for the in-service training became important because there was a tremendous number of unqualified and underqualified teachers. The crash programme teacher education failed for a number of reasons:

1 There was insufficient planning, hence facilities and resources were overwhelmed by demand.

2 Teacher educators were grossly in short supply to cope with the requirements of the Universal Primary Education, Teachers Colleges. This necessitated the importation of teachers from Asia, mostly, Indians.

3 The service of N.Y.S.C. teachers was too transitory as to provide any continuity or progression. The programmes started by Youth Corp members could be abruptly disbanded or at least suspended for months because there was no qualified substitute to take over.

4 The one-year pivotal course was too short a period to orient the trainees fully into the teaching profession. The content of the syllabus in most cases were not covered and the areas touched were haphazardly handled.

5 Most of the trainees consisted of either pupils who could not pass the common entrance examination into secondary schools or school drop outs who staged a comeback at the wake of the "universal opportunity" that demanded little or no commitment. Consequently, they could not cope with the contents of the training programme due to weak entry behaviour.

6 Facilities and supplies were distressingly in short supply.

The cumulative effect of the above reasons was that huge number of untrained and "trained but uncertified" teachers have found themselves in the teaching profession. The implication was that the supply of quality teachers (those with Grade 2 and above) for our primary schools is not in any way keeping pace with increased pupil enrolment, particularly since the inception of the Universal Primary Education Programme. It is further saddening to note that the number of unqualified and under-qualified teachers in the primary schools far exceeded the number of those who were qualified. According to the Implementation Committee for the National Policy on Education,

> Universal Primary Education has aggravated the problems to such an extent that by 1982 the number of unqualified and under-qualified teachers could well exceed 180,000. This could mean a dangerous dilution of the quality of teaching.

Among the Guidelines for Action in Basic Education considered at the Education for All (E.F.A.) Summit of Nine High Population Developing Countries held in New Delhi, India in December 1993 was the issue of improving the quality and relevance of education. The consensus of the participants at the Summit was that::

> Nearly all issues, whether related to goals, learning achievement, organization of programmes, or performance of the education system, involve an analysis of the role of teachers, their behaviour, performance, remuneration, incentives, skills and how they are used by the system. In particular the traditional teacher recruitment and preparation model has to be re-examined in the light of the central goals of education (F.M.E.& Y.D. 1994).

The above citation suggests that the sensitivity on the significance of teachers as the determinants of quality in basic education is not restricted to the Nigerian society. Other developing countries of the world share similar convictions with Nigerian educationists.

In the Nigerian educational history, the search for qualitative education started in the seventies amidst severe protestation against "falling standards" of education. Incidentally the agitation coincided with the advent of widespread examination malpractices

notoriously called "expo". Nigeria at that time witnessed the height of certificate racketeering, while the credibility of educational qualification reached the lowest ebb. As a reaction, the Government sponsored activities and processes aimed at reviewing the relevance of the country's educational goals as they relate to the needs of the individual citizens, the needs of the nation and in the context of the challenge of the techno-scientific age.

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The subsequent input from concerned educationists and expert culminated in the evolution of the national Policy on Education in (1977 revised 1981). One significant development in the National Policy on Education is the reference to "minimum standards laid down by the Federal Government " in connection with the establishment of primary schools and universities by non-governmental organizations. There was also an outstanding reference to standards in teacher education as an ultimate expectation. Section 9 subsection 61 states:

> It will be the ultimate policy that only candidates whose minimum qualification is W.A.S.C. or its equivalent will be admitted into our teacher training colleges. Since, once the six year secondary system has been started, this will mean that the

> N.C.E. will ultimately become the minimum basic qualification for entry into the teaching profession; how early it is implemented will depend not only in the availability of secondary school leavers, but more importantly on the state of the national economy.

A pertinent implication of this policy provision is that the N.C.E. graduates should take over teaching at the primary schools from Teachers Certificate 2 holders. Evidences in some States of the country suggest that Nigerians are already on the forward march to actualize this ultimate target in teacher standard and quality. A convincing signal that the implementation of the policy has begun is the observed reduction in the number of Grade Two Teachers Colleges in the country. For instance from 285 in 1986 to 153 in 1989 and further to 127 by 1990. Even in the surviving institutions, intake over the years has drastically reduced. On the other hand the number of Colleges of Education that produce N.C.E. teachers has increased from 44 in 1983 to 61 by 1993/94. Enrolment has equally experienced a stupendous increase from 34,710 in 1980/81 to 85,574 in 1990/91. At the teacher deployment level, there are further evidence that States are implementing the policy by recruiting N.C.E. holders to teach in primary schools. This has stimulated the

process of the transition of existing Teachers Grade 2 to N.C.E. graduates through either the Sandwich/Part-time programme of the Colleges of Education, or the Distance Learning System of the National Teachers Institute.

The National Commission For Colleges of Education (N.C.C.E.), in discharging its mandatory function of supervising sub-degree teacher educational programmes has endeavoured to inject quality into primary teacher education by the introduction of Primary Education Studies (P.E.S.) as a major course in the N.C.E. minimum Standards Programmes. This innovation is targeted in making the training of teachers who offers P,E.S. relevant to the ultimate job demand after graduation.

The N.C.C.E. as an agency responsible for determining the qualified teacher needs of the country and with a mandate to make recommendations on the national policy with regards to teacher production and teacher professionalism, considered it wise to take a reliable stock of the existing pupil enrolment vis-a-vis teacher needs based on the approved teacher-pupil ratio. A further correlation with the qualified teacher out-turn from the Colleges of Education would enable dependable projections to ensure that the

policy implementation was based on a sound blue print. In effect, the N.C.C.E., in 1992 carried out a feasibility study to ascertain the plausible dateline for the N.C.E. to become the minimum qualification for entry into the teaching profession in Nigeria. The study involved a comparison of pupils enrolment at both primary and secondary schools levels with the qualified teacher availability including N.C.E, graduate out-turn from Colleges of Education projected to the year 2000.

Findings from the study revealed that even with Teachers Grade 2 as the minimum qualification for primary school teachers, there was as per the time of the research (1992), a national average of 51 pupils to one qualified teacher. There was also a shortfall of qualified primary school teachers by over 80,000 based on 1:40 teacher-pupil ratio. Nearly 75,000 unqualified/uncertificated teachers were in active service.

