AN ANALYSIS OF A GOVERNMENT EDUCATIONAL POLICY:

THE CASE OF KADUNA STATE 1966 - 1979

BY

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

This thesis titled AN ANALYSIS OF A GOVERNMENT EDUCATIONAL POLICY: THE CASE OF KADUNA STATE 1966-1979, by Eunice Na'omi Kitchener (Mrs) meets the regulations governing the degree of Master in Public Administration of Ahmadu Bello University, Zaria and is approved for its contribution to knowledge and literacy presentation.

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D E D I C A T I O N

To: My husband Isaiah,
Our children, Adamu, Saratu, Halima
and Yakubu Kitchener. For their
understanding, patience and love, during
the difficult times of this research.

D E C L A R A T I O N

I hereby declare that this thesis has not been accepted in substance for any other degree and is not being submitted concurrently for any other degree. I certify that the thesis is entirely the result of my own independent investigation. The various sources to which the author is indebted are clearly indicated in the references. Any errors in the script are entirely my own.

Signed ..Whitehouse.....

Supervisor .....

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A B S T R A C T

Education has always been recognized as an important and essential element of Rational Development. Since Nigeria began its drive for Social and Economic Development, education was perceived as a means of raising political and social consciousness as well as increasing the number of skilled workers and raising the level of trained manpower. These benefits, together with individual , gains from education have stimulated first, the unprecedented growth of enrolments at all levels of education and secondly, the substantial investments in education generally.

This study intends to critically examine Kaduna State Goverment's educational policies, with the aim of determining whether the educational policies are geared towards the promotion of national development.

In order to achieve this aim, we set out to put into perspective, the overbearing influence of politics and administration on educational policies. We also hope to reveal, the gap between structural planning provisioned by various Governments that have ruled Kaduna State and the actual performance at the school level. The emphasis is on the difference between theory and practice.

In carrying out this research, we have extracted heavily from secondary sources. These include Government documents and records. Interviews and filling of questionnaires administered yielded the primary data.

The analysis of survey data indicates that there are many problems

prevalent in the schools. These range from lack of enough trained teachers to unsuitable school environment for learning purposes. Some measures for solving these problems are recommended. Teachers should be more involved in policy formation at all levels of education. There is the need lor inproved conditions of service for teachers. Finally the schools need to be expanded to reduce over-crowdiness in the classrooms; and the school buildings should be maintained aft all times.

It is believed that these measures will solve some of the problems; in our educational system and enable schools under Government jurisdiction promote national development through the educational process.

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A B B R E V I A T I O N S

U.P.E.	Universal Primary Education
TISEP	Teacher In Service Education Programme
PEIP	Primary Education Improvement Project
UNESCO	United Nations Educational, Scientific and Cultural Organisation.
UNICEF	United Nations Children's Fund.
A.B.U.	Ahmadu Bello University Zaria
N.C.E.	Nigerian Certificate of Education
I.R.K.	Islamic Religious Knowledge
C.R.K.	Christian Religious Knowledge
W.A.S.C.	West African School Certificate
G.C.E. 'O' Lvels	General Certificate in Education, Ordinary Levels.
E.R.C.	Educational Resource Centre.

CHAPTER I

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

Statement of the Problem

In the scholarly literature [1] on education and nation-building, much have been said on how developing nations of the world hold unprecedented expectations for their educational systems. This is so because developing nations have realised the fact that the problems incidental to nation-building, whether political, economic or social can be traced in large measure to lack of education or the disparity in educational benefits among communities.

In the drive to arrest these problems, developing countries usually formulate educational policies which among other measures aim at enriching the individual's knowledge and developing his full personality as well as preparing people to undertake specific tasks and employment functions which are essential for the transformation of their environment.[2]

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1. See among others, Alan Peshkin, "Education and National Integration in Nigeria", "The Journal of Modern African Studies, Vol. 5, No. 3 (1967); John Prewitt and Joseph Okello-Occuli, "Political Socialization and Political Education in New Nations", in Roberta Seigi, Learning about Politics: David Koff and George Van der Muhll, "Political Socialization in Kenya and Tanzania: A Comparative Analysis", The Journal of Modern African Studies, Vol. 5, No. 1 (1967)

2. Federal Republic of Nigeria: Second National Development Plan 1970-74 (Lagos: Federal Ministry of Education, Printing Division, 1970), p. 235.

These objectives in educational policies are aimed at breaking away from the colonial educational legacies which some of the developing countries inherited. The colonial educational policies were at their best exploitatives. In the words of H.S. Scott,

> The conceptiong of the aim of (colonial) education was that it made useful citizens who would be of use to us. The conception was one of exploitation and development for the benefit of the people of Great Britain - it was to this purpose that such education as was given was directed.[3]

Nigeria typifies a developing country which has experienced the colonial pattern of educational policies and since independence has tried to adopt progressive and development oriented policies in education. Though Nigeria after the amalgamation of the Northern and Southern territories in 1914 was administered as one country, Governor Frederick Lugard still relied on using separate policies in some matters affecting the two major components. In 1939 Nigeria was divided into three groups of Provinces, the West, East and the North. These provinces were later regionalised in 1954. Education then became one of the responsibilities of each regional Government.

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3. H. S. Scott, "The Development of the Education of the African in Relation to Western contact", The Year Book of Education, 1938 (London: Evans Brothers 1937) p. 215. Quoted in Suleiman Kumo and Festus Nze (eds.), Perspective in Human Resource Development and Utilization in Nigeria (Zaria: Department of Research and Consultancy, Institute of Administration, Ahmadu Bello University, 1974) p. 72.

The Christian Missionaries who were the pioneers of Western education in Nigeria made their first contact and impact in the Sourthern part of Nigeria. Lugard's policy of shielding the Northern part of Nigeria from Western education but of exposure to Islamic education only led to the Southern part of Nigeria having greater advantage in Western educational advancement than Northern Nigeria. As early as 1846, for instance, Missionary bodies had started to build schools in Calabar,[4] in the then Eastern Region.

In the Northern part of Nigeria, the first school to be established on the Western education pattern was in 1909. The differences in educational development therefore to a great extent conditioned the social, economic and political developments within the various Regions up to and even after independence in 1960.

A report[5] by the education department of the Northern Regional Government revealed even the variations in demand for education within the Region. It further deposed that this demand pattern between the North and Southern areas of the Region will in future cause unevenness in the educational development of the Region as a whole. This was because, in the more Northernly parts of the Region, there

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4. Agom Eze "Financing Education in Eastern Nigeria before the State take-over of schools" in Journal of Educational Administration and History, Vol. X No. 1, University of Leeds, January, 1978.

5. Northern Nigeria, Ministry of Education Annual Report 1952-1957. (Kaduna, Government Printing Press, 1958).

was low enthusiasm for education resulting in lack of competition and hard work on the part of the pupils.

On 27th May, 1967, the then Federal Military Government split Nigeria into twelve autonomous states within a Federal framework. Out of the Northern Region, six states were created. They shared identical features of administration which were lacking in the other states in the country. The area comprising Kaduna became the North Central State. More States were created in 1976 and what was then the North Central State became Kaduna State.

Purpose and Scope of the Study

The purpose of this study is to analyse Kaduna State Government's educational policy with the primary aim of discovering whether the educational policies are geared towards promoting development. To make the scope more relevant, the study will concentrate on the educational programmes, right from the time the North Central State was created. This not-withstanding, since education as provided for in the Nigerian Constitution comes under the concurrent list, this study will sometimes look into the Federal Governments educational policy as it affects Kaduna State. In order to achieve this, it is necessary to understand the historical background of Kaduna State. As earlier pointed out, Kaduna State was created out of the former Northern Region of Nigeria. This part of the country has a

variety of tribal groups, languages, cultures and religions. Out of these, the hausa speaking groups forms the majority and are concentrated mainly in the Northern most part of the Region.

The early beginnings of education in Nigeria was specifically for regligious propagation. The approach was two-pronged, Islam was brought in through the Sahara to the Northern part of the country and Christianity came through the sea, to the Southern part of Nigeria. These two religions in Nigeria also had a profound social and cultural effects on the people. Koranic schools were established in the Northern part of the country where the Muslim converts sent their children to learn the Religious doctrine of Islam. All those versed in Islamic education, religion and culture rose in social and political status in various parts of Northern Nigeria. They became political leaders, teachers, preachers and officials in Islamic courts.

When the colonial powers came to this part of the country around 1900, they administered the area through the indigenous political system. The colonial administrators were like advisers to native rulers who retained power but had to put into effect the advice of the administrative officers. In this process the native authority would learn better Government. Through this system of indirect rule, the colonial Government's policy was that there hould be no interference with religion, tribal customs and ways of

life of the people. This meant that there was to be no interference with Islamic, the already established religion. When the Christian Missionaries tried to further penetration into the Northern parts of Nigeria, they met with great opposition by the Emirs. However, the Missionaries were later allowed to settle only in the non- muslim areas.

Early Western education in the Northern part of Nigeria was regarded as a means of Christian Mission foundation and penetration. The early schools were seen as menaces to the existing tribal society and organisation. An advantage the Western schools had over the Koranic schools was through the teachings of literary skills. To make up for this, the colonial Government with the agreement of native authorities established Government owned schools to teach Western education in the Muslim areas. A general pattern of education was eventually shaped; with Government's monopoly of education in the Muslim areas and the insistence that the Missionary societies should confine their stations and schools to predominantly non-muslim areas, except where the Emirs were willing to accept their presence.

Funds for the management of these schools were raised mainly through agricultural crops. The Government exploited the sell of cash crops while mission education agencies in competition with one another provided the necessary education and raised funds from local subscription generally through local church congregation. The amount realised supplemented

the subsidy provided by the Goverment: This economic situation in the early Northern part of Nigeria provided the evidence that educational development for long had been in financial difficulties.

The system of education then was specifically designed to meet the required manpower needs, so pupils were trained as clerks, interpreters, teachers and court officials. Since independence, Nigeria had deliberately planned its educational system to achieve modern technological needs for rapid economic development. The educational system emphasizes technical education that required the development of the right type of aptitudes in our children. Contrary to this, our primary schools are structured to produce pupils who would go on to scondary schools. At the end of their six years primary education, children are made to sit for an examination for selection to post-primary institutions. Based on their performances, the best are admitted into Secondary Schools, the next group into Teacher's Colleges and those that did not do well are screened for the technical and craft schools. Even those who go to secondary schools but failed to do well are asked to transfer to either Teacher's College or Technical Schools at the end of their second year.

Hypothesis of the Study

In the secondary schools and in higher institutions, most of the students read art courses which they have been more exposed to in their early education. This study

therefore hypothesizes that the educational policies so far adopted by Kaduna State do not make for the rapid Social Economic and Political development of Kaduna State.

The Significance of the Study

Though much has been written on the development of educational policy in the former Northern Region of Nigeria little had been done on that of Kaduna State. There are scattered information which this study hopes to put together through synthesis and analysis. The study will examine the overall objectives of the educational system in Kaduna State, their implementation and then evaluate the entire performance. It is hoped that the analysis will be good enough so as to provide feedback on programme results for use by policy makers and schools administrators in Kaduna State.

Generally the policies of education over the years in Nigeria have been formulated to plug the loopholes that have existed since the colonial era. These policies are designed to contribute to the attainment of overall national objectives. This is not easily met because education is one of the most complex of all human activities. For this reason system analysis look at its processes and operations within a country as a system of endeavours. A reknowned policy analyst, Yehezkel Dror talks of the three main sub-arears of policy which includes policy formation system, the managerial system and the implementation system. The first provides goals and standards of

performance and prescribes the criteria for evaluating the achievements of an institution or organisation. The second refers to the administrative structure and arrangements for moving from the establishment of policies to their execution. While the third deals with the actual teaching-learning processes and experiences calculated to accomplish overall educational system objectives for the individual and for the nation.

Very, often, it is not usually easy to use the prescribed criteria provided for evaluation, and in some cases no attempt is ever made to evaluate the implementation aspect of these policies. Other common faults of policy formulators is that our educational policies are often written or described in broad imprecise language. This leaves too much room for personal and parochial interpretation of the purpose intended. Secondly the responsibility of implementing our educational policies are left to a great extent to the school authorities and sometimes Ministries of Education, all who did not participate in the policy formulation process. And one of the most respected principles of administration is that those who determine and formulate policy should be well adviced by those who will implement it.

It is hoped that the prove knowledge of all the outcomes, which this study will provide, will give an understanding of the forces that shape the problems of the educational system in Nigeria; which Kaduna State and others may learn and improve on.

Approach to the Study

The approach will include the use of questionnaires and interview of top Government officials, school administrators and teachers to elicit facts and information. The study will rely heavily on data collected from the Ministry of Education, Kaduna State. Other relevant Government agencies that have direct responsibilities for Government educational policies in the state will also be consulted for input. These include the inspectorate division, the scholarship board and the civil service commission.

Finally, data collected from newspapers, seminar papers, journals, conference papers and other publications will be used to back up the empirical findings.

Definitions

1. Education:

The concept of education has very wide connotation and therefore defies a single definition. This is because all life thoughtfully lived is education.[6] However the meaning of education in this thesis will be limited to formal education.

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6. J. C. Aggarwal, Theory and Principles of Education. Philosophical and Sociological Bases of Education. (Vikas Publishing House PVT. Ltd., 1981).

Formal education in this context involves the development and understanding of knowledge which is valued in any culture. This knowledge is transmitted through the conscious intentions and deliberate effort of the teacher to the learner in order to guide his skills.

To a nation, the purpose of education then involves the preparation of its young generation for the useful role in society, and their active participation in its maintenance and development.

In the next chapter, the Educational policies of Kaduna State Government 1966-79 will be stated. The objectives will be outlined and the frame-work within which the policies will be analysed and discussed.

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CHAPTER II

KADUNA STATE GOVERNMENT EDUCATIONAL POLICIES, OBJECTIVES AND A FRAMEWORK OF ANALYSIS

The Concept of Public Policy

In the realms of government and politics, Public Policy has become important. This is because in spite of the polemics sorrounding the definition of public policy, no government or political system can operate without embarking on one type of public policy or the other. Students[1] of public policy have therefore come to agree on the enssential ingredients which constitute the underpinnings of public policy in spite of the nuances attendant in each definition. According to James E. Anderson, Policy is "a purposive course of action followed by an actor or set of actors in dealing with a problem or matter of concern".[2] The emphasis in these definitions is on what is actually done as against what is proposed or intended. The definition also differentiates a policy from a decision which is a choice among competing alternatives. The notion of policy as a course of action requires that policy is directed towards the accomplishment of some purpose or goal.

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1. See among others, Charles O. Jones, An Introduction to the Study of Public Policy, 2nd ed. (North Scituate, Mass: Duxbury Press 1977); James E. Anderson, Public Policy-making (New York: Praeger Publishers, 1975); Thomas R. Dye, Understanding Public Policy, 2nd Ed. (New Jersey: Prentice-Hall Inc. 1979); James E. Anderson. et al. Public Policy and Politics in America (North Scituate, Mass. Duxbury Bere 1978).
2. James E. Anderson, op. cit., p. 3.

In the literature on policy making, a distinction has been made between public and private policies of an organisation. However, this thesis will concern itself with public policy which is "Purposive goal-oriented action rather than chance behaviour". Public Policy has specific attributes. It differes from other policies because it is developed by Government bodies or officials. It is made up of patterns of action rather than separate discrete decisions. This means that Public Policy does not stop with the making of law on some topic or matter but also subsequent decisions involved in the implementation and enforcement of the laws so made.

Public policy is what Governments actually do, (for example, giving free Primary Education to every child, regulating trade; curbing inflation and promoting public housing) and not what it intends to do or say is going to do.

Public Policy may either be positive or negative in form. When positive, it involves Governmental action to affect a particular problem. When negative, it means a decision by Government not to take, for "not to decide is to decide".

Public Policy, at least in its positive form is based on law and has an authoritative potentially legal coarsive quality, which the private organisation lacks. For

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3. Ibid.

according to David Easton "Public Policy is the authoritative allocation of values for the whole society".[4] It is authoritative because it has a legal backing and is formulated by authorities who are engaged in the daily running of the political system. These authorities are "recognized by most members of the system as having responsibility for these matters". Their actions are therefore legitimised and accepted as binding most of the time by most of the members, so long as these authorities act within the confines of their roles.[5]

Besides the authorities in the political system others who participate in the policy process include interest groups, political parties and individual citizens. These are designated as unofficial participants because however important they may be in various situations, they do not usually possess legal authority to make binding policy desisions.

Public Policy starts with a problem and it is only the nature of the problem that helps determine the nature of the policy process. For example, the problem of food shortage in Nigeria led to the formulation of the policy on

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4. David Easton, A System Analysis of Political Life. (New York: Wiley, 1965) p. 212.

5. James E. Anderson, op. cit., p. 3.

Green Revolution. David G. Smith defined a problem as:

> A condition or situation that produces a human need, deprivation or dissatisfaction, self-identified or identical by others which relief is sought.[6]

Following this observation by David G. Smith, it can be said that a good policy should aim at solving a specific problem, optimize benefits and minimize cost besides taking cognisance of the environment in which it has to be implemented.

The educational policies formulated and implemented by the different governments of Kaduna State between 1966 - 79 can be seen in the light of the foregone conseptualization of public policy. They indicate what the government (Officials in the political system) have actually done, what problems the policies aimed at solving, the impact on the target populations as well as on the spill-over groups and the nature of the environment in which the policies were implemented.

The Education Policies and their Objecttives

To examine the educational policies in Kaduna State it is necessary to identify the various Governments which formulated these policies. The Government of Hassan Usman

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6. David G. Smith "Pragmatism and the Group Theory of Politics." American Political Science Review Vol. 58, September 1964, pp. 607-610 cited in James E. Anderson, Ibid, pp. 55-56.

Katsina and later of Abba Kyari in 1966 and 1967 adopted the then Northern Regional educational plan which was embodied in Nigeria's first National Development Plan 1962-68. The Policy was to:

> ensure that educational facilities were spread evenly in order to encourage the growth of schools in those areas which had fallen behind in the educational race. And secondly, it was to see that all parts of the educational system developed proportionaely and simultaneously and as economically as possible.[7]

The State later drew up an autonomous plan in 1970. Its educational policies were formulated within the context of the overall national goals and objectives. The Federal Government at this time saw a need to provide education to the people for its own sake, as a way of enriching the individual's knowledge, of developing his full personality and improving his receptiveness to new ideas.[8] The Government also observed that education should seek to prepare people to acquire skills and toundertake specific tasks and employment functions which are essential for the social and economic development of their nation.

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7. White Paper on Educational Development in Northern Nigeria: (Kaduna Government Printers 1961) p. 1

8. Federal Republic of Nigeria: Second National Development Plan 1970 -74. (1970 Federal Ministry of Information Printing Division, Lagos) p. 235.

The educational programme for the North Central State then acknowledged the fact that the Northern parts of the State was comparatively backward in educational development than the Southern parts. It therefore saw the need to rectify the situation. The recommendations of the Ashby Report[9] for educational development were adopted. For the Northern States, the Report recommended

> Twenty-eight percent of all children to to complete primary education. Ten percent of all children completing primary schooling to proceed to secondary education. Thirty percent of those completing the secondary grammar school course should go for higher training including courses at a University.[10]

The State's educational policy identified four major areas where expansion was urgently needed. These areas in their order of priority included "The Primary Education sector· Secondary Technical and Craft Schools· Teacher Training· and Higher Education".[11]

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9. The Ashby Commission was set up by the Nigerian Government "to conduct an investigation into Nigeria's needs in the field of post-school certificate and Higher Education over the next twenty years". The Report was titled "Investment in Education" and was presented in September, 1960.
10. Op. cit., Quoted from White Paper on Educational Development in Northern Nigeria, p. 1.
11. North-Central State of Nigeria: First Development Plan 1970-74. (Kaduna: Government Printer, 1970) p. 86.

In order to achieve educational development in the State, the State Government considered it necessary to expand primary education which is the basis of all educational advancement. The expansion rate in the more backward local education authority areas of the State would have to be greater than in the more advanced areas. The State Government also observed that the Secondary, Teacher Training and Higher education expansion programmes were closely related to that of the primary schools.

The objectives of this expansion programmes at different levels of education in the state was; in broad terms, mainly to meet the needs of the community. The educational system must also produce sufficient and highly qualified professional and technical manpower which a progressive society demands.

The difference in the expansion rate of educational facilities within the various sections of the State was aimed at narrowing the gap and to correct the imbalance that exists. At the same time, it aimed at increasing the number of Primary School pupils in the state.

The State's Second Development Plan 1975-80 was formulated and lunched by the same Government. The educational policies remained the same and expansion and improvement at all levels of the State's educational system were to be carried out. There were also some carried over projects

to be completed.

The educational objectives as spelt out in the 1975-80 plan included the expansion and improvement of primary education, largely through the Free Universal Primary Education Programme which was to be introduced in September 1976 and which, it was hoped would lead to the achievement of a hundred percent enrolment in class one of school age children by 1979/80 school year. Teacher education was to be expanded and improved too, to meet the requirement for the burgeoning Universal Primary Education Scheme. The Primary School Curriculum was to be liberalised to include some trades and elementary science. Furthermore the Government's efforts were to be directed towards the provision of facilities for special education for the blind, the deaf and dumb and the crippled at the primary level.

The expansion and improvement of secondary, technical and commercial education was to be beefed up so that the 1970-74 contemplated average ratio of thirty percent primary school leavers who were to continue in further education in all types of post-primary institutions would be raised to thirty-five percent during the 1975-80 plan period. Besides this, the educational policy aimed at expanding the Kaduna State College of Arts, Science and Technology and the establishment of an Advanced Teacher's College both to provide middle level manpower as well as qualified candidates for degree and allied courses. Finally, one

of the objectives had it that the skills and knowledge of teachers were to be improved through regular in-service courses at a proposed curriculum Development and in-service Training Centre.[12]

During the same Plan Period 1975-80; Group Captain Usman Jibril, under a new regime became the Governor of Kaduna State. He announced his intention to continue with the policy of expanding education and providing facilities and opportunities for education to all the citizens of the State at all levels. He however revised the states existing development programmes in education, making minor changes in areas of emphasis. The revision was aimed at providing even development with particular emphasis in the rural areas of the state.

Education, as in subsequent years got the highest financial allocation, for the purpose of expansion and improvement of all system of education. Another policy was to take care of a rehabilitation exercise of all the Voluntary Agency Schools taken over by the Government. The aim for this exercise was to increase students enrolment, which was then limited, and also to bring the standards of these schools up to Government expectations.

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12. Third National Development Plan, 1975-80: Kaduna State Programme: Thrid Progress Report: 1st April, 1975 - 31st March, 1978. (Kaduna, Economic Planning Division, 1978) p. 66.

Towards the end of the 1975-80 plan period, leadership of the various States in the country was handed over to Military administrators. In Kaduna State, Group Captain Ibrahim M. Alfa became the States Administrator. The policy to expand and inprove educational facilities was a continual process. From this, a policy to specifically improve technical education in Kaduna State was emphasized. This was because observation made by policy makers was that technical education at the secondary and tertiary levels had been too theoretical, that is to say that very good plans were made and put into print but poorly implemented.

Power was handed over, by the Military Government to an elected civilian regime in October 1979. Alhaji Abdulkadir Balarabe Musa became the Governor of Kaduna State. He also intended to continue with the policy of expansion and improvement of education for the attainment of functional literacy in each individual within the society. This new Government adopted most of the previous educational policies in the State but with particular attention to areas which were lacking in emphasis. The major objective was to achieve a hundred percent school enrolment of school age children by 1980, under the Universal Primary Scheme. Closely related to this was the massive expansion and improvement of teacher training to meet the demand of the Universal Primary Education. To further achieve the target of a hundred percent of school age children and the

Universal Primary Education, the new Government felt that this success lay in the education of parents. The Government then undertook a mass literacy and public enlightenment drive within the entire state.[13]

From these stated Educational Policies and objectives, it is easy to observe that there had been no major differences even though the policies were operated by different regimes.

Analytical Framework

Different models have been used in analysing Public Policies. These range from the economic model, the quantitative model construction, the qualitative models and analysis, imaginative and futuristic thought, to integration of tacit knowledge. Most of these models are quantitatively based. However, whatever model is used the analyst decides on that which will make his findings easy, simple and convincing. For as James Anderson has observed:

> The quality of analysis and the use of solid evidence is more important than whether and to what extent quantitative analysis is employed when

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13. The Struggle for a new Social Order in Kaduna State: The Policies and Programmes of the P.R.P. Government 1979-81. (Copyright 1982 by Kaduna State Government) pp. 57-61.

it comes to determining the value of a study.[14]

In this thesis the analytical paradigm proposed by William D. Coplin will be used for the analyáis of educational policy of the Kaduna State Government. According to its proponent, the paradigm:

> is designed to help investigators simplify (what may be) a highly complex, somewhat subjective and quantitatively squishing process in order to assess systematically policy performance in light of its objective...[15]

Knowing both the policy's accomplishments and failures will, therefore, furnish the analysis with an inventory of data which can be used for progressive planning.

Stated briefly, coplins model seeks to identify as explicitly and precisely as possible the formal and informal objectives of a policy. Some objectives may be procedural, thus aiming at the improvement of internal administrative performance of the policy, while others are substantive. Substantive objectives ralate to the actual accomplishment

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14. James E. Anderson, Public Policy Making (New York, N.Y. Preagear Publishers 1975) p. See also Yehezhel Dror 'Policy Analyst: A new Professional Rôle in Government Service. Public Administration Review, Vol. 27, September, 1967 p. 197.

15. William D. Coplin, Teaching Policy Studies. (Lexington, Massachussetts, D.C., Health and Company, 1978) p. 12.

or failu es of a policy. After setting out the objectives the same are operationalised through the development of verifiable and if possible quantitative measures for each objective.