State differentials in qualified teacher availability existed in seven States, namely, Anambra, Kebbi, Kwara, Ogun, Ondo, Osun and Oyo having class size lower than 40 pupils per qualified teacher, while on the other hand, eight States notably Abia, Borno, Jigawa, Kano, Katsina, Niger,Taraba and Yobe had class size of over 60 pupils per

qualified teacher. Extreme cases of even 100 pupils to one qualified teacher existed in Kano (104:1), Yobe (157:1), Borno (172:1) and Katsina (172:1).

In spite of theses rather prohibitive indications, the study still considered that there is conditional plausibility in the implementation of the policy that the N.C,E, become the minimum qualification for teachers by the year 1998.

The reference to "conditional plausibility" implies that the successful implementation of the policy is dependent on the fulfilment of certain conditions precedent. For instance, differentials in State teacher statistics suggest obvious glut of qualified (and perhaps unemployed) N.C.E. teachers in some States while some other States are suffering from paucity of qualified teachers. It was therefore suggested that unless a unified teaching service were operationalized throughout the country, the observed differentials are capable of truncating the implementation of the policy. Secondly the projected teacher availability which satisfied the target year of 1998 for all primary school teachers to possess the minimum of N.C.E. qualification was based on the assumption that the Colleges of Education would expand enrolment at specified minimum rate and that all graduating N.C.E. teachers would be retained in the teaching profession. Thirdly, the

prediction was also based on the assumption that all the Teachers Grade 2 holders would have been successfully transformed into N.C.E. holders by 1998 through in-service programmes.

Among the recommendations emanating from the study are:

(1) The necessity for unified teaching service such that qualified teachers could be employed anywhere in Nigeria without losing any privilege as a consequent of the State of origin.

(2) The need for Colleges of Education to expand enrolments in N.C.E. Primary Education Studies and curtail the production of combinations that can only operate at the secondary school levels.

(3) The relaxation of admission and fees policies in the State-owned Colleges of Education to encourage non-State indigenes to enrol under bond of service in the host State for a stated period before checking out.

(4) State with high proportion of unqualified teachers currently in service should take immediate steps to sponsor the in-service retraining of these to make them usable to the teaching service under the new policy.

The findings and recommendations from the study had been tabled before the National Council on Education and reactions from the States reflected their respective socio-

economic and political persuasions.

The empirical evidence from the feasibility study under reference suggests that N.C.E. teachers taking over primary schools teaching completely from Teachers Grade 2 holders on a national level is possible (all things being equal), if policy makers and administrators will share a common political will. It must also be stressed that the attainment of qualitative primary education in Nigeria is predicated upon adequate attention being given to the working morale of teachers. The plight of primary school teachers will certainly get worse if these teachers were to rely on "moonlighting" for their sustenance. Part of our quality control, besides making the N.C.E. qualification become the minimum basic requirement for teachers, should therefore include the recognition that teachers deserve covetable conditions of service if their productivity would be enhanced and if they would be retained in the profession.

.CHAPTER THREE

MANAGEMENT STRUCTURE AND FINANCING OF EDUCATION IN NIGERIA

3.1 Introduction

The way in which leaders of Nigeria perceive education, its objectives and function in socio-economic development has significantly influenced the management, planning, organization and funding of the education system. Present-day structures and strategies for educational management have continued to reflect the colonial history and educational heritage of the country.

In their attempt to use education as an instrument of socio-economic development, Nigerian leaders focused educational policy on the provision of free, universal primary education to every child of school age in the believe that an educated and enlightened citizenry was more receptive to new ideas, innovations and changes.

The second area of educational policy thrust was the creation of a rich stock of talented and skilled manpower. But it was realised that human and material resources to achieve the stated policy objectives in education were highly limited. Successive governments in Nigeria since independence therefore felt that Nigeria cannot afford to leave education to the "whims and caprices of individual choice". Herein lies the genesis of recent structural adjustments in the education system, the tendency for government to exercise over-centralized control over it, and why the organization and management of education in the country has often been a subject of controversy between the Federal, State and Local Governments.

3.2 Legal Framework of Educational Management

The 1999 Constitution of the Federal Republic of Nigeria provides the basic legal framework for educational management in the country. Section 18 of Chapter 2 of the Constitution spells out the national education objectives thus:

18 (1) Government shall direct its policies toward ensuring that there are equal and adequate educational opportunities at all levels.

(2) Government shall promote science and technology.

(3) Government shall strive to eradicate illiteracy and to this end, Government shall as and when practicable provide:

(a) free, compulsory and universal primary education;

(b) free secondary education;

(c) free university education and

(d) free adult literacy programme

Part 2 of the Second Schedule of the Constitution defined the legislative powers of the three tiers of Government. Education is on the Concurrent Legislative List, giving powers to both the Federal and State Governments to make laws for the planning, organization and management of education. Item L on the list deals with "University, Technological and Post-Primary Education" including professional education and provides that Federal and State Governments can legislate on, establish and manage institutions for the purpose of providing university, technological, professional or post-primary education. In the Fourth Schedule of the Constitution, Local Government Councils are made responsible for the provision and maintenance of primary education. Past experience has shown that Local Government Councils were incapable of operating the primary schools effectively and efficiently to guarantee free, universal and quality education to all primary school age children, hence the intervention of the Federal Government with funds, supervision and control. Consequently, both legally and

administratively, laws, decrees and directives, executive circulars of the Federal Government, its agencies and parastatals take precedence over those of State Governments. In practice, therefore, the organization, planning and management of Nigerian education system are centrally determined. These policies and decisions are then handed down to the various State and Local Governments for adoption and implementation

3.3 Structure and Organization of the System

Up till the mid-1950s, Nigeria operated an 8-5-2-3 system of education; that is, 8 years of primary schooling, 5 years of secondary school, a two-year higher school or sixth form and a standard three-year university education. By independence in 1960, the primary education has been reduced to six years. The Ashby Commission on the future of post-secondary education in Nigeria recommended the aboliton of the sixth form or higher school classes and the extension of the university education from three to four years. Government accepted the recommendation and gradually phased out the sixth form classes.

The teacher training system was also restructured and re-organized to mirror changes in the primary, secondary and tertiary education levels. For example, teacher training institutions below the status of Grade 2 Teacher Training Colleges were abolished. A middle level teacher programmes were introduced by the establishment of Advanced Teacher Training Colleges (A.T.T.C.), later renamed Nigerian Certificate in Education (N.C.E.), while graduate teachers were produced by the universities.