The analysis of a policy also touches on the evaluation of the policy's performance in terms of established objectives. Within this scope, it is necessary to ascertain the degree to which objectives are being or have been achieved and to analyse specific performance criteria based on the concepts of effectiveness, efficiency and effort. The policy performance evaluation should outline obstacles which prevent objective realization. Finally Coplin states that the analyst should propose changes and make recommendations as to revising, modifying or rearranging existing objectives in the light of rapidly changing conditions and priorities. And, where objectives are unattainable such should be discarded.

CHAPTER III

IMPLEMENTATION OF THE STATE'S EDUCATIONAL POLICIES

The implementation of Kaduna State Government Educational Policies will be considered in two bits. This chapter will concentrate on the implementation strategies of the Kaduna State Educational Policies as they affect the primary school system. It is realised that at this level of education, the foundation in number of pupils and the contents of what they study is laid for the post primary education or other pursuits in life. The next chapter takes off from this foundation level and examines the implementation of the policy at the post primary level of education in Kaduna State.

Primary Education

The then Northern Regional Government to which Kaduna State once belonged established an educational system administered by it and Native Authorities on one hand and on the other by voluntary agencies. The voluntary agency schools belonged to the Christrian Missionaries and Private individuals, who exercised control and direction over the schools. The Government merely offered assistance with minimal control. The Regional Government however observed that the system of education operated was responsible for the wide disparities among different areas in the proportion of children attending schools. Furthermore, there was an

uneven nature in the early spread of education within the region.

The system of primary education under the Northern Regional Government comprised of a four year junior primary school and a three-year senior primary school. Emphasis on the primary school curriculum was on the teaching of some basic subjects which included arithmetic, language and writing. Religion, singing, handwork and crafts were also taught. The aim for this level of education was a permanent literacy in English and a local language, acquisition of a modest numeracy and general knowledge. Most children then completed their education in the primary school.

The development of primary education (of North Central State, and Kaduna State) within the period 1966-79 was influenced by the reports of two commissions which had been set up by the Federal Government in the country. These were the reports by the Ashby[1] and Oldman[2] Commissions. Ashby recommended the expansion of primary education in

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1. The Ashby Commission was appointed by the Federal Ministry of Education in April 1959, "To conduct an Investigation into Nigeria's needs in the field of post-school certificate and higher education over the next twenty years". Its report was titled "Investment in Education" and submitted in September 1960.

2. Oldman Commission was appointed by the Government of Northern Nigeria in February 1961. It was to give advise on the financial and Administrative problems that would arise during Northern Nigeria's progress towards Universal primary Education. Its report was titled "The Adminstration of Primary Education".

order to attain a target of twenty-five percent of children of school age-group attending school by 1970 in the Northern Region. This measure aimed at advancing the primary school system towards the ultimate goal of u iversal primary education and providing for an increase in post-primary facilities to en ure a balanced system of education. Oldman recommended the development of a public system of primary education and the establishment of a working partnership between the Goverrment, the Native Authorities and the Voluntary Agencies. Accordingly, the Commission advised on the establishment of Local Education Authorities and the transfer of voluntary agency primary schools to the Local Education Authorities in the respective Native Authority areas. But the voluntary agencies were to retain the right to inspect religious teaching and also approve the teachers proposed to teach the subject. A training course was recommended for the educational administrators who would take charge of the Local Education Authorities.

These recommendations were accepted and the 1956 Educational Law was revised and enacted as the Education Law 1962. This was further revised and enacted as Education Law 1964. The Local Education Authorities were established from the existing Native Authorities under the relation-ship recommened by the Oldman's Commission. Voluntary Agency primary schools were transfered under the Law, to

the Local Education Authorities on the conditions of the Commission's recommendations. In October 1962, the one-year course recommended for educational administrators was started at the Institute of Administration, Ahmadu Bello University, Zaria; this was later transferred to the Institute of Education in the same University. The practice of separate junior primary schools and senior primary schools was discontinued and in January 1967, primary education was reduced from seven to six years. These innovations thus marked the foundation for the development of primary education in the Northern Region of Nigeria.

Kaduna State Government, which was created in the country by 1967, like the other states of the Federation, adopted some policies which have strengthened its position regarding the planning and organisation of the educational activities in the State. One of these measures was the gradual phasing out of the dual control of primary education by the voluntary agencies as well as by the Government.[3]

Just before Kaduna State Government assumed full control of all primary schools, there were only five local

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3. This gradual phasing out was enshrined in the Education Law Amendment Edict 1966, Northern Nigeria Edict No.17 October 6, 1966 in Northern Nigeria Gazette No. 49 Vol. 15, October 1966 (Government Printer: Kaduna, 1966)

Education authorities in the state, with a total of four hundred and six primary schools.

TABLE I

NUMBER OF LOCAL EDUCATION AUTHORITY AND VOLUNTARY AGENCY SCHOOLS BEFORE THE TAKE OVER BY GOVERNMENT IN 1968

LOCAL EDUCATION AUTHORITY AREAS	LOCAL EDUCATION AUTHORITY			VOLUNTARY AGENCY		
	SCHOOLS	CLASSES	PUPILS	SCHOOLS	CLASSES	PUPILS
Daura	19	79	2965	-	-	-
Katsina	107	558	20151	-	-	-
Jema'a	21	141	5108	56	316	11561
Zaria	166	771	29105	4	18	559
Kaduna	31	313	13029	7	65	2151
TOTAL	344	1862	70358	62	399	14271

Source: Classes, Enrolments and Teachers in Schools and Colleges of North- Central State in 1968. (Government Printer, Ministry of Education Kaduna, 1969) pp. 4-5.

Table I shows that three hundred and forty-four of these schools were controlled and administered by the various local education authorities and the other sixty-two were administered by voluntary agencies.

On April 1, 1968, the State's Ministry of Education through the Local Education Authority took over the control of all voluntary Agency Schools with the exception of Kaduna Capital School, St. Bathalomew's Anglican School, Wusasa Zaria, and all army children schools. These did not receive grants from the Government from the time of transfer, the Local Education Authority became responsible for financing the institutions with regards to staffing, providing the necessary equipment and books, maintenance, collection of fees and the receipt of grant-in-aid from the State Government. With this policy, primary education assumed a new dimension in the competence of its administration.

A year after the creation of States in 1967, the Government of North Central State in its expansion policy recorded a total enrolment of eighty-four thousand, six hundred and twenty-nine pupils into various schools at the primary level. This brought an increase of about thirteen percent over the previous year. A greater increase in enrolment of pupils into different primary schools was achieved through the primary school development programme within the State's Plan Period. By 1974, which was the last year of the only development plan drawn up by the North Central State Government, (1970-74). The total enrolment in primary school rose to one hundred and sixty thousand pupils.

TABLE II

NORTH CENTRAL STATE GOVERNMENT

PRIMARY SCHOOL ENROLMENT 1968-74

YEAR	NUMBER OF SCHOOLS	NUMBER OF CLASSES	ENROLMENT	% OF SCHOOL AGE CHILDREN (6-12 YEARS)
1968	406	2,261	84,629	10.4%
1969	505	2,622	98,109	11.2%
1970	624	3,062	116,383	13.2%
1971	642	3,582	134,092	14.8%
1972	646	4,017	146,615	15.7%
1973/74	646	4,277	160,000	17.0%

Source: Achievements of North-Central State Government: 1968-1974. (Government Printer, Kaduna) p. 62

Table 2 shows that between 1968 and 1974, an additional number of seventy-five thousand, three hundred and seventy-one pupils, that is seventeen percent of school age pupils had enrolled in primary schools. This increase necessitated the building of two hundred and forty primary schools in the State.

The Primary Education Improvement Project (P.E.I.P.) which was a programme embarked upon by the Northern States of Nigeria for the improvement of educational standard of

primary schools throughout the Northern States were given full support by the North Central State Government. The need for this programme arose as a result of Nigeria's desire to adopt a policy which would make education relevenat to Nigeria at all levels. Coupled with this was also the concern over the falling standards of education in the country, which began to be felt in the early seventies. The Agencies which jointly operated the PEIP were the Northern States Governments; the United Nations Educational Scientific and Cultural Organisation (UNESCO), The United Nations Children's Fund (UNICEF) and the Institute of Education, Ahmadu Bello University Zaria. These bodies y teamed up

> to work a strategy whereby the ambition of curriculum relevance and raising standard of education at the primary school level could be realised.[4]

When it was first introduced in 1970, the P E IP was known as UNESCO and UNICEF project and the primary schools involved were called UNESCO and UNICEF schools. This name had to be changed to PEIP in order to place emphasis on the fact that the project did not belong to either UNESCO or UNICEF but to Nigerians. Moreover, it was the Governments

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4. D.O. Kolawole: General Information on Primary Education Improvement Project (PEIP) 1970-76. (Zaria: Institute of Education, Ahmadu Bello University), p. 1.

in the Northern States of Nigeria that were largely responsible for the infrastructure and a large proportion of the cost of the programme.

Under this programme, the Institute of Education of A.B.U. helped to co-ordinate all the professional aspects of the programme while the administrative aspect was jointly manned by staff drawn from the UNICEF, UNESCO, the Institute and the State Governments. The Professional phase of the programme involved the developing and supplying of materials, training and retraining of teachers in the process of developing a meaningful and relevant curriculum for the primary schools. All materials developed were tested in classroom situation by the Mobile Teacher Trainers oriented to the materials. These materials covered all primary school subjects.

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However, there were additional innovative materials in the subject areas of social studies, Primary Science, Mathematics, Creative and cultureal activities, Home Economics, Reading, Physical and Health Education. All these subjects are now taught in U.P.E. Schools. The PEIP was therefore a good fore runner for the U,P.E. in the Northern States.

The Kaduna State Government bore the burden of financing and aministering the development of all primary schools in the State. During the first plan period, 1970-74, a total

sum of ₦9.142 million[5] was voted for the education sector alone. This was out of a total budget of ₦38 million[6] for the State. The primary education sector alone had a total expenditure of ₦1.650 million.[7]

Table 3 shows government expenditure on primary school education in all Local Government areas of the then North Central State.

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5. North Central State of Nigeria, First Development Plan 1970-74 (Kaduna: Government Printer 1970), p. 87. The value of this amount in the present day Nigerian currency would be ₦18.284 million.

6. Ibid p. 3. To get the Naira equivalent of this amount, one has to multiply it by 2.

7. Ibid, p. 89.

TABLE III

NORTH CENTRAL STATE GOVERNMENT EXPENDITURE

ON PRIMARY EDUCATION: 1970-74 PLAN PERIOD

LOCAL EDUCATION AUTHORITY AREA	1970-71	1971-72	1972-73	1973-74	TOTAL
Katsina	60,000	126,000	154,000	182,000	522,000
Zaria	40,000	133,000	161,000	168,000	502,000
Jema'a	15,000	42,000	45,500	49,000	151,500
Daura	10,000	14,000	28,000	35,000	87,000
Kaduna	12,000	25,200	28,000	28,000	93,000
Capital School Kaduna	37,000	31,800	25,000	21,500	115,300
Special Capital Grant	50,000	129,000	-	-	179,000
TOTAL	224,000	501,000	441,500	483,500	1,650,000

Source: North Central State of Nigeria: First Development Plan 1970-1974 (Kaduna Government Printer 1970) p. 89.

NOTE: These figures are in £.

In spreading out the programmes expenditure over the four years, the State Government allocated funds to the Local Education Authorities for the purpose of building new schools and expanding the existing ones. The difference in the allocation of funds to each Local Education Authority area (as shown in table 3) was meant to emphasize Government's intension of achieving a greater and faster rate

of educational growth in the more backward[8] areas of the State. A total sum of ₦431.5 million[9] was allocated for the implementation of the State's educational objectives during the succeeding plan period 1975/80. Then the educational programme was accorded top priority with an allocation of ₦78.1 million.[10] This sectors allocation excluded the capital and recurrent expenditure for primary schools and Teacher Training Colleges, the financial responsibilities of which were taken over by the Federal Government under the Universal Primary Education Scheme 1976.

When the Universal Primary Education Scheme was introduced, Kaduna State Government intended to increase the intake of year one pupils into the primary schools that year, from forty-one thousand, eight hundred and twenty-eight pupils (representing twenty-eight percent in 1974/75 school year) to sixty-two thousand, seven hundred and fifty-one (representing thirty eight percent) during the first year of the scheme. This enrolment growth was to be maintained during the years of the plan period, until the

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8. These areas as indicated on the table are Katsina and Zaria Local Education Authority areas.

9. Kaduna State of Nigeria: Third National Development Plan 1975/80: Kaduna State Programme: First Progress Report, 1st April, 1975 - 31st March, 1976. (Kaduna Government Printer 1975) p. 15.

10. Ibid., p. 16.

planned target of having all school age children in school was achieved by 1979/80 academic year.

A tracer study of Kaduna State Primary and post-primary school leavers was carried out in 1977/78 session. The committee that looked into the findings of this study recommended again, a diversification of the primary school curriculum in order to prepare the pupils for a meaningful employment when they failed to secure admission into post primary institutions. To implement this, a work centre was established in each administrative area. This centre had facilities for Library Services, Elementary Science, Home Economics and Art and Craft. The Government further took steps to improve the administrati n of primary education by decentralising the local authorities, so that each of the fourteen administrative areas in the State had its own authority.