In 1977 the Federal Government published a new National Policy on Education, revised in 1981. It marked a significant departure in the organization of the education system from the British model which the country inherited, to the American structure. The 6-3-3-4, as it is popularly called, consists of six years of primary education, three years of junior secondary school, three years of senior secondary school and four years of university education. Hailed as one of the best educational policies ever produced by Nigeria, the present general verdict is that its implementation have been haphazard, lacking in innovative planning, devoid of political will, and deprived of sustainable financial support and accountability in resource management.

Pre-primary education in Nigeria is relatively new and remains only at semi-official level in the educational system. It is not yet a part of the education system and has been left to private enterprises and initiatives. It is quite expensive and the better organized pre-primary schools are the exclusive preserves of the rich and the elites in society.

Structurally, the educational pyramid in Nigeria is an awkward structure with a very broad primary education level, a narrow middle, and a very conical apex, all these standing on a very small peg of pre-primary education.

3.4 Financing the Education System

The financing of education is at the heart of educational crisis in many countries of the world. In Nigeria, there appears to be a perennial shortage of funds for the education system at all levels. Politicians, economists, and educationists are in constant search for answers to such questions as who should pay for education and what is the reasonable ratio of contribution of funds towards educational support from different tiers of Government, parents, communities and corporations, whether public or private. The application of cost-benefit analysis theories in education has not yielded satisfactory and

complete answers mainly because the benefit derived from education are enjoyed by individuals, the society, employers, and the international community in proportions that are not exactly quantified and which vary from one environment to another.

Nevertheless, the planning and management of education on Nigeria depend very much for their success on the availability of funds to implement policies and execute projects and programmes. The contribution to the funding of education in Nigeria is divided into the following categories:

(a) Federal, State and Local Government.

(b) Financial support from corporations and communities.

(c) Private input to educational financing and,

(d) International aid for education in Nigeria.

Government financing of education in Nigeria closely follows the legal structure for the administration of education in the country. Thus, the Federal Government funds all federal educational institutions, including universities, polytechnics, colleges of educations, and federal government secondary schools. This is done through the Federal Ministry of Education and its parastatals such as the National University Commission, the National Commission For Colleges of Education, and the National Board For

Technical Education. Others are the National Commission For Nomadic Education, the National Commission For Adult Mass Literacy and Non-Formal Education, the Joint Admission and Matriculation Board, and the West African Examination Council. To help the Local Government in the discharge of their constitutional responsibility to manage primary education, financial assistance is provided to them through the National Primary Commission (now the Universal Basic Education).

The Federal Government is able to provide most of the funds required to manage federal educational institutions because it collects and keeps the lion share of centrally generated revenue in the country. It controls the main sources of revenue such as crude oil, other mineral resources, customs and excise duties among others. As of 1992, the country's revenue sharing formula was as follows:

Federal Government	48.5%
State Government	24.0%
Local Government	20.0%
Special Fund	7.50%

There is a strong feeling that the Federal Government's share of central revenue is excessive in relation to the shares of the 36 States which, among other responsibilities manage their secondary schools, help Local government Councils to maintain primary education, and other tertiary and professional institutions, particularly as the tax base of the State Governments is limited and many depend on the quarterly subvention from the Federal Government for survival. Only three States, namely, Lagos, Kano and Rivers have recently been assessed as viable; others are today so poor that they cannot financially sustain their existing educational institutions. The result is that teachers are often owed many months of salaries, while the school infrastructural facilities and equipment are either non- existent, dilapidated or grossly inadequate. This makes effective management of education system a herculean task, and when the situation becomes intolerable, either the teachers or the students or both revolt, leading to demonstrations, strike actions, frequent and often prolonged closure of institutions and damage to educational quality.

Apart from the normal provision of a percentage of annual budget to the educational sector, other sources of funding have been explored. An Education Tax Fund was

established by a Federal Government Decree in 1993 requiring all corporations and companies of identified minimum operational capacity, to contribute 2% of their annual profits to the Fund. Reports indicate that many companies have not been complying with this requirement and enforcement have been haphazard. In other efforts, many State Governments have tried to raise funds for education by imposing an education tax on all taxable adults, and again this has never worked satisfactorily anywhere in Nigeria. Some State Governments have imposed property tax from which they hoped to increase their revenue for education, but landlords and even government officials, who assess the number and value of the property to be taxed, have hamstrung this effort.

One of the problems of effective revenue generation in Nigeria is the overdependence of Government on one primary source of national revenue. Since the 1980s, petroleum has accounted for nearly 90% of national revenue. With recent experiences in world oil glut and fall in crude oil price on the world market, attempts have been made to diversify the national economy. It is estimated that in the last decade, agriculture, solid mineral and other resources have yielded up to 20% of the revenue, but petroleum resources still account for an excessive 80% of national revenue. Declining Government financing of

education have resulted in the re-introduction of tuition and other fees where there were none before.

Government is fully aware of the serious impact of poor funding on the organization and management of the school system, and from time to time, politically motivated and unplanned announcements of huge "Special Grants" to education have been made by Federal and State Governments. For example, in 1991 the Federal Government announced an increase of the Local Government share of distributable federal revenue from 10% to 15% in order to help the latter cope with the cost of managing primary education. In the same year, the Government also announced a special grant of N225 million for the rehabilitation and restoration of 225 old secondary schools in the country. In 1992, following the Report of the Higher Education Commission (Longe Commission), it gave N25 million to each federal university to renovate its facilities. Yet the irregularity of such grants makes serious planning impossible, and education cannot be financed through an unplanned and unco-ordinated grants and donations , no matter how generous.

Communities in Nigeria have contributed immensely to the financing of education through their self-help projects. In many places they have built and equip schools, and then invited government to take over their organization and management. Instances abound of communities who have contributed funds to assist the recurrent expenses of schools, e. g. renovation, supply of equipment, or expansion of infrastructural facilities.

The contributions of communities towards the financing of education in Nigeria has not yet been properly evaluated in quantitative terms. Apart from the school fees which parents pay for their children, there are often community education levies on all adults to support community schools. Local Government officials, churches and school authorities occasionally become involved in the launching of appeals for people to pay and denying defaulters access to certain local privileges. Some large corporations , such as oil companies have also contributed to education in their operational communities either in cash or by building schools and supplying equipment. Wealthy philanthropic individuals in many communities have also provided financial and material assistance for educational development.

Much financial support for Nigerian educational development has also come from international bodies such as the World Bank, U.N.E,S.C.O., U.N.I.C.E.F., U.N.D.P. and U.N.F.P.A. Financial assistance also comes through bilateral agreements between Nigeria and other countries e. g. the United Kingdom, United States of America and Canada, among others. Sometime ago, the World Bank provided a grant of US$200 million for purchase of equipment and books for the Nigerian Universities, and another US$20 million for the primary schools.

An examination of an overall allocation of financial resources to education in recent times, as well as the distribution of funds to education at the various levels according to emerging priorities , shows little discernable pattern beyond an ad-hoc response to needs. For example, during the military era from 1968 to 1978, studies have shown that education was second to defence in the amount of money allocated to each sector in each of the years. But thereafter, the picture changed and federal allocation to education continued to decline from 24.5% of the recurrent budget in 1978 to less than 8% in 1996. The percentages allocated to education by the States also declined from as high as 45% in some States in the 1970s to as low as 15% in the 1990s with most of the funds going to

primary and secondary schools, whereas most of the federal funds went to higher institutions.

3.5 Management Issues and Problems

The Nigerian education system has witnessed tremendous growth and expansion since independence in 1960. But the system has undergone only quantitative improvements in terms of number of institutions and student enrolment while there has been little development in respect of capacity to maintain standards and efficiency in the process and products of education. Many problems in education have occurred because of the politics of education. For example, the crisis of education financing, frequent strikes by staff and riots by students have become almost a permanent feature mainly because of excessive centralization of educational planning and Federal Government intervention in matters which should be handled by States. The power at the Federal level by politicians and government leaders, whether military or civilian, is invariably complicated by the interjection of religious and ethnic sentiments and interests. These make policy formulation and decision-making in matters of education very difficult and worse still, often determine how a policy or programme is implemented; and at times, whether implementation takes place at all.

The absence of a record-keeping culture and the inability to collect and utilize demographic and educational data properly have resulted in poor or ineffective planning, organization and management of education in Nigeria. Nigeria plans and manages her education system without relevant facts. Thus, the failure to relate enrolment projection to the provision of classroom and other educational facilities is responsible for the unconducive teaching-learning environment in the schools and subsequently for the declining standards.

Another major problem in the planning and management of education in Nigeria is the debate about what the equitable sharing of the cost of providing education should be between the Federal, State, Local Governments and parents. As already observed from the Nigerian Constitution, the provision of education and hence, its funding is the concurrent responsibility of Federal, State and Local Governments. Parents, too, cannot escape the responsibility of participating in the education of their children. It is, therefore, submitted that since the Federal Government collects and keeps about 80% of the nation's total revenue, it must contribute more funds to support the efforts of States, Local Governments and parents; but just how much is still the unanswered question.

To what extent government should allow private individuals, church organizations and other group to participate in the management of education in Nigeria is also an issue of continued debate. The dual control system between government and

churches was in existence until after the Civil War (1967 –1970). The East Central State took over all private and voluntary agency schools in 1970, and many other States followed its example. Although the mood at the times might have justified that decision, the effect on management, organization and standards made the policy a questionable one. Today, private individuals and religious organizations are once again allowed to open and run their own institutions, including universities subject to certain prescribed conditions in the interest of minimum standards. The problem again lies in the non-enforcement of the laws.

CHAPTER FOUR

FINANCING COLLEGES OF EDUCATION IN NIGERIA

4.1 Introduction

The establishment and running of Colleges of Education are capital intensive ventures, Running the institutions requires significant investments in providing and maintaining basic levels of infrastructure such as facilities, staff salaries, administrative staff ,and residential housing. Colleges of Education in Nigeria are supported by government funds with little contribution from the students or the populace.

In the past several years, Colleges of Education in Nigeria have been under tremendous pressure due to declining budget allocation vis-a-vis rising enrolments. The tremendous pressure on expansion of Colleges of Education has placed additional demands on the national financial resources which have proved inadequate to meet even the recurrent needs.

4.2 Financing of State Colleges of Education

The State Colleges of Education are funded by the State Governments. As a result of the economic situation in the country and the fact that the Federal Government collects and keeps more than 50% of national revenue, State Governments have found it difficult to give adequate financial backing for the running of the Colleges, Some of these Colleges are no more than glorified secondary schools and teachers who are trained under such conditions cannot be said to be competent. Yet these are the teachers who are going to be saddled with the responsibility of handling the nation's children in our schools. To say that the physical and academic state of the State Colleges of Education are deplorable is an understatement. Suffice it to say that the Colleges are generally faced with a chronic lack of basic infrastructure such as laboratories, workshops, libraries and adequate lecture theatres. Basic facilities such as water, electricity and adequate road network are also lacking to such an extent that some Colleges have resorted to using crude pit latrines and the use of candles and bush lamps for lighting. This kind of situation was aptly portrayed in a Newsletter article captioned "Teachers are Disgruntled" with the following comments:

".....student teachers are not motivated to become teachers.....

> Colleges of Education in this country have been made to look like glorified secondary schools. There are no facilities, the staff are regarded below the tertiary institution staff so they are disgruntled. As you know teacher training institutions are the least to be funded ..... As well, teachers are the last to be paid".

(N.C.C.E. Newsletter Vol. No. 1 March 1996 pp. 3 – 5)

With poor funding, poor salary structure, delay/non-payment of salaries and generally poor conditions of service characterizing the field of education, the context of the teachers training and work can hardly serve as instruments of national development. Part of the paradox phenomenon, therefore , is that the person who is supposed to be a highly motivated agent and the spearhead of development has become so undervalued, demoralized, marginalized and made virtually irrelevant to national development process. It is no surprise therefore that one of the reactions to the phenomenon in many States of the Federation today is the re-emergence of exodus of teachers from the nation's classrooms.

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4.3 Financing the Federal Colleges of Education

The Federal Colleges of Education get their funds from the Federal Government through the National Commission For Colleges of Education (N.C.C.E.). The N.C.C.E. has developed a formula for sharing funds among the Federal Colleges of Education. The formula which was approved by the Federal Government, takes into consideration factors such as course offerings, age, student population, special courses (B.Ed), movement to permanent site, etc. Funds for recurrent expenditure are released as soon as they are received. On the other hand, funds for capital expenditure are only released after prioritization of projects by the Colleges and the satisfactory execution of previous approved projects. Although figures received by the Colleges show that total receipts from the government have grown over the years, this is deceptive because there has been increases in the salaries and wages to which the additional funds were committed.