CHAPTER IV

POLICY IMPLEMENTATION AT THE POST PRIMARY LEVEL

Post primary education in Kaduna State consitutes the Secondary Grammar Schools, Secondary Technical Schools Secondary Commercial Schools and the Teacher Training Colleges. Pupils, after the completion of six years primary education will sit for an entrance examination into any of the post primary institutions, where the course work lasts for five years.

One of the major problems encountered by Kaduna State when it was first created was the provision of required manpower, especially at the middle level. In solving this problem the State Government noted that secondary education was crucial to the progress of the State. Therefore new directives were issued on immediate implementation of new education policy. This policy to an extent concentrates on increase of facilities under the secondary education system.

A new system of school fees was introduced in 1971, This measure was enssential because it enabled more pupils especially the under-previledged to afford the new rates of fees. While launching this new policy, the then Commissioner of Education stated that:

> The aim and policy of the Government was to give opportunity to every child in the State. This equal opportunity implied that every child had

> a right to education. Such a right in education would be meaningless if school fees were high or the entrance examination varied from one school to another.[1]

A uniformed school fees was then introduced in all post-primary institutions, irrespective of whether the institution was owned and controlled by Government or Voluntary Agency. The new rates of fees introduced in both Government and Voluntary Agency post-primary institutions were based on a sliding scale as shown in Table 4I and 4II A fee of ₦30 flat rate was charged in respect of each student from other states of the Federation, attending any institution in Kaduna State.

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1. North Central State's New Education Policy and New System of School Fees. (Kaduna: Ministry of Information 1971) p.

TABLE 4:I

APPROVED RATES FOR GOVERNMENT
AND VOLUNTARY AGENCY SECONDARY SCHOOLS

INCOME PER ANNUM	1st Child		2nd Child		3rd Child		Maximum Fees	
	B	D	B	D	B	D	B	D
750+	42	28	42	28	42	28	126	84
660 - 749+	42	28	24	16	15	10	81	54
516 - 659+	36	24	18	12	12	8	60	44
468 - 515+	30	20	15	10	12	8	57	38
390 - 467+	24	16	12	8	12	8	48	32
306 - 389+	18	12	13	8	12	8	42	28
246 - 305+	18	12	12	8	9	6	39	26
189 - 245+	18	12	9	6	9	6	36	24
150 - 188+	18	12	9	6	-	-	27	18
120 - 149+	15	10	9	6	-	-	24	16
90 - 119+	12	8	9	6	-	-	21	14
60 - 89+	9	6	9	6	-	-	18	12
Under 60	9	6	-	-	-	-	9	6

N.B. All the figures are in £. When multiplied by 2 they are converted to the present day currency. B. stands for boarding and D. for day schools.

Source: Achievements of North Central State Government (Kaduna, Ministry of Information 1971), p. 13

TABLE 4:II

APPROVED RATES FOR GOVERNMENT AND VOLUNTARY AGENCY TEACHER'S COLLEGES AND SECONDARY TECHNICAL SCHOOLS AND COMMERCIAL COLLEGES

INCOME PER ANNUM	1st Child		2nd Child		3rd Child		Maximum Fees	
	B	D	B	D	B	D	B	D
750+	20	20	30	20	30	20	90	60
660 - 749+	30	20	20	16	15	12	65	48
516 - 659+	26	17	15	12	10	10	53	39
468 - 515+	22	14	12	10	10	8	44	32
390 - 467+	18	12	10	10	9	6	37	26
306 - 389+	14	10	8	6	8	6	30	22
246 - 306+	14	10	8	6	8	6	30	22
189 - 245+	14	10	8	6	8	4	30	20
150 - 188+	14	10	8	6	-	-	22	16
120 - 149+	10	8	6	4	-	-	16	12
90 - 119+	6	4	4	2	-	-	10	6
60 - 89+	4	3	2	-	-	-	6	3
Under 60	3	2	-	-	-	-	3	2

All figures are in £

B. stands for Boarding Schools

D. stands for Day Schools

Source: Achievements of North Central State Government (Kaduna, Ministry of Information 1971), p. 14.

The uniformed entrance examination for selection of candidates into post-primary schools in Kaduna State was introduced in March 1971. This selection was based on the results of National Common Entrance Examination set by W.A.E.C. on behalf of the Federal Government. This National Common Entrance Examination is conducted in each State of the Federation by each Ministry of Education on behalf of the Federal Government. In Kaduna State, each administrative area Headquarters had an Interview Centre, where all principals of Government and Voluntary Agency Schools in that area would interview the candidates shortlisted. After this, selection was then made and successful candidates were distributed to different schools and colleges in the State. Later on the State Government started conducting its own separate Common Entrance Examination for selection into its Post Primary Institutions. The papers have been patterned on the Federal Government's National Common Entrance Examination set by the Institute of Education A.B.U. Zaria for Kaduna State Government.

In 1968, there were only eighteen Secondary Schools in Kaduna State. Out of these, seven were administered by the Government and eleven by the various Christian Missionaries. The total number of student enrolment in the seven Government controlled secondary schools was more than those in the eleven voluntary agency schools (see Table 5).

TABLE 5

SOME DETAILS ABOUT SECONDARY SCHOOLS :
THE FORMER NORTH CENTRAL STATE OF NIGERIA BY 1968

Type of School and Control	Number of Schools	Number of Classes	Number of Students	Number of Teachers
Secondary Grammer School (Govt. Controlled)	7	79	2301	102
Secondary Grammar School. (Voluntary Agency Controlled)	11	69	2003	112

Source: Ministry of Education, Kaduna State (former North Central State).

To further enhance its new policy on education, Kaduna State Government under the directives of the Federal Government took an important decision of taking over all the post primary schools controlled by Voluntary Agencies and private individuals. This action was endorsed by educationists and many citizens in the country. An important directive for this take over of post primary schools in the State was expressed in a memorandum issued by the then Commissioner of Education in the State in April, 1972. In it the State Government pointed put that "it had long been desirable that the control of the system of post-primary Education in the State should be unified under one central proprietor, i.e. the Government."[2]

2. Achievements of the North-Central State Military Government 1968-74 (Kaduna, Ministry of Information 1974) p. 62.

Another argument was that, the undertaking would offer better opportunities for all pupils to acquuire education in the country.

From April 1, 1972, the Ministry of Education, Kaduna assumed full control and management of all the twenty-two voluntary agency and private post-primary intitutions in the State. The primary objective was to offer comparative facilities and opportunities tc all students and teachers in the State. There was also the realization that the State's economic growth was hampered because a majority of the people were not equiped with the basic form of education that could help them improve their social welfare and that of their community. It was only this ability that could enable them do their work effectively. In this regard the secondary school education system failed to meet the needs of majority of the youth because the curriculum was too narrow. It was noted that secondary school students should acquire the kind of knowledge that would enable them ajust into the scientific and technological society in which they would find themselves. The State Government was then enxious to see drastic changes made in the organisation and curricular offerings of the secondary school education system. To this end, an agreement was reached between the State Government and some scholars drawn from A.B.U. Zaria. This lot undertook a comprehensive research into the educational programme in Kaduna State. Some staff of the State's Planning Division were to represent the State

Government on the Committee. The committee among other things, was to look into the development of education, population and manpower; the then organisational structure of education against future needs; the possibilities and demands for education in relation to the economic development and social needs. This proposal, though beautiful, failed to take off because of lack of funds for the execution. The State Government however went on and introduced a comprehensive system of education in January 1972. This new system of education was targeted at the post-primary institutions in the state. Through it, all pupils who entered a post-primary institution had to go through a two year course in general education. The syllabus was designed to broaden the pupils exposure and knowledge beyond what the traditional courses could provide. Accordingly emphasis was placed on the teaching of fine arts and crafts, domestic science, technical and commercial oriented courses.

At the end of the two-year general education, all the students were given an aptitude test. Through experienced guidance and counselling teachers, each student was placed in the most appropriate course which she or he pursued till the end of the fifth year. Through implementing this policy the State Government was demostrating its belief in the intrinsic value of every human being.[3] The policy would cater effectively for the educational capabilities and

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3. Ibid. p. 62

aptitudes of every child, who would be able to develop his or her potentials for a career in any sector of the economy.

Under this comprehensive system of education, courses were offered to prepare students for the West African School Certificate Examination. Subject areas included arts, science, technical subjects, commercial subjects, home economics and agricultureal science. Professional courses included subjects for tests leading to the award of the City and Guilds Certificates and the Grade Two Teachers Certificate.

Guidance and Counselling

To facilitate decision making on the output of the two-year post-primary general education scheme; the State Government decided that the ability of each student must be known. It was only through this that the students could be helped to make the best use of the opportunities offered by the system of general education. In each school, Educational Guidance was concerned with the provision of assistance and advice to students in their choice of courses and adjustments to schools curricula and school life generally. This philosophy suited the needs of the students when undergoing courses in general education. Teachers concerned with guidance with the students first two years in school had to know the students and their learning problems and help them to overcome these problems through

encouragement and application of effective methods of study.

Educational Guidance involved the teacher in observing the students in many different school situations. The students are helped to understand the possiblities ahead of them and to assess their abilities and needs. The Ministry of Education included the post of a Guidance teacher in the establishment of each school. This meant that a trained Guidance Counsellor who combined the work of educational and career Guidance in the schools, was employed in each post-primary institution. The effectiveness of the Guidance teachers in these schools was often impossible, given the large number of students enrolment and shortages of teachers in schools.

At the end of its first plan period 1970-74, Kaduna State had made considerable increase in Secondary School enrolment. There were nine new schools established and the total enrolment increase stood at twelve thousand, nine hundred and seventeen. This figure represented over three hundred percent increase.[4]

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4. Ibid. p. 68.

TABLE 6

SECONDARY GRAMMAR SCHOOL
ENROLMENTS 1968-1974

YEAR	ENROLMENT	NUMBER OF SCHOOLS	NUMBER OF CLASSES	% OF TOTAL NO. OF POST-PRIMARY SCHOOLS
1968	4,304	18	148	59.3
1969	4,841	21	164	63.1
1970	5,858	22	194	61.4
1971	7,218	25	230	62.7
1972	8,913	28	271	63.1
1973	10,572	27	311	61.6
1973/74	17,221	27	377	71.0

Source: Achievements of the North Central State Military Government 1968-74 (Kaduna: Ministry of Information 1974) p. 21.

As a result of continued expansion in secondary school educational facilities, Government expenditure in education increased considerably.

To reduced the running costs of all the secondary schools in order to build more, a system of day secondary schools was adopted in 1977. By 1978, five new day secondary schools had been established in Katsina, Daura, Zaria, Kaduna and Kafanchan.

Technical and Commercial Education

By 1970, Kaduna State had only two Crafts School at Mashi and Soba. These were not regarded as Technical Schools. The students in these craft schools went through a three year course of instruction in which they received basic craft training. After this, some of the students continued their training in various trades for one to three more years in Technical Schools. This enabled them to obtain the City and Guilds Certificates. The graduates of the Techinical Training Schools and also of Secondary Schools could gain admission into Techincal Institutions for sub-professional training in engineering building and commerce.

It was soon realised that the products of these Crafts Schools had failed to meet the needs of the State in Technical Education. The immediate solution adopted was the upgrading of these Craft Schools which provided courses up to General Certificate in Education, ordinary level. This measure increased the number and quality of the output in technical education. In its development plan, the State Government gave more emphasis on commercial and technical education. Therefore, during the fisrt year of the plan (1970-71) a new Technical College was built in Kaduna in order to cater for vocational training. The new technical college recruited students mostly from secondary lower forms. It was during the same period that the Craft Schools at Mashi and Soba were upgraded to

Secondary Technical Schools with each class having three steams. These newly upgraded Technical Schools, however retained all their facilities for pre-industrial training to enable them share the responsibilites for training sub-technicians with other new technical schools.

The State manpower committee, after some of its annual meetings recommended a restructuring of technical education both at the secondary and tertiary levels. This, it argued, was because the training of our technicians and craftsman has been too theoretical where little or no manual work was taught in the colleges.[5] As a result of the committees recommendations, technical education was made an intergral part of the post-primary school curricula. A variety of workshops were established in all the boys secondary schools in the State.

A Commercial College was also built in Zaria, and facilities for commercial studies were introduced in some selected girls and boys secondary schools in the State. Under this technical education improvement scheme, some secondary schools created special technical and commercial

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5. Memorandum by Ministry of Economic Development on the Recommendations of the Kaduna State Manpower Committee (Kaduna, Ministry of Information, 1979), p.1.

departments. The curricula in these departments are similar to those used by Government Secondary Technical schools and also the Government Commercial Colleges. Schools with special technical and commercial departments include the Government College, Kaduna; Kufena College, Zaria, Queen Amina College, Kaduna; Government Secondadry School, Funtua; Government Secondary School Zaria, Government Girls Secondary School, Soba; Barewa College, Zaria; and the Government College, Katsina.

To create more opportunities for a wide range of technical education, making it possible for skilled technicians to be absorbed into the State's rapidly expanding economy; expansion work from time to time had been carried out in the four technical and commercial schools in the State. These include the Government Secondary Technical School, Mashi; Government Secondary Technical School, Soba Government Technical School, Kaduna and Commercial College, Zaria.

In 1977, total enrolment in these schools was 8,000. This was expected to increase to 12,000 by 1980.

Teacher Education

The development of teacher training educational system in Kaduna State is closely related to the expension of primary education. This is because the increased number of

primary schools required the production of more teachers every year. Before the creation of more states in the Northern part of Nigeria, all teacher training colleges, in what was then known as the Northern Region, offered a three year course which led to the award of Teachers' Grade III Certificate. When full primary school education was made to be of seven years duration, the teacher training colleges on the other hand were developed to provide five years courses of teacher education for the pupils who had completed seven years of primary education. This five-year-course which was introduced in 1962 qulaified a candidate to receive the Teachers' Higher Elementary Grade II Certificate. For the Northern Nigeria Government, Training specifically for the Grade III certificate eventually disappeared and the minimum teaching qualification for teachers in primary schools became the Teachers' Higher Elementary Grade II Certificate.

The Northern Nigerian Government also awarded Teachers' Grade I Certificate. This certificate was not obtained through any course conducted specifically for the training of Grade I Teachers. It was awarded to Grade II certificate teachers with not less than three years satisfactory teaching experience. They had to successfully complete a special sub-course such as that of rural science, prescribed by the Ministry of Education. Grade one certificate was also awarded to Grade Two Certificate

holders who could obtain the London University General Certificate of Education, advanced level, or its equivalent, but with a pass in English Language.

The Northern Nigeria Government embarked upon regular correspondence course in order to train more teachers for the expanding primary schools. This programme was started in 1964, with the sole aim of preparing Grade IV and untrained teachers for the Teacher in-service Education programme. Courses under the regular correspondence programmed were offered in three divisions.

The Teacher In-Service Education programme (TISEP) was another measure to improve primary school teachers by the Northern Regional Government. TISEP was inaugurated in January 1967 to provide instruction and training for Grade III teachers who wished to obtain Grade II Teachers' Certificate, but who, for various reasons were unable to attain a Grade II Teachers College. Courses were offered in three phases. For the first year, instructions were given in English Language and Arithmetic. History, Geography and Physical and Health Education were offered in the second year; while Principles and Practice of Education, English Literature, Mathematics and Science were offered in the third year. Teachers who had references in some papers in their Grade Two Teacher Certificate Examination were allowed to enrol for the TISEP. Thirty-nine centres were opened all over the six Northern State. Teachers who lived near the In-Service Centre prepared

correspondence course lessons at home and discussed these lessons in the evenings and Saturdays classes. Those that lived far away offered correspondence courses during the April and August vacations.

Teacher In-Service Education Programme (TISEP) as already mentioned was another policy introduced by Kaduna State Government for the improvement of primary education system. Under this, a mobile Teacher Training Programme was one of the innovations introduced in the State's Teacher Training System in 1970. The establishment of this Mobile Teacher Training Programme was not unconnected with the Ashby Commissions findings and recommendations. Main emphasis was on the preparation of "Lessons Contents" and the training of the teachers that were associated with the implementation of the project. The "lesson contents" was to be reformed in order to make the curricula in the primary schools relevant to the Nigerian situation, child centred and germane to encouraging the child to learn through activity.[6] Trained teachers who were attached to this project were responsible for the arrangement of courses at the teacher training colleges level, for the trainin of primary school teachers. These specialists also supervised and evaluated the implementation of the project in the pilot schools. The mobile teacher training programme was

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6. Kaduna Ministry of Information 1974. Op. cit., p. 69.

implemented in 1971 with centres at Katsina and Kagoro. Some expatriate teachers who volunteered to render service in Nigeria were each assigned to these centres.

In 1972, two Nigerian teachers were attached each to a centre to understudy the volunteers. At the same time, the Institute of Education, Ahmadu Bello University, Zaria introduced a one-year Infant Method Course, to specifically produce the Mobile Teachers. The first batch of the trainees graduated in 1973 and six of them were from Kaduna State. Out of these six specialists, one was posted to the Katsina Centre, four were posted to various Teachers Colleges to train the primary school teachers. The sixth was assigned to the Inspectorate Division of the Ministry of Education for the purpose of primary school inspection.

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ZARIA, NIGERIA.

With the expansion of primary schools, the State Government estimated that the number of teachers required each year would have risen to nine hundred and fifty by 1974. To achieve this target, a policy which necessitated the introduction of Emergency Teacher Training Programme was implemented in addition to the existing teachers training colleges. By 1969, there were only nine colleges, training teachers for the primary schools. The annual production of teachers by that year was four hundred and seven.

See the figures in Table 7 below

TABLE 7

SOME DETAILS ABOUT TEACHER TRAINING COLLEGES IN THE FORMER NORTH CENTRAL STATE OF NIGERIA 1969

NUMBER OF INSTITUTIONS	TOTAL NUMBER OF ENROLMENT IN					
	First Year	Second Year	Third Year	Fourth Year	Fifth Year	TOTAL
9	484	470	426	338	407	2125

Source: Classes, Enrolments and Teachers in Schools and Colleges of North Central State (Kaduna, Ministry of Information 1969) p. 30

The Emergency programme was established in five centres within the State. Each school was called and Emergency Teachers' College consisting of between a hundred to one hundred and twenty students and with adequate number of teachers. This Emergency programme offered a single course, that is, training to teach in the primary schools. This programme was of a counter effect to the comprehensive system of education introduced at the same time. In realisation of this fact, the State Government emphasised the fact that the Emergency programme was without prejudice to the proposed comprehensive system. If the system became operative at the same time as the Emergency Teachers programme, the programme could either be intergrated

with it or be left to phase out.

There was no possibilityof intergrating the two systems, therefore the State Government acknowledged that one of the most important changes that was to result from the introduction of the comprehensive system was the Grade II Teachers Training Colleges in the State. With effect from 1971, a policy was enunciated to phase out the five-year straight course for all the teachers' training colleges. With this policy, the State ultimately planned to make teacher training an exclusive venture. All the Teachers' College were converted into three years colleges with the hope of achieving an increased teachers output. Intakes into these newly structured teachers colleges included students who had completed two years of general education in secondary schools.

With the newly established Emergency Teachers' Colleges, the State Goverrment forsaw inability to offer suitable accommodation to all the students in a campus. It was resolved that students should find accommodation for themselves. This measure brought about an increased annual erolment of students into these colleges without additional costs. Each college had an initial intake of four streams of students. Local Government Training Centres and the Cooperative School in Zaria were used as Teachers Training Colleges.

These Emergency Teachers Training Colleges were eventually phased out in the 1976/77 academic year. In their place, four Universal Primary Education Teachers Colleges were sited in Zaria, Kabomo, Manchok and Dutsin-Ma. Each college at that time, in 1976, had a capacity for 1,000 students.

The Emergency Teachers Colleges in Giwa and Mani were transferred to Secondary Schools in line with the effort made to provide more opportunities for the large number of primary school leavers. This venture did not hamper the speed which the production of primary schools teachers required for the universal primary schools. The three year Teacher Training College were phased out and teachers were trained under three programmes.. One was the two-year post primary pivotal course for West African School Certificate holders and for those who failed to obtain the later certificate. The second was the five year post primary programme and the third was the three-year course for Grade IV teachers who had attended the teacher in-service education course and have measured up to the standard by passing the prescribed examination. Another category of teachers to be trained were the products of the Arabic Teachers College Katsina. As a special institution the college runs two kinds of courses. The first is the five-year course which is similar to the teachers' colleges, though with more emphasis on

Arabic and Islamic Religious Knowledge and Hausa. The other is a four year course leading to the award of higher Islamic Studies Certificate meant for the learned local Koranic Mallams who are interested in teaching Arabic Islamic Religious Knowledge and Hausa in Primary Schools.

Other areas for producing teachers worth mentioning resulted from the comprehensive system of education operated in the State. The Teachers Colleges did not participate in the aptitude test[7] in year two of the post primary institutions under the comprehensive system of education. Instead the teachers colleges benefited from the system by obtaining a large number of year three students who were transferred from secondary schools to the teachers' colleges. With these measures the State Government was able to produce quikly, teachers that were needed in the educational system.

With the introduction of the Universal Primary Education Scheme in 1976, both the capital and recurrent expenditures of the teachers' training colleges were borne by the Federal Government. Funds allocated to the State under this education system were mainly used for expansion purposes. More classes and accommodation were provided in

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7. The aptitude test was administered to second year students in Secondary Grammar Schools in the State. It was meant to determine students who should be in Secondary, Technical, Commercial and Teachers' Colleges.

all the existing Teachers' Training Colleges. By 1979, the State had fifteen Teacher Training Colleges with a student population of twelve thousand.[8] Four of these schools were exclusively for girls.

Programmes implemneted for Teacher Training Colleges which were to improve the primary education system included the functioning of the curriculum development and in-service training centre. This centre offered in-service reaining for teachers in primary schools.

The Primary Improvement Education project already discussed under Primary Education was another programme which consisted of the provision of addition specialised training for primary schools teachers and other classroom inputs. This programme was carried out under close supervision.

Based on the Ashby Commission's Report on Post-School Certificate and Higher Education in Nigeria, a college to train teachers for post-primary education was established in Zaria in 1962. This college provided a full time course of training for a qualification which was of a higher academic value than the Senior Teachers' Grade I Certificate. Initially the college bore the name; The Northern Secondary Teachers' College. This was later changed to the Zaria

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8. Third National Development Plan 1975-80 Kaduna State Programme: Fourth Progress Report, 1st April 1975-31st March 1979 (Ministry of Economic Development. Kaduna State 1979), p. 83.

Teachers' College and provided a three-year -course of training for the award of the Nigerian Certificate of Education (N.C.E.). Entry qualifications into this college was the West African School Certificate Examination ordinary level, or its equivalent. Teachers who obtained the teachers Higher Elementary Grade II Certificate with merit Grades in the subjects they wished to study for the N.C.E. were qualified for admission. The first graduants from this college were in June 1965. During the same year, the Northern Nigerian Ministry of Education established another College of equal status. It was the Kano Teachers' College. This was to subsequently increase the number of colleges offering this level of training. In 1967, these institutions were renamed the Advanced Teachers' Colleges of Zaria and Kano respectively.

CHAPTER V

IMPLEMENTATION OF EDUCATIONAL POLICY POLICIES IN PRIMARY AND POST PRIMARY SCHOOLS: ANALYSIS OF RESPONDENTS' OPINIONS

Primary Education: The Sample

In the survey conducted to find out some educational problems in Kaduna State schools, a sample of two hundred primary schools drawn from the population of schools in the Zaria Local Government Area was chosen. To ensure a good representation in the sample, a list of all the primary schools were obtained from the Local Education Authority Headquarters in Zaria. The list of schools obtained included those schools which were established before and after the introduction of the Universal Primary Education Scheme. The schools were randomly chosen and the sample was made up of the combination of these two groups.

Primary schools in Zaria Local Goverment area have been grouped under five districts. These include Soba, Giwa Igabi, Sabon Gari and Zaria. Table 8 shows the five districts and areas that make up the district.

TABLE 8

PRIMARY SCHOOL GROUPINGS

DISTRICT	AREAS UNDER THE DISTRICT
Soba	Soba and Maigana
Giwa	Giwa and Fatika
Igabi	Rigachikun and Jaji
Sabon Gari	Sabon Gari and Samaru
Zaria	Zaria City, Zaria Kewaye and Tudun Wada

uestionaires were used as the main survey instruments to obtain the views of the administrative staff on the types of educational facilities which were available in their schools. The questionaires were sent to those with in sample for completion and return. Two questionnaires were issued to each primary school: one to the Headmaster or Headmistress and the other to the assistant Headmaster or Headmistress. In some cases, the Headmaster or Headmistress in charge of the school's afternoon session was asked to fill the second questionnaire. It was soon found out that all the questionnaires completed and returned from the same school had the same information. In such situations, only one questionnaire was accepted

from the different schools. After all the questionnaires sent out had been collected back, it was realised that only a hundred and forty-five were completed. The rest were returned blank.

Analysis of Responses.

Academic qualification is a powerful determinant of the type of position one holds in his place of work. Due to this most people, after obtaining higher qualifications are proud of such achievements. But when the qualifications obtained are of low quality, holders of such do not make much display of what they have. In our questionnaire, we included questions which sought to find out the highest and lowest educational qualifications which teachers in the schools we surveyed hold. It was interesting to note from the responses we got that some respondents refused to indicate their qualifications, perhaps regarding this aspect of information as being personal.

From the positive responses indicated, the highest qualification in the schools is the Nigerian Certificate of Education (N.C.E.). Twenty-Nine schools out of the one hundred and fifty-five responses received had qualified teachers holding N.C.E. certificates. Other qualifications were also indicated. These include Grade I teachers certificate obtained through Diploma

Certificate courses or the West African School Certificate (General Certificate of Education) Advanced level. Besides, there are the Teachers' Grade II certificate holders and those who failed in one or two papers in the Grade II Certificate Examination are usually referred to as Teachers' Grade II (Referred). There are still a few teachers with the Teachers' Grade III Certificate, even though training or courses leading to this qualification was discontinued in the 1960s.