The National Commission For Colleges of Education receives block grants from the Federal Government quarterly and distributes capital grants on a quarterly basis, to the Federal Colleges of Education. Other sources of capital funds include:

(a) Special occasional budgetary allocation for capital projects from Federal Government.

(b) Aids from foreign agencies which are normally granted to the Colleges through N.C.C.E.

(c) Philanthropic donations from organizations, associations and individuals.

The following categories of expenditure are eligible for capital grants:

1. Acquisition of lands or buildings;

2. Design and construction of new buildings;

3. Major restoration of buildings;

4. Allocations, changes of use and commissioning of newly acquired buildings;

5. Design and implementation of site development projects;

6. Design and construction relating to approved works outside the boundaries of the permanent College campus;

7. Planning and special surveys;

8. Supply of furniture and equipment which is not part of the building contract;

9. Professional fees and expenses.

The procedure for capital budgeting is as follows:

Each department will consider its departmental capital development requirement and summits its proposals or briefs to the College Management Board through the Dean of the school to which the department belongs.

The College Management Board will compile all the capital development needs of the College and summit the list of proposed projects to the Physical Development Committee of the College for consideration and approval.

The Physical Development Committee will consider each project on its merit and approve a list of priority projects for consideration by the Finance and General Purpose Committee (F&GPC). The National Commission For Colleges of Education is represented in the membership of each of the Colleges' F&GPC and Physical Development Committee.

The Finance and General Purpose Committee will consider the various budget proposals of the College and recommend its own approval to the College Governing Council for consideration.

The Council's approved budget will be submitted to the N.C.C.E. and defended during the N.C.C.E. Management budget hearing session by the Provost of the College assisted by the Bursar and Director of Works. If the submission is in accordance with the strategic development policy set out in the Master Plan, the short term Capital Programme contained in the "Standard Guide For Colleges of Education", the N.C.C.E. Management will recommend the approval of the

project to the N.C.C.E. Board. The N.C.C.E. Board will then grant Acceptance to the various budgets and their cost limits. If Acceptance is not granted for a particular project, that part of the submission dealing with that project will be returned to the College for consideration.

The N.C.C.E. will submit its approved budget for the next fiscal year to the Federal Ministry of Finance on behalf of all Colleges and attend the Ministerial budget hearing to defend the budget.

4.4 The Role of National Commission For Colleges Of Education in the Development of the Federal Colleges of Education

The National Commission For Colleges of Education (N.C.C.E) was established by Decree No. 3 of 1989, as a third leg of the tripod of excellence for the supervision of tertiary institutions in Nigeria. The other two legs are the National Universities Commission.(N.U.C.) for universities and the National Board For Technical Education (N.B.T.E.) for Polytechnics. The Decree that established the Commission (N.C.C.E.) was amended by the Amendment Decree No. 12 of 1993 to, among other thing:

(a) advise the Federal Government through the Minister, on all aspects of teacher education falling outside the Universities and Polytechnics;

(b) make recommendations on the national policy necessary for full development of teacher education and the training of teachers;

(c) enquire into, and advise the Federal Government on the financial needs of the Colleges of Education and to receive block grants from Government and allocate them to these Colleges according to Government directives.

All the funds of the Federal Colleges of Education, both recurrent and capital, come through the N.C.C.E. The N.C.C.E. being the supervisory agency for these Colleges as well as the conduit pipe through which they obtain their fundings, make sure that as soon as bulk subventions are received from the Federal Ministry of Finance, disbursements are made to the Colleges based on approved parameters. Usually these subventions come on quarterly basis and, for the capital grants, the N.C.C.E. certifies through monitoring that previous releases have been profitably expended before subsequent releases are made. The essence of monitoring and control is to ensure that physical development programmes are well planned and their execution are not only prudent but controlled within the allocated resources.

The Executive Consultants are to ensure that projects are designed and executed within

the approved specification and cost limits. All Consultants' certificate variation orders and site instructions must be made in triplicates and copies copied the Contractor, the Director of Works and when necessary the Bursar. The Consultant must keep up-to-date records of payment for each project and alert the College of any possibility of cost limit being exceeded and how best costs can be controlled within approved limits. The N.C.C.E. will not allow bogus, extravagant and very complex designs. Designs must therefore be simple, functional and aesthetically appealing.

The College Works Department shall be responsible for monitoring the Consultants and the Contractor. The Department will also provide a clerk of works on site whose duty is to complement the supervisory role of the Consultants. The Director of Works must vet all the Consultants' valuation certificates, and make his recommendations to the Bursar for payments. His recommended or amended valuation must be copied the Consultants and the Contractors. The Director of Works must keep up-to-date records of payments to the Consultants and Contractors and prepare monthly progress reports on the projects, copies of which must be made available to the Provost for endorsement before such copies are sent to the N.C.C.E.

The N.C.C.E. will monitor how well the College is managing its various development projects. To effectively monitor, coordinate and control all the projects in the College, each College is required to submit their completed projects on standard Project Monitoring Forms periodically to N.C.C.E.

The N.C.C.E. in its over ten years of existence has among other things organized annual budget hearings for the Federal Colleges of Education to determine their financial needs; collected the estimates and submitted same to the Federal Government and received block grants and disbursed them to the Colleges in accordance with approved parameters such as;

1. The National Policy on student enrolment,
2. The growth rate of the Colleges.
3. Teacher/Student ratio.
4. Pyramidal structure of academic staff.
5. Academic staff/Non-academic staff support ratio.
6. Goods and Services.

7. Teaching support units.

8. Library Services.

9. Staff development, research and utilities.

The N.C.C.E, also serves as both recipient and agency channel on behalf of all Colleges of Education nationwide, for all educational aids (equipment, scholarship, etc.), which comes from international organizations like O. D.A., British Council, Book Aid International, London Centre for Agricultural and Rural Co-operation, the Netherlands, etc.

The N.C.C.E. seeing the poor position of the funding of State Colleges of Education, go an extra mile in appealing to State Commissioners of Education to improve on the funding pattern of their Colleges of Education.