Responses on the lowest qualifications received were in two categories. Majority of responces came from the Christian Religious Knowledge teachers and the Islamic Religious Knowledge teachers, who had some form of training in their disciplines. Finally some responges came from teachers who hold only the primary school leaving certificate.

Table 9 shows the various qualification of teachers within our sample, drawn from Zaria Local Government schools.

Question: What various qualifications have been attained
(a) by your teachers

(b) State the number of teachers with each qualification.

TABLE 9

NUMBER OF TEACHERS HOLDING VARIOUS QUALIFICATIONS

QUALIFICATIONS	NUMBER OF TEACHERS
N.C.E.	29
Diploma or Grade I	12
Grade II Certificate	276
Grade II Referred	749
I.R.K.	303
C.R.K.	88
W.A.S.C. (G.C.E.) 'O' Levels	89
Primary Schools Leavers	7
Grade III	5

Note: I.R.K. stands for Islamic Religious Knowledge
C.R.K. is Christian Religious Knowledge;
W.A.S.C. (G.C.E.) 'O' Levels means West African School Certificate ordinary levels.

The issue of untrained teachers who teach in the primary schools has been a problem in this country for a long time. The concern has been reflected in seminars, conferences and researches organised on how to improve the quality of teachers in the Nigeria primary schools. One such study focused on manpower needs in the teaching

field[1] carried out in the early sixties. Nigeria, during the period experienced acute shortfalls in the number of qualified teachers available for her primary schools. The studies revealed that three out of every four teachers in the primary schools were not trained. Among those who were trained, only one out of every three teachers had a post-primary education. The standard of education attained by teachers generally was not very high. Though efforts have been made to accelerate teacher training, the problem has not completely disappeared within the past twenty years.

Learning Facilities for Pupils

In any organisation, a good working environment goes a long way to enable that organisation achieve the objectives and goals for which it was established. The buildings, classrooms, desks, chairs are facilities in a school environment, and therefore contribute to the suitable learning environment for the pupils.

In suggesting ways to improve the Nigerian educational system in order to achieve the goals set for our education, C.O. Taiwo feels that materials and equipment are aids to

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1. Nigerian Educational Research Council. U.P.E. Teacher Education Project: Foundations of Educational Thought and Practice Bk. 3 (Lagos, Federal Ministry of Education) p. 15.

learning in any school. He maintains that,

> Large airy buildings in surroundings made clean and beautiful by the hands of the children, suitable desks and seats, furnitures and apparatus are essentials in an institution offering an all-round education.[2]

Our respondents indicated that some schools have adequate number of classrooms, buildings although some of the buildings are in very bad shapes that most of them have no windows and doors· as such the classroom cannot be kept out of the access of animals and the public after school hours. The cemented floors in the buildings have also worn off leaving many pot holes which can cause injuries to pupils.

Respondents also indicated that there was inadequate supply of desks and chairs in their schools, that in some schools pupils have to sit on the floor and use their laps as leaners for papers on which they write. Some active parents-teachers associations provide mats which are spread on the classroom floors for pupils to sit.

Responses also show that in schools there are not enough buildings, temporal shades are provided by the

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2. C.O. Taiwo, The Nigerian Education System, Past, Present and Future. (Lagos, Thomas Nelson (Nigeria) Limited 1980) p. 226.

Local Education Authority and members of the community where the school is situated.

Respondents were asked "Do you have suitable learning facilities for your pupils in terms of buildings desks and chairs?"

TABLE 10

RESPONSES ON FACILITIES IN PRIMARY SCHOOLS

Type of Facility	% None	% Available	% Available but needs repair	% Fair Not enough	% No Answer
Building	5.6	21.6	42.5	25.9	4.4
Desks	33.7	2.5	8.3	53.0	2.5
Chairs	58.7	1.8	15.5	22	2.0

Respondents however indicated that the schools had appealed to the Local Education Authority and the Parents Teacher Association for help in providing these facilities.

Primary School Objectives and Curriculum

In our survey instrument, we included a question which stated "The Primary Schools Educational objectives and what is taught is determined by three bodies, namely the Government, the Community and the schools themselves.

> "How does your school contribute towards the decision on these objectives and subjects that are taught?"

This question was designed to elicit specific information from the respondents on various ways in which they

participate towards determining the content of the curriculum.

From the responses received, it was clear that most of the respondents did not understand the requirement of the question. Responses given were irrelevant. The few respondents, who really understand what the questions asked stated that the syllabus and subjects taught in the school are the sole decision of the State Goverrment. One of the most respected Principles of Administration is that those who determine and formulate education policy should be well advised by those who will implement it. It will be discovered that the politics of educational policy formation in Nigeria often negates this principle . Frank Mackinnon[3] has thrown doubt on the practicability of democratic and economic responsibility through direct political control of schools. He sees the actual operation of Goverrment cabinets and school Boards in educational administration as characterised by two aspects. One of which is

> The unclear and uncertain nature of these official exclusive bodies relationship to the schools.[4]

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3. Dr. M.A. Nwagwu, "Problems in the formation of National Educational Policies" Nigeria Educational Forum, Vol. 2 No. 1, June 1976 p. 42.

4. Ibid.

However, minor roles played by some teachers in a school and some members of the community where the school is situated comes through the membership status which they hold in the school's advisory committee whose sole responsibility is to advise the local Government, through the Local Education Authority on matters relating to problems facing the school.

All Headmasters and Headmistresses have annual meetings with the Local Education Officials. It is at such meetings that they analyse problems and difficulties that exist in schools. Measures on how to solve these problems are suggested and also other various ways on how improve the general day to day activities in the schools are considered.

School-Community Relationship

Good relationship between a school and the community is important in the growth and development of the pupils. This is so because the school is a 'model of the community'. Primary schools, most especially, are located in the community and their function therefore is to prepare the children for life in that kind of community where the school is situated and beyond. For this aim to be achieved the school definitely needs to be in close relationship with the community, which on the other hand is expected to give the school its moral, financial and

material support. Thus the community's participation in school affairs in these forms make the link or relationship more meaningful.

> The relationship between the school and the community is one that offers the closest unity possible. This is when the school operates directly as a nucleus for the betterment of the community. In this case, the children participate in community activities.[5]

We had asked our respondents "What relationship do you have with the community in which your school is situated"?

All responses on school community relationship acknowledge the fact that there is a cordial relationship between the school and community; since the children who attend the school are children whose parents or guardians live within the community.

Communication between the school and the community is made possible through Parents Teacher Association meetings held at the end of every school term. It is at such meetings that members of the community are made to understand how the school works, the goals it is set to achieve, the problems the school faces and possible measures the Parent Teacher Association could adopt to

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5. J.C.S. Musa'azi, The Theory and Practice of Educational Administration (Ibadan, Macmillan Nigeria Limited, 1982) p. 239.

help solve these problems. The school in turn participates in community projects, like cleanliness of its surroundings and mainly training the children to learn to live within the accepted norms of the community.

Problems Faced by the Schools

Responses on the main problems prevalent in our primary schools today have been discussed in an earlier chapter. But one that need to be mentioned is associated with the nature of the Primary School Curriculum, which does not seem to relate fully to the objectives of the National policy on education of 1977.[6] This is with regards to the employment of Primary School Leavers. One of the objectives which is of great concern and relavance to parents and the society in general is that our system of Primary Education should

> (provide) basic tools for further educational advancement, including preparation for trades and crafts of the locality.[7]

This objectives deals with the preparation of the pupils for gainful employment. Some of the pupils after completing their primary education do not

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6. Federal Republic of Nigeria, National Policy on Education 1977 (Lagos, Federal Ministry of Information 1977).

7. Ibid.

secure places into primary institutions. The problem then is whether the knowledge and skills, the pupils have learnt from the primary schools will be gainfully used. In order to aviod the problem of frustration and unfilfilled expectation of primary school leavers and their parents inclusive, the primary school curriculum should prepare the pupils to leave within their own communities. This calls for the primary school curriculum being more practical, to include subjects like agriculture. What obtains now is that, the primary school curriculum is essentially academic, urban and examination-oriented.

Many people in Nigeria today are engaged in Agriculture, and it is agriculture that is likely to absorb the large number of unemployed school leavers.

Responses showed that schools do not have sufficient land for a school farm. Therefore, agriculture as a subject is not taught in the schools under survey.

> In Kaduna State, Agriculture has been described as the backbone of the economy.... which provides the bulk of the people with their only means of earning a living, as well as food and raw material for the expanding agro-based industries and for export purposes.[8]

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8. Fourth National Development Plan 1981-85. Kaduna State Programme (Kaduna, Ministry of Economic Development) p. 36.

In relation to this, different Goverments in Nigeria have had two prggrammes which have been meant to make the nation produce enough food to feed the people. The first was the Operation Feed the Nation, started by the Military Administration of 1976. The second is the Green Revolution Programme, started by the Civilian Administration in 1979. This shows the importance the Federal Government as wellas State Government attach to agriculture.

Another problem on the scarcity of land is to do with expansion purposes, as the number of school children is on the increase every year. This problem has resulted to having too many pupils in one class. Some teachers indicated they have as many as fifty pupils in a class. This number is certainly too large for any effective classroom teaching. This lack of enough land also affects other subjects on the school's curriculum; like physical and health education, because there are in some cases, no open field for games and athletics.

Finally, the frequent transfer of teachers and pupils from one school to the other does not enhance effective learning.

Changes suggested for the Improvement of the Schools

Most of the suggestions for improvement in the school harped on the need for prompt and regular payment of teachers salaries and the provision of adequate teaching materials. Respondents also talked about supply of equipment and the building of more classroom blocks. They maintained that active participation of parents in school affairs through the Parent-Teacher Association would improve the tone of school admistration.

Finally, as would be expected, a large percentage of our respondents (95%) indicated the desire to see improved conditions of service for teachers. These include the desire for regular payment of salaries and promotions. Promotion is one of the ways used to increase teachers jobs satisfaction, and when this is derived, the teachers become frustrated and are not committed to their work. Teachers also want the Government to ensure their general welfare by first improving their performance on the job. This will be achieved through well organised in-service courses for all teachers, not just a selected few. Secondly teachers require leave, transport grants responsibility allowance, leave of absence from duty and other fringe benefits just like their counterparts in other Government Agencies.

Finally, there are training prospects which teachers will like to avail themselves of. These include courses leading to the award of the Nigeria Certificate of Education (N.C.E.) and courses on School Supervisory and Administration in primary education. (P.S.S.A.C.).

Post Primary Education

Since independence, a main feature of the policies of Governments in developing countries has been economic development. Much has been written on this subject and education has been identified as a major instrument in the process. This is because, it is education that provides the trained manpower needed for this development. One of the aims of edudation then in a developing country like Nigeria is to produce and develop skilled manpower needed for the economic development of the country. Our questionnaire on Post Primary Education aimed at collecting information on the general growth and development of post primary education. Fifth post primary schools were on the sample (twenty-seven schools from Zaria Zone and twenty-three schools from the Kaduna Zone). Each school was given a questionnaire to be completed by a senior administrative staff, either the Principal, Vice Principal or the Senior Mistress or Master.

The questionnaire had a total of thirteen questions, covering aspects of educational problems such as staff

development, measures of control and improvement of facilities open to these schools. A total of fifty questionnaires were sent out and forty-six were returned. This accounted for ninety-two percent response.

For our analysis, issues covered in the questionnaire are grouped under four headings, These are:

1. Staff Development
2. Measures of Control
3. Problems
4. Improvement facilities

Staff Development

Respondents were requested to state first, the type of academic and non-academic training that the Ministry provides for the staff. Instead teachers on permanent appointment who secure admissions into institutions of higher learning might be offered scholarships to study in a post-graduate, or first degree course; and for diploma or certificate course in education. This training enables the teachers to acquire and maximise the use of new techniques, keep abreast of the new knowledge, improve the quality and level of education programmes , teaching skills and their competency.

In addition to these, the recent effort in the development of professional efficiency of the staff, has resulted in the Ministry's attempt at organising vocational

courses in conjunction with various academic institutions. The programmes could take the form of classroom lectures, workshops, seminars or conferences. These are designed to improve the methods of teaching in the various disciplines.

Analysis of the total responses given indicate that only a few of the teaching staff were on training from all the schools under survey. The number is between one to five teaching staff per school.

Question: What training facilities does the Ministry provide for members of your staff? (Both Academic and Non-Academic)

FIGURE I
TOTAL PERCENTAGE OF TEACHING STAFF ON TRAINING IN ALL SCHOOLS UNDER SURVEY

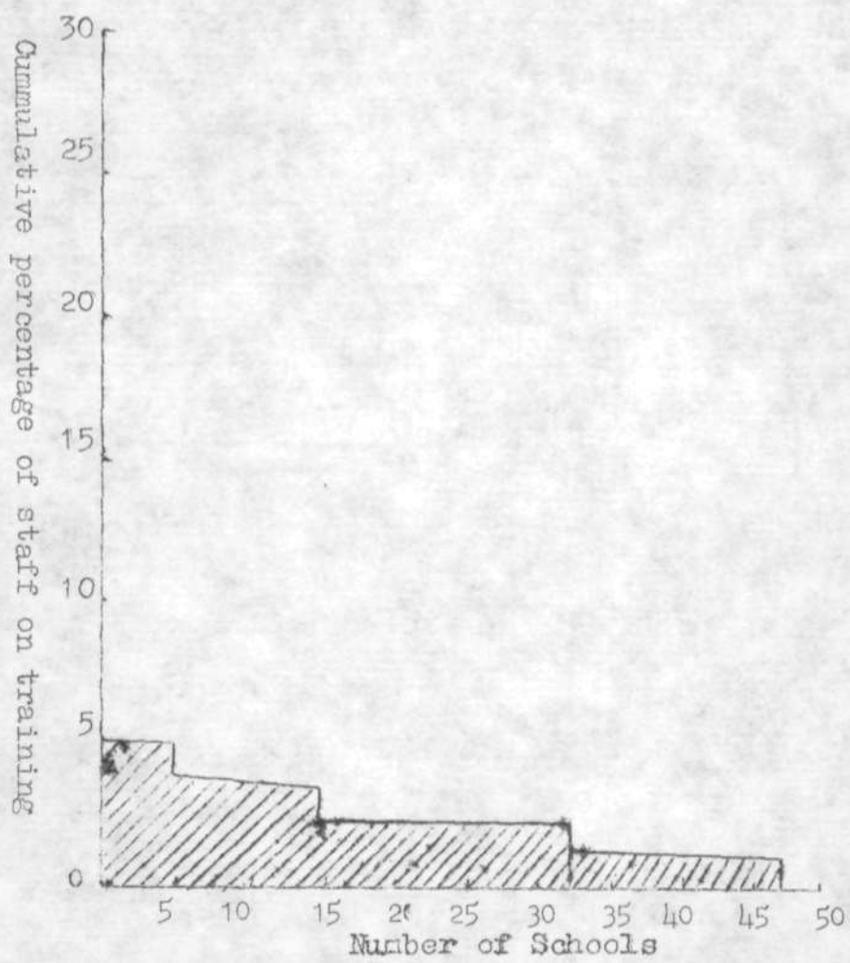


Figure 1 shows the percentage of teaching staff on training at the time the questionnaires were administrered. Out of the fifty schools under survey, only five percent of the teaching staff in only four schools were on training. In eleven schools, four percent of the teaching staff were on training; three percent in eighteen schools; two percent from fourteen schools and zero percent in three schools. This analysis indicates that majority of teachers do not go for further training to acquaint themselves with new knowledge and inproved methods of teaching.

Question: How many teaching staff are at present on
(a) training at various Institutions of Higher learning?
(b) How many teaching staff are not on training?

TABLE II

RESPONSES ON STAFF DEVELOPMENT PROGRAMMES

Type of Programmes	%On Training	%Not on Training	%No Answer	TOTAL
In-Service Training	4.0	88.0	8.0	100
Part Time Training	56.8	33.7	9.5	100
Correspondence Courses	37.2	46.2	16.6	100
Diplomas*	12.4	76.5	11.1	100

Note: *Diploma courses are pursued on part time basis. The Diploma is awarded to any teacher who hasn't got the teaching qualification.

Table 11 shows that only four percent of the teaching staff are on in-service training in various instituttions of higher learning. This results from the fact that Kaduna State Goverment has placed restrictions on the number

of teachers to be awarded in-service training facilities. It is only the indegenes of the State who have put in some years of service that are qualified for such an award. The highest percentage on training comes under "Part time programmes". This is because, Teachers under this programme are allowed to stay on their jobs and only use the long vacation period for schools, that is June/July to September to pursue their courses. Teachers earn their salaries and at the same time improve their teaching skills.

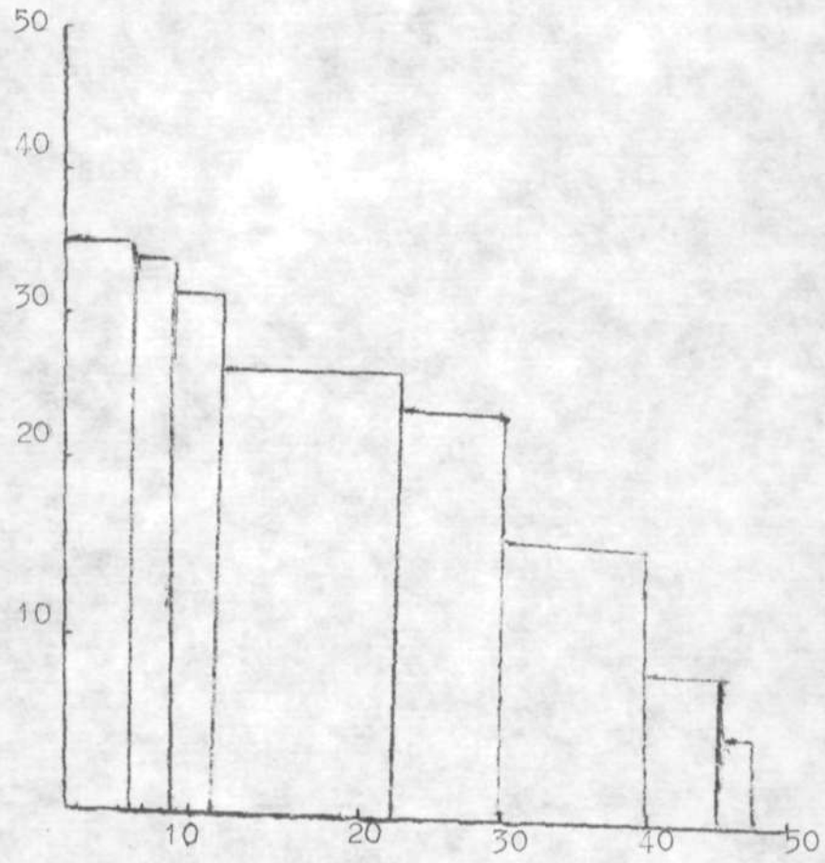
For the staff who do not qualify to enjoy any scholarship or in-service training facilities from the Kaduna State Government, the regulation provides that they can secure admissions into institutions of higher learning to study part-time or pursue correspondence courses. This means that they have to teach during the school year and only use the summer vacation period to pursue their studies.

Another question on the survey instrument required the Principals to state the percentage of the teaching staff that constituted non-Nigerians and also the subjects they teach. Responses indicated that the percentage of expatriates range from two to thirty-five in all the schools on the sample. This category of teaching staff teach all the subjects offered in the schools except the Hausa language. Nevertheless, a sizeable percentage of the expatriate teachers teach science subjects and Arabic language.

Question: What percentage of your entire staff were Non-Nigerians in recent years?

FIGURE 2

PERCENTAGE OF EXPATRIATE STAFF IN SCHOOLS UNDER SURVEY



Measures of Control

This item in our questionnaire evoked a high percentage of responses. The principals were asked to state the nature of control exercised over their schools by the Ministry of Education and the Zonal Headquarters.

The Federal and State Government are constitutionally responsible for the administration and control of education in Nigeria. Some responsibilities have, however, been delegated to the Local Governments, regarding Primary Education. The Federal and State

Governments, effect their control on Education through Ministries of Education which directly oversee administrative and professional responsibilities of the schools.

Schools in Kaduna State are directly controlled by the State's Ministry of Education. The Ministry exericise professional automomy and authority in decision making regarding teaching, the curriculum to be used and the financial support to the schools. Imprrtant in the control package is the qulity of guidance provided to schools with respect to promoting the national objectives and the quality of education provided in the country. Recruitment of teachers and supporting staff, promotions and disciplinary matters all come under the purview of the Ministry of Education. Regarding conditions of service, the Ministry offers to teachers at the post primary school level, effots are made towards coordination and repayment of all vehicle and housing loans, and the prompt payment of pensions and gratuities to retiring staff. The Ministry retifies recommendations for dismissals of students, which may come from schools Advisory Board.

The Ministry also has an important role in setting up buildings and in maintaining them. Through it the Government makes financial subventions to the schools.

The schools in turn are accountable to the Ministry for all expenditures and activities they engage in.

Control of schools by the various Zonal Headquarters are in line with standards laid down by the State Ministry of Education. The Zonal Offices were established to carry our the decentralised functions of the Ministry of Education and thereby reducing the bottlenecks at the headquarters. This means that the Zonal Offices have to maintain close contact with the Ministry while overseeing the schools matters within their jurisdictions.

Each Zonal Headquarter discharge responsibilities assigned to it by the Ministry of Education through four Divisions. These are:-

The School Division
The Building Division
The Administrative
The Accounts Division

Problems

Questions which appear in our survey instrument regarding "Problem" focussed on what our anticipated respondents would regard as administrative problems in the post primary education level. Respondents were asked to state the "major problems faced by their school". The problems listed varied and we discovered that, the

problems prevelent in the primary schools are very much the same with what obtains in Post Primary Institutions. However, it has been accepted that the objective of an educational programme directly influences the amount of money to be invested in it. Past Goverrment have always justifiably committed enormous amounts of money to education But the recent increase in enrolment of pupils into Post Primary schools require establishing more schools, increase in classrooms, provision of more equipment and other facilities; as well as the need for training and retraining of more teachers at all levels and specialization. These demands have become unbearable for the Goverrment and therefore the problem of supplying adequate funds to post primary schools has risen.

Responses reflected on inadequacy in the number of teachers who teach particular subjects. Such subjects include the Sciences, Hausa and Arabic; besides Islamic Religious Knowledge.

Table 12 shows the percentage of teachers lacking in the various subjects.

TABLE 12

RESPONSES ON PERCENTAGES OF TEACHERS LACKING IN VARIOUS SUBJECTS

SUBJECTS	PERCENTAGE LACKING
Mathematics	50.1
Sciences	40.5
I.R.K.	1.5
Arabic	1.6
English	2.1
Social Sciences	2.3
Art	1.9

Sciences include subjects like Physics, Chemistry, Biology etc.
Social Sciences include - Social Studies, History, Geography etc.

Respondents also indicated that the shortage of funds has hindered the provision of science and language laboratories, learning equipment and blackboards. The environment in which learning and teaching go on is poor. As it is in the primary schools, some buildings in post primary schools have no good roofs, no floors, no windows and doors. There are also not enough desks and chairs for the students to use.

The low level of educational standard in primary schools has consitituted serious problems to the quality of students admitted into the post-primary schools. This fact has been harped upon by some of our respondents. They suggest that for the standard of education at the post primary level to improve, education at the primary level must be improved in standards and quality. The post-primary education can only build on the foundation laid in the primary schools.

Respondents talked about the problem of expatriate teachers turnover. Beside the fact that these expatriate teachers cost the Government more to maintain (in passages and allowances) many of them do not stay long enough to make their acquired experience of the environment an asset to the pupils. Their poor speaking habits become a communication problem where most of them find it difficult to communicate well in English.

The dual shift system recently introduced in most schools in the State pose its own problems. It has created less working hours and causes a lot of inconvenies ces of hours of working for the afternoon shift. It has in addition, created problems of effective supervision especially the afternoon shift.

A general problem also prevelent in nearly all post primary schools is the teaching load for the staff.

Teachers are assigned so many periods that it becomes impossible to effectively cope with.

Improvement Facilities

Some of the steps taken by the State Government to improve and expand post-primary institutions include the renovation of old buildings and the establishment of temporary classes. Some of these classes are just held in open shades. In some cases, boarding schools are converted into day schools and the dormitories are used as classrooms. Where in some schools there happen to be too many students in each class, the shift system is introduced. This system makes for increase in the number of students admitted into the school while on the other hand it reduces over-crowdiness in the classrooms.

Evaluation of Policies Performances

Generally, growth in terms of the number of schools and enrolments into schools and colleges in Kaduna State can be said to be spectacular. As shown in the different tables, the statistics are impressive and indicate significant progress and achievement in educational development. Nevertheless, the same cannot be said with regards to quality of Education in the State. An examination of qualifications of the

teachers employed in some of the schools reveals serious inadequacies (see table 9). A majority of the teachers have the minimum teaching qualifications of teachers Grade Two Certificate (some teachers have been awarded the certificate while othershave been referred in some subjects) in the primary schools and the N.C.E. Certificate in Post Primary schools. There are some untrained teachers, who have remained in this position for many years; while it is recognised that these teachers cannot all work and earn University degrees, it is felt that efforts could be made to improve their method of teaching through training and development of their knowledge and skills in specific subjects areas.

The process of funding education in the state, especially the primary school system is faulty. Initially fund allocation for running primary schools was based on the population of individual local Government Areas, and not on actual pupils enrolments into the schools. This means that Local Government Areas with high pupils enrolment are at a greater disadvantage than Local Government Areas with low pupils enrolment. The State Government provided funds to the Local Governments for all purposes including education. It is possible that the money allocated for educational purposes could be used up entirely for something else.