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4.5 Financial Accountability

One strategy that facilitates improved funding pattern of any establishment is a clear and uncloudy accountability for available resources. The success of any institutional academic programme depends very much on the way financial inputs are managed and

experience has shown that in Nigeria, this has invariably affected the overall performance of the institutions. Allegations about financial impropriety have always been at the root of industrial disharmony between organized staff and the chief executives of educational institutions. If students suspected lack of probity in the management of their institutions' funds, the story had always been a sorry one because they are known to demand accountability in riotous and violent manner.

Financial accountability in teacher education demands that Provosts eschew recklessness in managing Colleges funds. They should also have a keen interest in the activities of the bursary staff particularly in the keeping of the books of accounts and in dealing with contractors.

Budgetary indiscipline is one aspect of poor financial management of tertiary institutions in Nigeria. Budgets are operated under specific headings and the use of vote books is mandatory in the Colleges accounting systems. The N.C.C.E. has published an Accounting Manual to assist the Federal Colleges of Education in the financial management of their institutions. Nevertheless, the issue of budgetary prioritization is

the responsibility of the individual College administration. Generally financial resources are scarce and this scarcity may be worsened by inappropriate expenditure

CHAPTER FIVE

PRESENTATION AND ANALYSIS OF DATA

5.1 Introduction

Schools are the building blocks of educational planning, and as a result, they are units of educational data. Although schools have characteristics of size, types, levels, curriculum, location, specific purpose, etc., not all these are of specific interest to planners. The limited resources available is usually channeled to providing the specific data that actual and potential users indicate they require. The classification of educational information is thus tailored to practical needs and this have been changed over time. A consequence of this is that data had been collected in modular form, and atomized where possible, so that as future demand required further breakdown, it was possible to use existing data without going into the expensive and sometimes impossible task of collection fresh data again.

There is paucity of information on Nigeria on the international level. Nigeria being a collection of thirty-six States and the Federal Capital Territory, and some of these components being larger in themselves than many countries in Africa, the routine exercise on data collection and completion for the country has a 1 to 36 chance of being completed on time, since all the 36 States must be represented before the country's

the Federal Colleges of Education in the country. Data presented include the number and types of the Federal Colleges of Education; the student enrolment for the years 1995 to 2000; fund allocation to the Colleges for the same period. The chapter concludes by analyzing these data highlighting the problems militating against the proper funding of the Colleges.

5.2 Colleges of Education in Nigeria

There are sixty-two Colleges of Education scattered throughout the Federation. Of this number, thirty-eight are State Colleges of Education, three are private Colleges while twenty are Federal Colleges of Education. The army has one College of Education in Ilorin, Kwara State.

Table 1: Federal Colleges of Education 2000

1. Federal College of Education, Abeokuta, Ogun State.
2. Federal College of Education (T), Akoka, Lagos State.
3. Federal College of Education (T), Asaba, Delta State.
4. Federal College of Education (T), Bichi, Kano State.
5. Federal College of Education, Eha-Amufu, Enugu State.

6. Federal College of Education (T), Gombe, Gombe State.

7. Federal College of Education, Gusau, Zamfara State.

8. Federal College of Education,Kano, Kano State.

9. Federal College of Education, Katsina, Katsina State.

10. Federal College of Education, Kontagora, Niger State.

11. Federal College of Education, Obudu, Cross River State.

12. Federal College of Education, Okene, Kogi State.

13. Federal College of Education, Omoku, Rivers State.

14. Adeyemi College of Education, Ondo, Ondo State.

15. Federal College of Education (S) Oyo, Oyo State.

16. Federal College of Education, Pankshin, Plateau State.

17. Federal College of Education (T), Potiskum, Yobe State.

18. Federal College of Education (T), Umunze, Anambra State

19. Federal College of Education, Yola, Adamawa State.

20. Federal College of Education, Zaria, Kaduna State.

Table 2: State Colleges of Education 2000

1. College of Education, Afaha Nsit, Akwa Ibom State.
2. College of Education, Agbor, Delta State.
3. College of Education, Akamkpa, Cross River State.
4. College of Education, Akwanga, Nassarawa State.
5. College of Education, Ankpa, Kogi State.
6. College of Education, Argungu, Kebbi State.
7. College of Education, Arochukwu, Abia State.
8. College of Education, Azare, Bauchi State.
9. College of Education, Dutse Ma, Katsina State.
10. El-Kanemi College of Education, Bama, Borno State.
11. College of Education, Ekiadolor, Edo State.
12. College of Education, Gashua, Yobe State.
13. College of Education, Gidan Waya, Kaduna State.
14. College of Education, Gindiri, Plateau State,
15. College of Education, Gumel, Jigawa State,
16. College of Education, Hong, Adamawa Stete.

17. Tai Solarin College of Education, Ijebu-Ode, Ogun State.

18. S/A College of Education, Ikere-Ekiti, Ekiti State.

19. College of Education, Orangun, Osun State.

20. College of Education, Ilesha, Osun State.

21. College of Education, Ilorin, Kwara State.

22. College of Education, Jalingo, Taraba State.

23. College of Education, Katsina-Ala, Benue State,

24. College of Education, Kombotso, Kano State.

25. College of Education, Lafiagi, Kwara State.

26. College of Education, Maiduguri, Borno State.

27. College of Education Minna, Niger State.

28. College of Education, Norforija, Epe, Lagos State.

29. College of Education, Nsugbe, Anambra State.

30. College of Education, Oju, Otukpo, Benue State.

31. College of Education, Oro, Kwara State.

32. College of Education, Oto-Ijanikun, Lagos State.

33. Alvan Ikoku College of Education, Owerri, Imo State.

34. St. Andrew College of Education, Oyo, Oyo State.

35. College of Education, Port Harcourt, Rivers State.

36. Shehu Shagari College of Education, Sokoto, Sokoto State.

37. College of Education, Waka Biu, Borno State.

38. College of Education, Warri, Delta State.

Table 3: Private Colleges of Education

1. Institute of Ecumenical College of Education (Thinkers Corner), Enugu, Enugu State.

2. St. Augustine College of Education, (Project T I M E), Akoka, Lagos State.

3. Our Saviour Institute of Science, Agriculture & Technology, (College of Education), Enugu, Enugu State.

Army

Army School of Education and Administration, Ilorin, Kwara State.