In 1979, the then Civilian Government came up with a Nigerian Constitution. This Constitution imposed on the Local Governments "Participation in the Government of a state" as regards the provision and maintenance of primary education. The new revenue sharing formula which

was evolved provided for the Federal Government, the State Government and the Local Government to participate in financing primary education. The poor emplementation of this revenue formula left each Local Government with the burden of financing educational projects in its area entirely from its own resources. No asistance was obtained from the Federal Government.

The primary school system forms the base of our Education al system. A poor base provides a shaky educational system. If the products of the primary schools are not well trained, no good performance should be expected when the e products go into Post Primary Schools, Politechnics, colleges of Education and Universities. There is great need of improvement in the system of providing funds for effective management of the Primary Education system.

The Historical development of Government involve ent in the administration of education in Kaduna State has it its own effect on the present state of the schools and colleges. Before the Government took over the administration of schools from the Voluntary Agencies, there was limited involvement of the Government in the support given to the schools. The Ministry of Education made sure that funds given as grants-in-aid were well spent. Through this help the Government required all

proprietors of schools or colleges to provide adequate classrooms, furniture, equipment and qualified teachers. When a school failed to provide any of these, the Ministry of Education could advise the Goverment to stop the financial support or even close down the school. No proprietor wanted this to happen. Therefore the Voluntary Agencies looked after their schools passionately. There were incentives and healthy competitions among the different groups of Voluntary Agencies as they strove to fufil the Governments conditions. The State Government inspected the schools regularly. These checks and balances motivated the Voluntary Agencies to work hard to maintain high standards in their schools.

After the Government had taken over these schools, it provided funds and direction for the quality of education, but the motivating factors were completely lost. The vacuum created by these factors can be said to be partially responsible for the poor conditions existing in schools presently.

The rapid expansion in enrolments recorded within the state schools created the demand for resources that did not exist. For instance, the great demands for more classrooms led to the construction of temporal school buildings which have since fallen into desuetude. With the Goverment take over of schools many people felt education would be free. The increase in enrolment in

schools and expansion in the educational system brought the bitter truth home. Education could not be completely free. Parents had to foot part of the bill and where the ability to meet such commitment was absent children had to drop out from school. The Government on the other hand had been unable to meet the school's needs. It is necessary to re-structure the entire management of the educational system and to improve the funding, equipment and staffing of the schools.

CHAPTER VI

SUMMARY AND CONCLUSION

Summary of the Study

This study aimed at examining the problems of Educational Policy in Kaduna State of Nigeria. In order to do this, three methodogical procedures were employed. Firstly, we identified what have been Kaduna State educational policies and their objectives. This was done to set out clearly the problems these policies actually set out to solve; and the nature of the environment in which these policies were formulated and implemented. Secondly, a survey of the schools was conducted in order to obtain the opinions of those who are engaged in the day to day running of the schools. Thirdly, we interviewed selected persons who are involved in policy formation and implementation in the Ministry of Education the Educational Resource Centre and selected teachers from some schools.

The rapid expansion of education in Kaduna State and at the National level has placed heavy demands on educational administration and management. These demands are related to the growing concern about making educational opportunities available and equitable distributed within the State. Besides, there is the need to correct the inefficiencies in the system by relating education to the needs of the individual and that of the society. Despite efforts to cope with these demands, development

in managing and administering of educational programmes has been found to lag behind the growth in size and complexity of the educational enterprise. Some programmes of educational development suffer because of poor management. This is because the problems associated with education are often under-estimated. The Ministry of Education is the largest employer in the state; the Schools are the basic cells in education. There success, therefore, in producing the right kind of knowledge and skills largely depends on the quality of the management put into them. The need for trained school principals who can manage schools in Kaduna State efficiently is great.

Since education is politically a sensitive subject, the Federal Government has decided on objectives, priorities and programmes for educational improvement. Other problems noticed in the study includes the fact that educational planning in Kaduna State has been confined to setting goals while insufficient attention has been paid to the means of achieving the goals; such as the development of systematic cost-effectiveness and feasibility studies of alternative methods of training or viable schemes of achieving Universal Primary Education. Too much attention has also been devoted to quantitative expansion and too little to the quality of education. Nevertheless, it is problematic to express the quality of education in quantitative terms. Educational planners have chosen to ignore such attempts.

Another problem this study has brought into focus is that education planning in this country has usually been done by the Federal Government, as a result, planning has been nationwide, with too little attention given to specific programmes aimed at benefitting well-defined target groups or Geographical areas.

Summary of Survey Findings

In chapter one of this work, we set out with an assumption that the educational policies so far adopted by Kaduna State Government does not make for the rapid social ecnomic and political development of Kaduna State. To test the validity of this assumption we administered a survey questionnaire and interview some selected persons and officials in order to obtain their opinions on:

1. Some educational problems
2. The strength of the teaching staff and types of training facilities to which the staff are exposed
3. The types of learning facilties available in the schools.
4. The policy making system.
5. The type of curriculum in use.

We now summarize the survey findings. From the interview conducted and the responses indicated through the administration of questionnaires the following came to light.

In spite of what is known about the effects teachers have on educational efficiency, Kaduna State keeps a high percentage of unqualified teachers. Some of these teachers, even though not qualified, have been teaching for many years. One wonders what impact they make on the yourg minds who tommorrow will become the nation's leaders.

To a great extent, the Kaduna State Government has used the in-service training scheme to enhance the effectiveness of her teachers. However, there are some teachers who, according to our findings, have not benefited from either the in-service training or any other staff development programmes.

Our survey further revealed that teachers are not often exposed to new methods of teaching through organized seminars or workshops. Learning facilities in the schools are anything but poor. In some schools pupils gather under shade trees or tarpauline shades to receive lessons. Available classrooms and equipment were found in very poor state. Adequate care has not been taken towards their maintenance. It seems that Government effort in making educational opportunities available to many has been slowed down by the huge expenditure involved in the construction of schools, the supply of books and equipment and the provision and training of qualified teachers.

Regarding the schools' objectives and teachers involvement in determining the curriculum we found that teachers are not usually consulted for suggestions or contributions. School administrators on their part, expressed the desire to participate in the formulation of educational policies. They do not want to be only implementors of policies decisions already taken at higher levels. They argued that since they manage the affairs of the schools directly they are more conversant with the problems facing the schools and are in better positions to suggest what measures should be applied to improve the situation.

In her efforts to adopt the content of both primary and post primary education to the national educational objectives which demand that the child should be educated for a useful life: Kaduna State Government has diversified the curriculum by introducing practical and occupational subjects like Industrial Arts, Home Economics and Agriculture. The survey findings indicated that teachers currently on their post are not given the orientation which can help them use effectively any new curriculum that is developed. On the other hand, schools are not provided with the facilities that would enable them teach the subjects or courses which would enhance the students capability in development when they grow older. For instance, there are cases of schools that are supposed to teach agriculture but are without school farms and a school which offers science subjects but it is without a science laboratory.

Our study has indicated that there has to be good schools for the children. It is only when education is well developed that government can achieve in large measure her goals in developing Kaduna State.

C o n c l u s i o n

Based on our findings in the study, it is necessary to conclude by proposing some recommendations which if adopted will go a long way to help improve educational development in Kaduna State, and the nation at large.

First the issue of training and retraining facilities for teachers should be expanded. In-service training should be systematized on a continuing basis. The quality of the training programmes should be improved by incorporating methods and techniques of selection and teaching that have been tested and proved effective. Relating training to specific skills and favourable attidues will also help to solve these problems. In addition to all these, teachers need some resources to assist them in improving the quality of teaching. These resources may include guides for teachers, advisory services, radio and television programmes, bulletins, correspondence courses and functional resource centres for teachers.

Secondly, the organisational structure of educational policy making at the highest level should actively involve school administrators, teachers and some representatives from the school community. The motive for this recommendation is on the one hand to represent the interest of the target group wholly, and on the other, to motivate the teacher who is directly going to work with the target group to put in his best since he knows his ideas in the organisation are respected.

It is true that the teaching profession with the years has lost its glamour, where

> ... promotion within the teaching service often proceeds at snail-pace. Salaries in some States are left unpaid for months, while allowances, and benefits in this crucial but tasking assignment are either negligible or virtually non-existent.[2]

Teachers need all the moral and material support necessary to draw the best from them into the training of those on whom the future of Kaduna State and the country depends.

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2. National Concord, Saturday February 15th 1986. (Lagos, Concord Press of Nigeria Limited, p. 2).

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APPENDIX I

THE QUESTIONNAIRE

POST-PRIMARY EDUCATION

1. How many students do you have in your school?

   .....

2. How many classes are there?

   .....

3. What is the avarage number of students in each class?

   .....

4. How many teachers are there in the school?

   .....

5. How many are trained teachers?

   .....

6. What training facilities does the Ministry provide for members of your staff? (Both Academic and non-Academic)

   .....

7. (a) How many teaching staff are at present on training at various institutions of higher learning.

   .....

   (b) How many teaching staff are not on training?

   .....

8. What measures are involved in improving the skills of your teachers besides further academic training; any Workshop or Seminars organised?

   .....

9. (a) What percentage of your entire staff were non-Nigerians in recent years?

.....

(b) What subjects do the teach?

.....

10. What is the nature of control exercised over your school by (a) The Ministry of Education;

.....

(b) The Zonal Headquarters;

.....

11. What are the major problems faced by your school?

.....

12. Comment on the following as regards the smooth running of your school:

(a) Finance .....

(b) Manpower .....

(c) Policy making .....

(d) Nature of Learning .....

13. (a) What measures are adopted by the State Governments Ministry of Education to improve and expand your institution?

.....

(b) How far has this been achieved?

.....

APPENDIX II

THE QUESTIONNAIRE

PRIMARY EDUCATION

1. How many pupils in your school?

   .....

2. What is the total number of classes?

   .....

3. How many teachers do you have?

   ....

4. (a) What various qualfications have been attained by your teachers?

   ....

   (b) State the number of teachers with each qualification

   . . ..

5. Do you have suitable learning facilities for your pupils in terms of building, desk and chairs?

   . ...

6. If not (answer to above) what has been done to solve the problems?

   ....

7. The Primary Schools Educational Objectives and what is taught is determined by three bodies, namely the Government, the Community ahd the School themselves. How does your school contribute towards the decision on these objectives and subjects that are taught?

   .....

8. What relationship do you have with the Community in which your school is situated?

   .....

9. What are the main problems faced by your school?

.....

10. What changes would you suggest for the improvement of your school?

.....

11. How often do members of your staff go on training to improve their methods of teaching?

.....

12. Have you any Workshops or Seminars organised for that purpose?

.....

13. (a) One policy of Government on the improvement of the content of the Primary School Curriculum is the teaching of Trades and Elementary Science. Are these taught in your School?

.....

(b) What trades are taught?

.....

(c) What science subjects are taught?

.....

APPENDIX III

INTERVIEW QUESTIONS FOR SOME OFFICIALS OF:-

(i) THE MINISTRY OF EDUCATION

1. A function of the Ministry of Education is to ensure that qualified teachers teach in schools under Government jurisdiction, how far is this ensured?

2. What provision is made by the Ministry of Education to ensure the efficiency of teachers on the job?

3. Teachers often ask for improved conditions of service, what measures have been taken to ensure this?

4. What problems does the Ministry of Education face concerning the management of schools? Comment briefly on the following:-

   i) Financial
   ii) Manpower
   iii) Policy Making
   iv) Admission of students

   Which of these is the main problem?

5. What difficulties have been encountered through the general increase of enrolment in schools?

6. What is your opinion on the general conditions in which Government controlled schools are found?

7. What suggestions do you have as to how problems in Government schools could be solved?

(ii)

EDUCATIONAL RESOURCES CENTRE

1. A 'common' goal for establishing this centre is to improve the quality of education within the State. How far has this been achieved?

2. What are some of the specific duties carried out by this centre in order to improve the quality of education in the State?

3. What are some of the problems this centre has encountered in the process of carrying out its duties?

4. What suggestions would you make towards the improvement of the effectiveness of this centre?

(iii) LOCAL EDUCATION AUTHORITY

1. What are the various qualifications held by teachers teaching in L.E.A. schools?

2. How many teachers have been trained to teach and how many have not been trained?

3. What are the problems you encountered through the control of primary schools?

4. What in your opinion is responsible for these problems?

5. What measures would you suggest to help solve some of these problems?

(ii)

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1. A 'common' goal for establishing this centre is to improve the quality of education within the State. How far has this been achieved?

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4. What in your opinion is responsible for these problems?

5. What measures would you suggest to help solve some of these problems?

APPENDIX IV

INTERVIEW QUESTIONS FOR SOME
TEACHERS IN POST PRIMARY SCHOOLS

1. How long have you taught in this school?
2. How many times have you attended any conference or a Seminar?
3. Which are the various programmes at Institutions of higher learning, that are open to teachers?
4. Which of these programmes would you like to attain and why?
5. What problems do you encounter in your everyday relationship with your students?
6. What measures would you suggest to the Ministry of Education, that can help solve these problems?
7. What are the fringe benefits that you enjoy from your employers?
8. What better conditions of service would you request the Government to grant to teachers?

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