Other N.C.E. awarding institutions are:

1. National Teachers Institute, Kaduna, Kaduna State.

2. Borno College of Legal & Islamic Studies, Maiduguri, Borno State.

The Federal College of Education, as earlier mentioned, are twenty in number, eight of which are for Technical Education including one for girls, while three namely, F.C.Es Kano, Ondo and Zaria are degree-awarding institutions.

5.3 Students Enrolment

The N.C.E. Colleges were initially founded to train teachers for the lower forms of secondary schools, but with the adoption of the 1981 National Policy on Education, the functions of the N.C.E. Colleges has been extended to rhyme with the policy which makes the N.C.E. the minimum professional qualification to be aimed at for entry into the teaching profession at the primary school level. As a result of the adoption of this policy, the country expanded its teacher production programme as shown below:

Year	No. of Colleges	Total Enrolment
1981	37	34,417
1985	40	56,580
1990	54	70,139
1995	61	85,244
1999	62	110,509

Table 4: Student Enrolment in the F.C.Es 1990 – 1999

Year	MF	F	%F	%Increase
1989/90	17,080	7,329	43	-
1990/91	23,282	9,253	40	36
1991/92	28,549	11,982	42	27
1992/93	27,925	12,598	46	-2
1993/94	32,356	14,659	45	16
1994/95	33,626	15,486	46	4
1995/96	34,221	17,147	50	2
1996/97	30,443	18,736	54	-8
1997/98	36,711	20,050	55	7
1998/99	43,910	22,050	50	20

Data for the total graduate output in the Federal Colleges of Education for the same period is very scanty. Graduate output for only three years were available as follows:

Year	MF	F	%F
1992/93	5,859	2,286	46

1995/96	6,866	3,249	47
1997/98	7,641	4,285	56

It can also be seen that more and more women are becoming teachers than men.

5.4 Colleges Budgets and Allocation

Budgetary allocations to the Federal Colleges of Education are released by the Federal Government through the National Commission For Colleges of Education. The allocations are normally made on the quarterly basis. Available data show that the Federal Government had always approved a lesser sum than the budgeted figures. Table 5 shows the budgeted, approved and released Recurrent and Capital grants to the Federal Colleges of Education for the years 1995 – 2000.

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Table 5: Colleges Budgets And Allocation

Recurrent

Year	Amount Budgeted	Amount Approved	Amount Released	%
1995	N1,407m	N1,047m	N1,047m	74
1996	N2,455m	N1,114m	N1,114m	45

1997	N2,820m	N1,256m	N1,256m	45
1998	N2,973m	N1,656m	N1,656m	56
1999	N5,539m	N1,743m	N1,743m	31
2000	N20,244m	N3,545m	N3,026m	15
Capital				
1995	N421m	N227m	N227m	54
1996	N1,211m	N 273m	N 273m	25
1997	N1,474m	N 307m	N 307m	21
1998	N2,184m	N1,607m	N1,607m	74
1999	N1,523m	N 898m	N 823m	55
2000	N 891m	N 744m	N124m	14

5.5 Distribution of Academic Staff Disposition By Rank in the F.C.Es

Table 6: Academic staff disposition 1995 - 1999

Year	Prof.	Reader	Principal	Snr. Lec.	Lec. 1	Total
1995	3	44	103	154	312	616

1996	7	68	112	221	319	727
1997	8	62	119	212	368	769
1998	3	71	109	202	385	778
1999	5	86	125	233	426	875

The above table does not include academic staff below the rank of Lecturer 1. This is deliberate because teaching, being a migratory type of occupation, personnel below this level often use the teaching profession as a stepping stone to other occupations.

5.6 Findings of the Study

The tables above show that the total enrolment in all the Colleges of Education in the country has increased tremendously over the years. Table 4 shows that in the Federal Colleges of Education the female enrolment increased faster than the male enrolment. In Colleges located in the Southern part of the country, the female enrolment is by far higher than the males'. In the Northern part of the country, enrolment rates for both male and female lag behind those of the Southern part of the country. A closer examination of the enrolment pattern reveals that enrolment is generally higher for Arts and Social Science disciplines and fewer in the natural science. Numbers alone cannot tell whether the needs of the consuming institutions are being adequately met; accounts have to be taken regarding the mix, reflecting the various areas of specialization.

From Table 5 it can be seen that the approved grants compared with the budgeted expenditure for both the Recurrent and the Capital budgets had been declining at an alarming rates to the extent that by the year 2000, the rates were 15% and 14% of the budgeted figures for Recurrent and Capital Expenditures respectively. Even then in some years, not all sums approved were released to the Colleges. The 1999 general increment in salaries and wages of civil servants throughout the country accounts for the paltry increase in the recurrent grant of that year. Although the funding has increased over the years, the general level of funding remains low compared to the level of student enrolment in the schools.

Education is one industry that depends perhaps more than others, on the stability of its staff. A good teacher becomes even better the longer he stays in the classroom. So if teachers could be retained as long as possible in the system, it will be the better for the system. But in Nigeria, teaching is still being regarded by many as a migratory type of occupation. Although the tables above do not give the pattern of teacher turn-over, it is a known fact that teacher turn-over is higher than those of other occupations. Competent research projects designed to furnish reliable qualitative data on a nationwide basis to show the extent of teacher migration at all levels is really scanty. This phenomenon of

"brain drain" is doing a great damage to professional education. The major factors contributing to migration from the teaching profession are poor salaries, poor conditions of service, particularly allowances and other fringe benefits enjoyed by their colleagues in other occupations.

CHAPTER SIX

SUMMARY, CONCLUSION AND RECOMMENDATIONS

6.1 Summary

Since the eighties there has been a steady increase in student enrolment in Nigerian schools necessitating a complimentary expansion in teacher production. The number of Colleges of Education has increased from 33 in 1985 to 62 by 1994. Unfortunately, financial allocation in teacher education institutions cannot be said to have increased at an equal rate. The danger to declining is therefore obvious.

Although factors such as political instability, depression in the economy, poor accountability and the reduction in financial aids from international donor agencies combine to militate against the proper funding of teacher education, it is also true that teacher education has not been given the attention it deserves by all its stakeholders.

6.2 Conclusion

Adequate funding has been identified as a critical factor in the maintenance of standards in teacher education. In a situation where teacher education institutions are under

permanent financial suffocation, there is real threat to standards in the quality of teacher production. The declining government expenditure occurring simultaneously with increasing pupil enrolment has deteriorating effects on the quality of education. Children who attend school in countries with low per capita income learn substantially less than pupils in high income countries in spite of similar period of time investment of school work.

6.3 Recommendations

It is a settled fact that the key to national development and modernization is education, and teachers are the holders of the key to sound education. The only option for teacher education to survive and prosper is proper funding and for teachers to be to be highly motivated to remain in the teaching profession. The following recommendations are offered for a more effective financing of the Federal Colleges of Education in particular and the teacher education system in general.

1. **The Economy:** The best plans to teacher education, nay, education in general cannot be implemented nor the best organizational structures efficiently and properly managed unless adequate funds are provided to support the education system. The best way to ensure the provision of such funds is a well-managed economy.

2. **Socio-Political Stability:** There must be a socio-political stability in the country which in turn will foster a full implementation of educational plans,

policies and programmes, and so reduce cases of abandoned projects and minimize wastages in the educational system.

3. **Sound Policy on Funding Teacher Education:** Government should exercise political will to determine how education should be funded. While certain Government attempts are laudable, a good many of its present policies are haphazard and uncertain, often adopting one policy declaration one day and reversing itself the next day.

4. **Scholarships and Bursaries:** The Federal Government should award robust scholarships and bursaries as a means of attracting teachers into the teaching profession particularly in certain subject areas like science, technology and mathematics. The Government should guard against the current practice in which scholarships and bursaries are awarded not to those who need them, but to those with friends and relations in suitably influential positions.

5. **Education Tax:** Education tax may be one way of financing not only teacher education, but higher education in general. Such a tax could be imposed as a percentage of annual earnings over the working life of the individual, and collected with, and in addition to, the normal income tax, The advantage of fixing the tax as a percentage of annual income is that only workers are taxed and low-income earners are not penalized.

6. **Business Tax:** A certain percentage of tax could be levied on all businesses to support the science, technical and vocational teacher education programmes. Medium-sized and large business concerns could be charged

progressive education tax according to the value of each business investment. It is strongly believed that all these taxes would yield enough revenue to support the school system, especially for the production of science, technical and vocational teachers for the nation's secondary school system.

7. **Special Federal Government Education Grant:** Here the Federal Government could make available to University Faculties, Science, Technical and Vocational Teacher Education Departments in Polytechnics and Colleges of Education across the country, special grants that will make possible the production of a given quota of these types of teachers on a yearly basis. To act as an incentive to potential teachers in this areas, the funds provided by the Federal Government should be enough for the provision of tuition, lodgings and board. In addition the Federal Government can solicit aids from international donor countries, as well as enter into Technical Cooperation arrangements with benevolent countries to supplement local efforts.

8. **Raising the Sagging Image of the Teacher:** Teachers are the major human resource of the education process; therefore teacher education institutions should be encouraged to produce competent, educated, efficient and effective classroom teachers. The current image of the teacher in the public opinion is very low. This is due mainly to lack of professionalism in the teaching profession which is an all comers affairs, and the poor pay and conditions of service of the teachers. The conditions of teachers must be satisfactory enough to attract our youths into the profession and motivate existing teaching personnel to be more efficient and effective teachers.

9. **Financial Accountability:** Mobilizing financial resources is one thing while satisfactory utilization is yet another. Since the N.C.C.E. has the mandate to collect block grants from the Government and allocate them to the Colleges, the Commission should intensify its effort in the monitoring of the use of these budgetary allocations to ensure proper accountability on the part of the Federal Colleges of Education.

When teacher education is accorded the pride of place, through adequate funding, the nation will go a long way in producing good, discipline, effective, efficient and responsible teachers for all educational levels, and this will in turn ensure the progress and success of Nigeria as a nation.

APPENDIX

Interview Questions

A: The Federal Colleges of Education

1. You have always complained of not being adequately funded. Is there any difference now that your funds are being channeled through the National Commission For Colleges of Education than was the case when they came through the Federal Ministry of Education ?

2. No matter how much funds you receive from the Federal Government, you do not seem to have enough; How much is adequate ?

3. How do you account for the funds released to you ?

4. How fair is the sharing formula used by the N.C.C.E. in sharing the funds released to the Colleges ?

5. Are your books of accounts audited up-to-date ?

6. Please describe the procedure you adopt in accounting for the capital grants released to your College.

7. What has the enrolment situation been in your College for the past 10 years ?

8. What other sources of revenue do you have apart from Government subvention ?

9. In the past 5 years has there been any industrial action in your College either by the staff or students ? If so, what has been the reasons for these actions ?

10. Compare and contrast the level of infracstructural facilities in your College now with what they were when funds were released through the Federal Ministry of Education.

11. Please provide me with the list of funds released to your College in the past 10 years.

12. Please provide me with the staff disposition list for the current year.

13. What has been the staff turn-over situation in the College in the past 10 years ?

B: To the External Auditors of the Federal Colleges of Education

1. How long have you been auditing the books of this College ?

2. What has been your major problems with the books of the College ?

3. In your reports you always pledge the College's compliance with the procedures set out in the Federal College of Education's Accounting Procedural Manual. Does this mean that the College's books of accounts are so properly kept that your work is much easier ?

4. Do you think more funds are the most pressing needs of the College ?

C: To the National Commission For Colleges of Edocation .

1. How can you describe the level of funding in the Federal Colleges of Education since you took over the handling of the Colleges' funds 10 years ago ?

2. Please describe the procedure you adopt in monitoring the Colleges expenditure, both recurrent and capital, to ensure proper accountability.

3. Apart from disbursing funds to the Colleges what other functions do you perform in order to improve the lots of the Colleges ?

4. You conduct seminars, conferences and workshops on teacher education on a regular basis. Has the Government ever implemented any of your recommendations ?

5. The financial situations in the States' Colleges of Education can best be described as pathetic as far as funding is concerned. Is there anything you can do to persuade the State Governments to improve on the funding of their Colleges ?

6. What are some of the measures the Colleges can sdopt in order to improve on their internally generated funds ?

7. The rate of students enrolment in the schools – both primary and secondary – has grown out of proportion with the rate of funding over the years. Since it is your duty to advise the government on the funding needs of the Colleges, what has your advise been in this regard and how has the government responded ?

8. There is paucity of information in educational matters in Nigeria. Wha are the measures you have taken to arrest this situation ?

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